

# ATTACHMENT BOOKLET

**ORDINARY COUNCIL MEETING**

**TUESDAY 24 OCTOBER 2017**

## TABLE OF CONTENTS

Item No	Subject	
<b>6.1</b>	<b>MONTHLY INVESTMENT REPORT - AUGUST 2017</b>	
	Attachment : Investment Strategy and Portfolio Review 2016-17 Financial Year .....	2
<b>8.3</b>	<b>WALK MANLY - PEDESTRIAN ACCESS &amp; MOBILITY PLAN</b>	
	Attachment : Manly Beach, Wharf & Town Centre - Pedestrian Access & Management Plan .....	21
<b>8.4</b>	<b>CITIES POWER PARTNERSHIP</b>	
	Attachment : Cities Power Partnership - Information for Councils Handout .....	250
<b>9.1</b>	<b>POST EXHIBITION - PLANNING PROPOSAL FOR PART LOT 21 DP819277 WAKEHURST PARKWAY, OXFORD FALLS</b>	
	Attachment 1: Post Gateway - Planning Proposal - Reclassification of Land Oxford Falls - Oct 2017 .....	273
	Attachment 2: Gateway Determination - Wakehurst Parkway Oxford Falls .....	288
	Attachment 3: Final Public Hearing Report .....	291
<b>9.2</b>	<b>PLANNING PROPOSAL - 729-731 PITTWATER ROAD DEE WHY TO PERMIT ADDITIONAL USES UNDER WARRINGAH LOCAL ENVIRONMENT PLAN 2011</b>	
	Attachment 1: Planning Proposal Application by Frank Knight Town Planning for 729 - 731 Pittwater Road Dee Why .....	315
	Attachment 2: Planning Proposal Submission by Council Staff for 729 - 731 Pittwater Road Dee Why .....	340
<b>9.3</b>	<b>BUILDING FIRE SAFETY REPORTS BY FIRE &amp; RESCUE NSW - 98 DEE WHY PARADE, DEE WHY - 10 VICTORIA PARADE, MANLY - 12 VICTORIA PARADE, MANLY - 33 BIRKLEY ROAD, MANLY - 115 FISHER ROAD, DEE WHY - 1301 PITTWATER ROAD, NARRABEEN</b>	
	Attachment 1: Fire & Rescue - Inspection Report - 98 Dee Why Parade Dee Why dated 30 August 2017 .....	359
	Attachment 2: Fire & Rescue - Inspection Report - Gowrie & Wakehurst - 10 & 12 Victoria Parade Manly dated 16 August 2017 .....	363
	Attachment 3: Fire & Rescue - Inspection Report - Wesley Heights Manly - 33 Birkley Road Manly dated 16 August 2017 .....	368
	Attachment 4: Fire & Rescue - Inspection Report - 115 Fisher Road Dee Why dated 25 September 2017 .....	372
	Attachment 5: Fire & Rescue - Inspection Report - 1301 Pittwater Road Narrabeen dated 25 September 2017.....	374
<b>9.4</b>	<b>SUBMISSION TO THE DEPARTMENT OF PLANNING AND ENVIRONMENT IN RESPONSE TO AN OPTIONS PAPER ON SHORT TERM HOLIDAY LETTING IN NSW</b>	
	Attachment 1: Options Paper on Short-term Holiday Letting In NSW .....	376
	Attachment 2: NSW Government response to the final report of the Parliamentary Inquiry into the Adequacy of Regulation of Short-term Holiday Letting.....	408
	Attachment 3: Draft Northern Beaches Council Submission to the Department of Planning and Environment.....	412





## Contents

Northern Beaches Council – Portfolio Commentary .....	3
Market Update.....	3
Credit Update .....	4
Economic Review.....	5
Rate and yield curve commentary .....	7
Forward Yield Curves.....	8
Investment Strategy Recommendations .....	9
Laminar Capital Investment Strategy.....	9
Overall Portfolio Credit Profile:.....	9
Individual Counterparty Allocation .....	10
Term to Maturity Allocation .....	11
Rating Categories .....	12
Security Type Allocation.....	13
Investment Strategy Summary.....	14
Portfolio Performance .....	14
Appendix A – Authorised Deposit-taking Institution S&P Credit Ratings.....	15
Appendix B – Standard & Poor's Credit Ratings Definitions.....	17
Appendix C – Standard & Poor's Credit Ratings Correlations.....	18



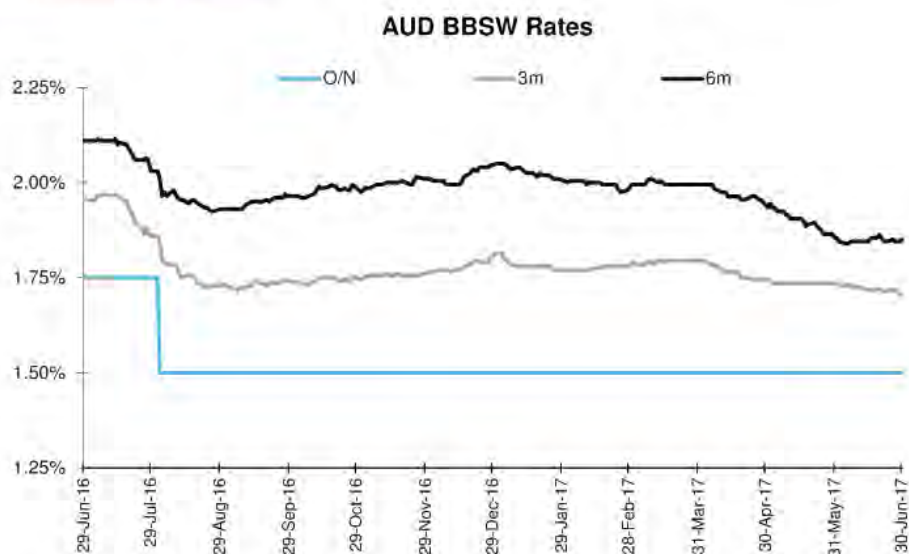


## Northern Beaches Council – Portfolio Commentary

### Market Update

RBA Governor Philip Lowe left the cash rate unchanged at 1.5% at the June meeting as expected. The three-month BBSW and six-month BBSW have declined further throughout June, ending at 1.705% and 1.85% respectively as highlighted by the below graph.

Figure 1.3 Month Vs 6 Month BBSW



Investment rates stayed relatively flat for mid-tier and top-tier banks while there have been continued demand for deposits from the smaller ADIs throughout June in shoring up their balance sheets before closing their books for the 2016-2017 financial year. Term Deposits issued by rated ADIs spread from 2.20% to 2.70% for 90 days and 2.35% to 2.80% for 180 days, while unrated ADIs rates are pushed out to 2.65% and 2.85% for 90 and 180 days.

NCD margins in the regional and mutual banking space are still relatively unchanged from previous month, at +50 for 90 days and +60 for 180 days as issuers sort to continue to protect rolling books, especially for institutions facing downgraded ratings in May, while some resumed their hunt for new cash.

Issuer	S&P Rating	NCD margin to 90 day BBSW	Term Deposit margin to 90 day BBSW
Major Bank	AA- / A1+	Flat	+60
Regional Bank	A- / A2	+25	+80
Foreign Bank	A / A1	+40	+35
Mutual Bank / Credit Union	BBB / A2	+50	+93



### Credit Update

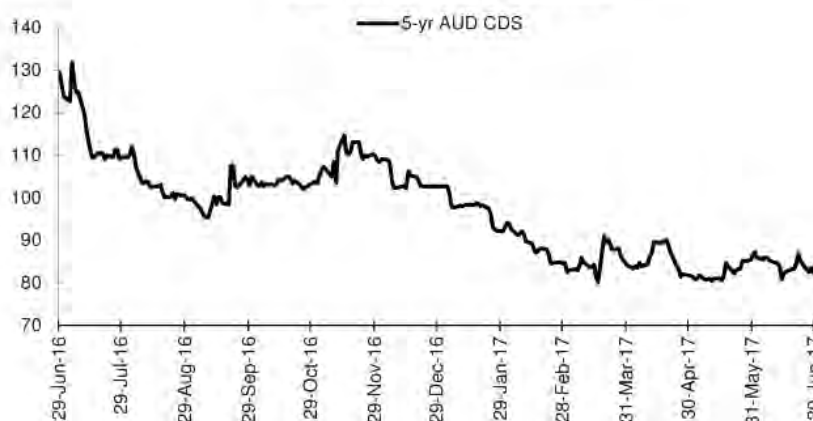
The Australian credit market jumped 5 to 10 points at the senior level on the back of S&P's 1 notch rating downgrade of 23 banks on 22 May 2017. S&P pointed to growing economic imbalances to justify the change which was previously flagged by a negative outlook on the downgraded institutions. The ratings on the four majors remain on negative outlook, giving them a one in three chance of a rating downgrade within 2 years. S&P's action caused several senior debt deals to be put on hold as investors rebalanced portfolios and determined available limits, particularly with Bendigo & Adelaide Bank and Bank of Queensland moving to BBB+ from A-. The RBA responded to these actions by reducing the required rating for repo eligibility for securities longer than 1 year to maturity to BBB- from BBB+ to support market liquidity and maintain eligibility for securities issued by ME Bank, Credit Union Australia, Newcastle Permanent Building Society, Police Bank and Teachers Mutual Bank. Secondary markets thinned out in response to these changes, with current holders preferring to retain stock in rather than chase bids wider.

Following S&P's downgrade last month, Moody's had followed suit in June. This is despite their stable outlook on some of the banks that were part of the downgrade. Moody's have indicated that their decision is justified, given they were downgrading the major banks. In other words, it should be inferred that the downgrade applies to the whole market to an extent. However, this has negligible impact on credit spreads as Moody's ratings have been on average a notch higher compared to other rating agencies (i.e. S&P) to begin with.

Moving to June, the rally appeared to have lost some steam in June before picking up again halfway through ending the month tighter. The rally is more pronounced for higher rated financial papers with benchmark 5-year senior unsecured issue from NAB pricing at the lower end of the guidance at +90, which also helps explain the repricing across the major banks curve by 3-4 basis points lower to close the financial year. The cost to insure against default for the major banks, as reflected through their Credit Default Swap (CDS) pricings, have also ended the month lower by average of 14.65%. In viewing CDS as a leading indicator, the market is hinting that potentially the credit rally story has not quite reached its conclusion yet.

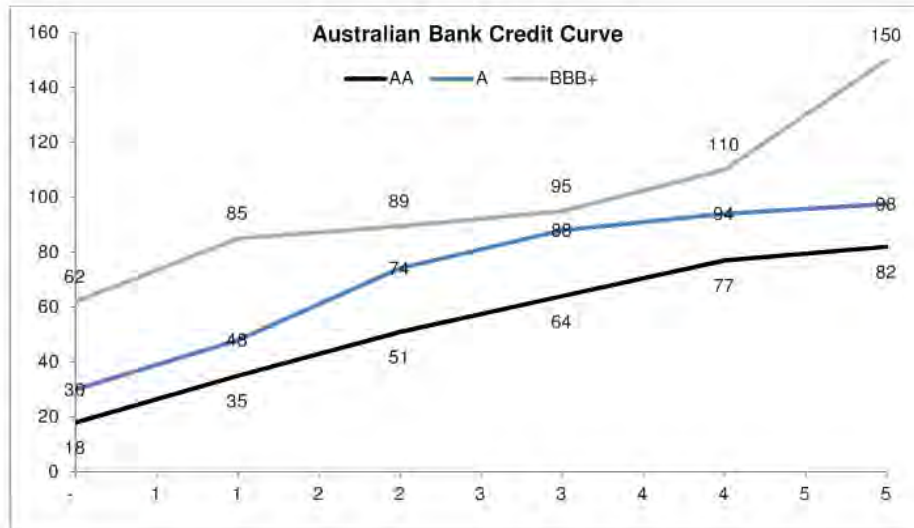
Senior domestic bank issuance picked up its pace in June following muted activity in May. Leading the charge, NAB placed A\$2.05B of 5 years Senior Unsecured FRN at BBSW3M + 90. Healthy level of issuances is also observed across the mutual and foreign names. Police Bank, Newcastle Permanent Building Society and Teachers Mutual Bank were among the mix, raising a combined total of A\$175m, with pricing across the Senior Unsecured notes ranged from BBSW3M + 105 (1-year), +120 (2-years) and +142 (3-years) respectively.

AUD Corporate Credit Spreads





The chart below shows the current credit curves for ADI's rated BBB, A and AA respectively. These curves represent the margin over bank bill achievable from 30 days out to 5 years.



## Economic Review

Global economic growth signals took a stronger turn on balance in June with hints that US GDP growth will be firmer in Quarter 2 than in Quarter 1, quite pronounced improvement in Europe plus signs that growth is holding up quite well through much of Asia, including China. Against these signs of improving global economic activity, economic growth in Australia has weakened, although there are tentative signs of improvement in Quarter 2 with employment growth and retail spending both taking a stronger turn in April and continuing in May in the case of employment. Most economies still have considerable spare capacity and can grow without exerting untoward pressure on inflation. A notable exception is the United States where unemployment has fallen to a 16-year low point prompting concern at the Federal Reserve (Fed) that the economy is operating close to full capacity. Even though US inflation has settled back the Fed expects it to rise later this year and is taking the opportunity to slowly tighten monetary policy. The latest Fed rate hike was at its mid-June policy meeting where it also outlined a plan to start reducing its holdings of government bonds and mortgage-backed bonds – starting to reverse quantitative easing. The risk is rising of a renewed lift in global bond yields.

Looking in a little more detail at the US economy the weaker growth patch in Quarter 1 evident in annualised GDP growth slipping to 1.2% from 2.1% in Quarter 4 2016 may be on the brink of a renewed push stronger in Quarter 2. Housing activity, at the leading edge of economic growth, seemed to take a turn for the better in May, at least in terms of existing home sales, up 1.1% month-on-month and new home sales, up 2.9%. An impressive feature of the new home sales data was a sharp lift in prices with the median price lifting by 11.5% month-on-month, 16.8% year-on-year. Regional manufacturing purchasing manager reports also appear to have taken a much stronger turn in June, with the New York State index soaring back in to expansionary territory at +19.8 from -1.0 in May while the Philadelphia Fed reading in June remained strong at +27.6 from +38.8 in May. Despite these signs of improving economic activity growth in non-farm payrolls has been comparatively soft, up 138,000 in May after a 174,000 increase in April. Retail sales remain lack-lustre too with the core reading, excluding automobile sales, flat in May after rising 0.3% month-on-month in April.





The outlook for President Trump achieving promised tax cuts and budget spending increases is no clearer than a month ago. The President's ability or even inclination to deal with the holders of the fiscal purse strings in Congress or the Washington bureaucracy who help shape and enable legislation remains suspect. Even without the promised fiscal stimulus, the US economy has substantially recovered and continues to grow towards potentially placing more upward pressure on wages and inflation. The path of least regret for the Fed still seems to be to lift slowly its funds rate. The June instalment took the funds rate up 25bps to 1.25% and the Fed is still indicating another 25bps hike to 1.50% before the end of 2017 and another three 25bps hikes in 2018. The Fed has also indicated that it intends to start managing down its \$US4.2 trillion balance sheet built up through quantitative easing purchases of bonds and mortgage-backed paper. The Fed will avoid unsettling markets if it can but plans to start running down its holdings in September, escalating the amount of sales every three months in the following year. The Fed's policy-tightening is likely to become more noticeable and one impact is likely to be higher US and global bond yields.

In China, May economic readings were mostly quite firm and consistent with Quarter 2 GDP holding up above 6.5% year-on-year. In May export growth showed a surprise acceleration to 8.7% year-on-year as did imports to 14.8% with the latter a sign of firm domestic spending. Growth in urban fixed asset investment spending slipped only slightly to 8.8% year-on-year while industrial production and retail sales were both steady at respectively 6.5% year-on-year and 10.7% year-on-year. China's authorities still face a difficult balancing act in maintaining 6.5% annual GDP growth while at the same time recalibrating key growth drivers and conducting necessary economic reforms. At this stage, the difficult economic policy balancing act is being achieved and China is unlikely to compromise global economic growth prospects in 2017 as many forecasters feared at the beginning of the year.

Europe continues to show impressive signs of improvement. Quarter 1 GDP growth was impressive at +0.6% quarter-on-quarter, +1.9% year-on-year and most indicators point to strong growth being sustained in Quarter 2. The unemployment rate is down to a decade low of 9.3% and between 100,000 and 200,000 Europeans a month are moving from the ranks of the unemployed to the ranks of the employed. Consumer confidence in Europe is the strongest it has been in a decade. A potential Trump-like shift in continental European politics widely feared early in the year in key elections in Holland and France has not occurred and in France has produced a stunning shift to pro-reform, pro-Europe centrism. The approaching German election looks increasingly favourable for Chancellor Merkel. The recovery in Europe can also be allowed to run on by the European Central Bank with plenty of excess capacity limiting risk of higher inflation. While the EU strengthens, the brexiting UK looks more vulnerable, especially in the wake of the Government's June election debacle that turned hope of a bigger parliamentary majority to minority government at best and a weak negotiating position in approaching Brexit talks.

The Australian economy slowed quite sharply in Quarter 1 registering GDP growth of only +0.3% quarter-on-quarter, +1.7% year-on-year. A sharp downturn in spending on housing and weaker exports were the main culprits for the weak growth rate. Exports were hit by weather damage to transport infrastructure in Quarter 1 and with repairs in April will start to recover in Quarter 2. In contrast, the down-turn in spending on housing is only just beginning and the efforts of banking authorities to contain excessive lending for investment housing, a rapid cooling of overseas investment interest in Australian housing, falling home building approvals and home building work in progress all point to a negative drag on economic growth most quarters over the next year or two. Weaker housing activity typically spills over to less robust growth in household consumption spending too. The issue is what will take up the slack as housing cools? At this stage, there are promising signs for government spending on infrastructure and exports, including exports of a wide range of services. There is also reasonable hope that after a year of very strong Australian company profit growth business investment spending will no longer be falling.

Although Australia's economic outlook is finely balanced there are some encouraging near-term signs that growth could improve in Quarter 2. Retail sales lifted strongly by 1.0% month-on-month in April breaking a run of very soft monthly readings. Employment growth has taken a much stronger turn over recent months lifting by 42,000 in May after a 46,200 gain in April. The unemployment rate has



fallen from 5.9% earlier in the year to 5.5% in May. The brighter labour market readings could lift languishing consumer sentiment and provide offset to factors militating against freer household spending such as very weak wages growth and record high household debt as a proportion of income.

For the time being the RBA is still inclined to see positive economic growth factors winning out, although it recognises that there are downside risks too. If the economy slowly picks up pace, at some point wages and inflation will rise and the RBA will lift interest rates. If, however, the negative economic growth forces win out, the RBA will lower its growth forecasts and it could cut the cash rate further. At this point the data to hand are far from sufficient to prove the case for either the stronger or weaker economic growth forecasts which implies the RBA holding the cash rate unchanged at 1.50% for several more months to come. Our forecast remains that the RBA will lift the cash rate eventually in Quarter 1 2018 by 25bps to 1.75%.

#### Rate and yield curve commentary

The RBA left its cash rate unchanged at 1.50% at its June policy meeting and the accompanying statement and subsequent minutes of the meeting still indicate that the RBA is likely to leave its cash rate unchanged for some time and that the next most likely move after that is a cash rate hike. The RBA still sees economic growth gathering pace through 2017 and starting to place upward pressure on wages and inflation by late 2018. The RBA noted the continuing lift in global economic growth as well as signs of better Australian employment growth over recent months. The RBA still recognises that there are downside risks to its core set of economic forecasts of which slower wages growth for longer and very high household debt represent the main downside risk to consumer spending. The RBA is not overly concerned about risks to Australian banks from excessive lending for housing although would like to see other agencies continue to do more to rein in growth in investor home loans. The RBA is unconcerned that Australian banks are lifting their lending interest rates because of higher prudential capital requirements lifting their funding costs.

The RBA seems to be prepared to allow further drift higher in commercial bank lending interest rates and is still some way from viewing the increases in interest rates as compromising Australia's economic growth prospects. At some point, it is possible that the RBA may view bank lending interest rates as having pushed up too far, but it may take at least a year before that occurs. Our assumption is that upward pressure on bond yields will resume over coming months emanating from somewhat better global economic growth, tighter US monetary policy (including the planned and staged selling of US bonds and mortgage-backed paper from the Fed's portfolio starting around September and escalating every three months through 2018) and possible concern that US President Trump will add to upward pressure on bond yields as he promotes lower taxes and greater government spending.

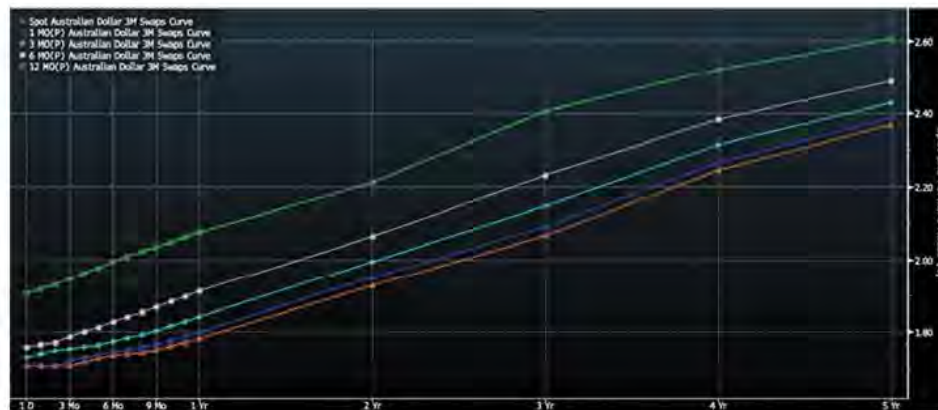
The interest rate and yield curve outlook remains complicated. Over the past three months, bond yields have fallen as the US Fed continues to hike its funds rate very cautiously. The market is still not factoring in the Fed's promised further 25bps rate later this year or the three rate hikes indicated for 2018. Even though US data has taken a softer turn of late, the US labour market has tightened considerably. The risk is still very high that the Fed will slot in another rate hike before the end of this year and bond yields look very vulnerable to an upward yield correction. We see a high risk that bond yields will correct higher over coming months, but persistent doubts about economic growth prospects in both the US and Australia imply a flatter yield curve developing with short-term rates rising quicker than longer-term rates for a period.





### Forward Yield Curves

The chart below shows market predicted interest rate curves for 3, 6, 12 months forward. The orange curve is the current yield curve (as at 30 June 2017), The forecast curves are 3 months (aqua), 6 months (white) and 12 months (green). The forward curves indicate that little change is expected in short term interest rates over the next 6 months, with notable changes noted at the 12 months' mark (green colour).



### Strategic implications

- Official interest rates were held at the 1.50% level for the first half of 2017. The forward curves are showing a slow and steady rise throughout the next 9 months, with notable lift expected in 12 months time across all tenors.
  - The market is predicting that rates expectation will rise slowly over the next 12 months with short end bill rates expected to stay below 1.90% across the curve.*
  - We recommend limiting fixed rate deposits out to maximum 12 months. With any investments longer than 12 months either being floating rate notes or floating rate deposits.*
- Markets are currently pricing that benchmark rates would move sideways for the foreseeable future (up until mid-2018).
- Relatively stagnant curve for the rest of 2017.
  - The forward curves are indicating that we will continue to be in a low interest rate environment for the remainder of 2017. The 12-month forward curve is beginning to steepen notable across the whole tenor, reflecting potential rate hike in 2018. Forecasted benchmark rates in the near future (under 6 months horizon) is not expected to exceed 2.00% until you go beyond 2 years.*



## Investment Strategy Recommendations

### Laminar Capital Investment Strategy

The following table summarises the Council's investment portfolio as at June 30 2017 (including deposits relating to Kimbriki). The Council remains fully invested in term deposits except for the legacy investment in the Emerald Trust Reverse Mortgage. All investments remain appropriate for a local government entity and fully comply with legislation and Investment Policy Limits.

Northern Beaches Council Investment Profile 30 June 2017 (including Kimbriki)				
General Credit Profile				
	Investment Balance (Face Value)	Weighting	Investment Policy Limits	Investment Policy Compliance
	\$ million	%	%	
<b>Direct Securities*</b>				
AAA/A1+	56.1	29	100	Yes
AA/A1 Category	11.1	6	100	Yes
A/A2 Category	122.7	64	80	Yes
BBB/A3 Category	1.0	1	30	Yes
Unrated ADI Category	0.0	0	20	Yes
* Where the security has a maturity date > 1 year the long term rating is referenced.	191.0	100		
<b>Individual Counterparty Limits</b>				
<b>Largest Exposure per Credit Rating</b>				
<b>Direct Securities (Max Exposure)</b>				
AAA/A1+ Category (CBA)	43.1	23	50	Yes
AA/A1 Category (Suncorp)	10.0	5	40	Yes
A/A2 Category (BOQ)	32.9	17	30	Yes
BBB/A3 Category (Auswide)	1.0	1	10	Yes
Unrated ADI Category	0.0	0	10	Yes
<b>Term to Maturity Limits</b>				
Portfolio % < 1 yr	190.0	99.49	Min 40% Max 100%	Yes
Portfolio % > 1 yr	0.0	0	60	Yes
Portfolio % > 3 yrs ≤ 5 yrs	0.0	0	30	Yes
<b>Asset Allocation Targets</b>				
Cash, Term Deposits, Discount Securities	190.0	99.49	n/a	
ADI Issued Senior Debt	0.0	0	n/a	
Structured Securities	1.0	0.50	n/a	

### Overall Portfolio Credit Profile:

- The Council remains conservatively invested with 99.49% of the portfolio invested in cash/term deposits with 29% of the portfolio in the highest short term rating of A1+.
- The portfolio remains conservatively placed, well within the investment portfolio limits from a risk and term to maturity perspective.
- As at 30 June 2017, all the investments in the portfolio are considered low risk with a low probability of capital loss.
- The council should however be mindful that term deposit is an illiquid instrument and might not be eligible for early redemption, or it might incur a high break fee, in the event of needing cash quickly. Staggered approach to maturities is suggested to ensure maturities occur regularly to help manage cashflow prudently.



### Individual Counterparty Allocation

- The portfolio has now taken across thirteen different term deposit issuers, with three new names alone in this financial year in adherence to strategies previously set.
- The Council has been taking advantage of term deposit specials where appropriate.
- It is recommended that this strategy continues.
- We will continue to monitor the market for other term deposit issuers, who meet the investment and credit criteria and who offer attractive interest rates.
- There is an opportunity to expand the list of counterparties to take advantage of specials as they emerge.

Issuer	Market Value	% Total Value
AMP Bank Ltd	1,144,134.52	0.60%
Auswide Bank Limited	1,000,000.00	0.52%
Bank of Queensland Ltd	32,900,000.00	17.23%
BankWest Ltd	2,750,000.00	1.44%
Bendigo & Adelaide Bank Ltd	19,500,000.00	10.21%
Beyond Bank Australia Ltd	19,650,000.00	10.29%
Commonwealth Bank of Australia Ltd	43,141,176.12	22.59%
Defence Bank Ltd	7,000,000.00	3.67%
Emerald Reverse Mortgage Trust	954,320.29	0.50%
ING Bank Australia Limited	8,000,000.00	4.19%
Members Equity Bank Ltd	35,650,000.00	18.67%
National Australia Bank Ltd	5,268,218.50	2.76%
Suncorp Bank	10,000,000.00	5.24%
Westpac Banking Corporation Ltd	4,000,000.00	2.09%
<b>Portfolio Total</b>	<b>190,957,849.43</b>	<b>100.00%</b>

**Market Value by Issuer**







### Term to Maturity Allocation

- The Council's portfolio remains conservatively invested from a duration perspective with 99.5% of the portfolio having a maturity date of less than one year.
- The portfolio currently has a Weighted Average Term to Maturity of 0.5 years, meaning about half of the portfolio is expected to mature by the end of 2017.
- The longest term deposit matures in June 2018.
- There are good investment opportunities with longer durations (i.e. Floating Rate Notes) and we would ordinarily recommend the portfolio to diversify its term to maturity, but the need to have cash available for projects in the near future takes precedence.

Term Remaining	Market Value	% Total Value
0 to < 1 Year	190,003,529.14	99.50%
5+ Years	954,320.29	0.50%
Portfolio Total	190,957,849.43	100.00%

**Note:** Term Remaining is calculated using a weighted average life date (WAL) where appropriate and available otherwise the interim (initial) maturity date is used.

### Market Value by Term Remaining





### Rating Categories

- The investment portfolio's Weighted Average Security Rating is A- (A2 short-term). These are primarily the large regional banks/mutuals. These banks have been aggressive in pricing term deposits in the short part of the curve (3-12 months out) and the council has been taking advantage of these rates while they remain available especially leading up to the end of financial year liquidity squeeze.
- 64.3% is invested with A2 rated term deposit issuers. Bank of Queensland, Members Equity Bank and Beyond Bank make up the bulk of this exposure. These banks have been more aggressive in attracting new deposits, therefore paying higher rates.
- The credit quality of the A2 issuers is not a concern. These organisations are well run, have a good market position and maintain good residential loan quality with conservative fundamentals.

**Market Value by Security Rating Group (Short Term)**



Short Term Security Rating Group	Market Value	% Total Value
A1+	55,159,394.62	28.89%
A1	11,144,134.52	5.84%
A2	122,700,000.00	64.25%
A3	1,000,000.00	0.52%
Portfolio Total	190,003,529.14	99.50%

Long Term Security Rating Group	Market Value	% Total Value
AAA	954,320.29	0.50%
Portfolio Total	954,320.29	0.50%

**Market Value by Security Rating Group (Long Term)**





### Security Type Allocation

- 82.57% of the portfolio is invested in term deposits.
- The council can invest in ADI issued senior debt, these investments tend to be longer term to maturity. Hence, if cashflow permits, this option should be explored further.
- On a risk-adjusted returns perspective, higher returns are currently observed in term deposits in the short term (up to 12 months) than any other eligible assets.
- We recommend that this strategy is maintained until Council can identify the amount of investment that can be invested longer term after the capital works requirements have been fulfilled.

Security Type	Market Value	% Total Value
11am Cash	32,333,652.14	16.93%
Mortgage Backed Security	954,320.29	0.50%
Term Deposit	157,669,877.00	82.57%
Portfolio Total	190,960,895.41	100.00%

### Market Value by Security Type





## Investment Strategy Summary

- Overall, the council's portfolio is conservatively invested and well within the allowable investments as set out in the list of eligible investments.
- The portfolio has grown significantly in the past six months with the continued consolidation of Northern Beaches North and Northern Beaches South portfolios.
- We see potential for rate hikes heading into 2018. Therefore, we see little value in fixed term deposits past 12 months. Anything longer than 12 months, we feel should be placed in either floating rate deposits or (as mentioned further below) floating rate notes to minimise interest rate risk.
- The risk of capital loss is extremely low in the current portfolio. The risk of losing principal in an Australian Authorised Deposits-taking Institution is remote. Australia continues to have one of the strongest banking regulatory regimes in the world and senior debt (including deposits) issued by and Australian ADI are considered to be safe investments.
- Given credit risk is not a major concern, attention needs to turn to obtaining the best rates possible from the list of ADI's that the Council currently deals with, while looking for new opportunities from ADI's not currently dealt with (where their ratings meets the Councils Investment Policy requirements).
- With the investment portfolio over \$150 million (excluding cash holdings) as at 30 June 2017, Council should now consider the option of investing beyond 1 year and including an allocation to floating rate notes into the portfolio. Floating rate notes are an eligible investment under ministerial guidelines and can add increased returns into the portfolio.
- Using ME Bank and Newcastle Permanent as an example, additional returns of between 0.25% and 0.60% are available meaning increased interest income of \$40,000-60,000 per annum with no additional interest rate risk, a slight increase in credit risk (only as a function of investing longer term) and improved liquidity (as FRN can be sold in the market with 2 day settlement while term deposits are difficult to break). This example is based on a small 10% exposure to floating rate notes.
- A longer-term investment mix, depending on cashflow's profile, with FRN representing around 15% of the portfolio is deemed appropriate. This is in line with NSW council peers who have FRN investments exposure ranging from 20-40% of total portfolios.
- Bank issued floating rate notes also introduces some additional liquidity in the portfolio but this does come at the cost of mark-to-market movements in the valuation of these type of investments. As a hold to maturity investor this should not be of huge concern because we are not worried about the ability of the banks to repay their debt obligations.

## Portfolio Performance

The investment portfolio had a running yield of 2.52% as at June 30 2017. This compared to a running yield of 2.67% as at December 31 2016. The outperformance of the running yield compared to the Bloomberg Australian Bank Bill (BAUBIL) Index has expanded to 70 basis points from 59 basis point 6 months ago. Although the BAUBIL has returned less, when comparing annualised return at the end of June 2017 against December 2016 figures (1.82% vs 2.08%), the increased exposure to A2 rated institutions who were able to offer aggressive rates has played its part in improving performance.





## Appendix A – Authorised Deposit-taking Institution S&P Credit Ratings

<b>Australian-owned Banks</b> <i>*rated by Moodys</i>	<b>Long Term</b>	<b>Short Term</b>	<b>Outlook</b>
AMP Bank Ltd	A	A1	Stable
Australia and New Zealand Banking Group Limited	AA-	A1+	Negative
Bank of Queensland Limited	BBB+	A2	Stable
Bendigo and Adelaide Bank Limited	BBB+	A2	Stable
Commonwealth Bank of Australia	AA-	A1+	Negative
Community CPS Australia Limited (trading as Beyond Bank Australia)	BBB	A2	Stable
Defence Bank Limited	BBB	A2	Stable
Heritage Bank Limited*	Baa1	P2	Stable
Macquarie Bank Limited	A	A1	Negative
mecu Limited (trading as Bank Australia)	BBB	A2	Stable
Members Equity Bank Pty Limited	BBB	A2	Stable
Mystate Bank	BBB	A2	Negative
National Australia Bank Limited	AA-	A1+	Negative
Police Bank Ltd	BBB	A2	Stable
QT Mutual Bank Limited	BBB+	A2	Stable
Rural Bank Limited (a subsidiary of Bendigo and Adelaide Bank Limited)	BBB+	A2	Stable
Suncorp-Metway Limited	A+	A1	Stable
Teachers Mutual Bank Limited	BBB	A2	Stable
Victoria Teachers Limited (trading as Victoria Teachers Mutual Bank)*	Baa1	P2	Stable
Westpac Banking Corporation	AA-	A1+	Negative
<b>Foreign Subsidiary Banks</b>	<b>Long Term</b>	<b>Short Term</b>	<b>Outlook</b>
Arab Bank Australia Limited	BB+	B	Negative
Bank of China (Australia) Limited	A	A1	Stable
HSBC Bank Australia Limited	A+	A1	Stable
ING Direct (the trading name of ING Bank (Australia) Limited)	A-	A2	Stable
<b>Branches of Foreign Banks</b>			
<i>* rated by Moodys</i>	<b>Long Term</b>	<b>Short Term</b>	<b>Outlook</b>
Bank of America Corp	BBB+	A2	Stable
Bank of Communications Co., Ltd.	A-	A2	Stable
China Construction Bank Corporation	A	A1	Stable
Credit Suisse AG	A	A1	Stable
Industrial and Commercial Bank of China Limited	A	A1	Stable
JPMorgan Chase Bank, National Association	A-	A2	Stable
Mega International Commercial Bank Co., Ltd.	A	A1	Stable
Mizuho Bank, Ltd.	A	A1	Stable
Rabobank Nederland (the trading name of Coöperatieve Centrale Raiffeisen-Boerenleenbank B.A.)	A+	A1+	Stable
Royal Bank of Canada	AA-	A1+	Negative
Sumitomo Mitsui Banking Corporation	A-	A1	Positive
The Bank of Tokyo-Mitsubishi UFJ, Ltd	A+	A1	Stable

Laminar Capital Pty Ltd  
ACN 134 784 740  
AFSL 476686

Page | 15



Building Societies	Long Term	Short Term	Outlook
Greater Bank	BBB	A2	Stable
IMB Ltd	BBB	A2	Stable
Newcastle Permanent Building Society Limited	BBB	A2	Stable
Auswide Bank	BBB-	A3	Positive
Credit Unions	Long Term	Short Term	Outlook
Australian Central Credit Union Ltd (trading as People's Choice Credit Union)	BBB	A2	Stable
Credit Union Australia Ltd	BBB	A2	Stable
Qudos Mutual	BBB-	A3	Positive



## Appendix B – Standard & Poor's Credit Ratings Definitions

### Issuer Credit Ratings

A Standard & Poor's issuer credit rating is a forward-looking opinion about an obligor's overall creditworthiness in order to pay its financial obligations. This opinion focuses on the obligor's capacity and willingness to meet its financial commitments as they come due. It does not apply to any specific financial obligation, as it does not take into account the nature of and provisions of the obligation, its standing in bankruptcy or liquidation, statutory preferences, or the legality and enforceability of the obligation. Counterparty credit ratings, corporate credit ratings and sovereign credit ratings are all forms of issuer credit ratings. Issuer credit ratings can be either long-term or short-term. Short-term issuer credit ratings reflect the obligor's creditworthiness over a short-term time horizon.

#### Long-Term Issuer Credit Ratings

##### AAA

An obligor rated 'AAA' has extremely strong capacity to meet its financial commitments. 'AAA' is the highest issuer credit rating assigned by Standard & Poor's.

##### AA

An obligor rated 'AA' has very strong capacity to meet its financial commitments. It differs from the highest-rated obligors only to a small degree.

##### A

An obligor rated 'A' has strong capacity to meet its financial commitments but is somewhat more susceptible to the adverse effects of changes in circumstances and economic conditions than obligors in higher-rated categories.

##### BBB

An obligor rated 'BBB' has adequate capacity to meet its financial commitments. However, adverse economic conditions or changing circumstances are more likely to lead to a weakened capacity of the obligor to meet its financial commitments.

#### Short-Term Issuer Credit Ratings

##### A-1

An obligor rated 'A-1' has strong capacity to meet its financial commitments. It is rated in the highest category by Standard & Poor's. Within this category, certain obligors are designated with a plus sign (+). This indicates that the obligor's capacity to meet its financial commitments is extremely strong.

##### A-2

An obligor rated 'A-2' has satisfactory capacity to meet its financial commitments. However, it is somewhat more susceptible to the adverse effects of changes in circumstances and economic conditions than obligors in the highest rating category.

##### A-3

An obligor rated 'A-3' has adequate capacity to meet its financial obligations. However, adverse economic conditions or changing circumstances are more likely to lead to a weakened capacity of the obligor to meet its financial commitments.

#### CreditWatch

CreditWatch highlights S&P's opinion regarding the potential direction of a short-term or long-term rating. It focuses on identifiable events and short-term trends that cause ratings to be placed under special surveillance by Standard & Poor's analytical staff.

#### Ratings Outlooks

A Standard & Poor's rating outlook assesses the potential direction of a long-term credit rating over the intermediate term (typically six months to two years). In determining a rating outlook, consideration is given to any changes in the economic and/or fundamental business conditions. An outlook is not necessarily a precursor of a rating change or future CreditWatch action.

- Positive means that a rating may be raised.
- Negative means that a rating may be lowered.
- Stable means that a rating is not likely to change.





## Appendix C – Standard & Poor's Credit Ratings Correlations

The following table maps Standard & Poor's (and equivalent from other agencies) short and long term ratings that are generally applied to Australian ADIs

Moody's		S&P		Fitch	
Long-term	Short-term	Long-term	Short-term	Long-term	Short-term
Aaa	P-1	AAA	A-1+	AAA	F1+
Aa1		AA+		AA+	
Aa2		AA		AA	
Aa3		AA-		AA-	
A1		A+	A-1	A+	F1
A2	P-2	A		A	
A3		A-	A-2	A-	F2
Baa1		BBB+		BBB+	
Baa2	P-3	BBB	A-3	BBB	F3
Baa3		BBB-		BBB-	
Unrated	Unrated	Unrated	Unrated	Unrated	Unrated





#### Disclaimer and confidentiality

Laminar Capital Pty. Ltd., ABN 33 134 784 740 ("Laminar Capital"), AFSL Number 476686, its officers, employees, agents and associates ("Associates") June from time to time hold interests in securities of, or earn brokerage, fees and other benefits from, corporations or investment vehicles referred to in documents provided to clients. All information contained herein is confidential and proprietary to Laminar Capital and, accordingly, Laminar Capital prohibits (without prior consent) the reproduction or distribution or divulgence in whole or in part of this material to anyone other than the original recipient and that party's advisers. It is to be treated as strictly confidential and not disclosed directly or indirectly to any other person, firm or entity. Laminar Capital provides general financial product advice only, consequently any securities recommendation or comments (including an opinion) contained in this document is general advice and does not take into account your objectives, financial situation or needs. Laminar Capital is not acting in a fiduciary capacity. Any information, advice, recommendation or statements of opinion expressed June change without notice.

Laminar Capital believes that the information contained in this document is accurate when issued. Laminar Capital does not warrant that the information contained herein is accurate, reliable, complete or up-to-date, and, to the fullest extent permitted by law, disclaims all liability of Laminar Capital and its Associates for any loss or damage suffered by any person by reason of the use by that person of, or their reliance on, (including negligence), any information contained in this document or any error or defect in this document, whether arising from the negligence of Laminar Capital or its Associates or otherwise. No action should be taken on the basis of or in reliance on the information, opinions or conclusions contained in this document.

This document does not purport to identify the nature of the specific market or other risks associated with these products. Prior to investing in these products, an investor should determine, based on its own independent review and such professional advice as it deems appropriate, the economic risks and merits, the legal, tax accounting characteristics and risk, and the consequences of an investment in them. If you are considering the acquisition or possible acquisition of a particular financial product you should obtain a product disclosure statement relating to the product and consider the document before making any decision about whether to acquire the product. Past performance of a product is not necessarily indicative of future performance. Any reference to credit ratings of companies, entities or financial products must only be relied upon by a 'wholesale client' as that term is

**Laminar Capital Pty Ltd**  
ACN 134 784 740  
AFSL 476686

Page | 19

## MANLY BEACH, WHARF AND TOWN CENTRE PEDESTRIAN ACCESS & MANAGEMENT PLAN

FOR

**NORTHERN BEACHES COUNCIL**



**BITZIOS**  
consulting

**Gold Coast**

Suite 26, 58 Riverwalk Avenue  
Robina QLD 4226  
P: (07) 5562 5377  
W: [www.bitziosconsulting.com.au](http://www.bitziosconsulting.com.au)

**Brisbane**

Level 2, 428 Upper Edward Street  
Spring Hill QLD 4000  
P: (07) 3831 4442  
E: [admin@bitziosconsulting.com.au](mailto:admin@bitziosconsulting.com.au)

**Sydney**

Studio 203, 3 Gladstone Street  
Newtown NSW 2042  
P: (02) 9557 6202

Project No: P2934

Version No: 003

Issue date: 15 September 2017



## DOCUMENT CONTROL SHEET

### Issue History

Report File Name	Prepared by	Reviewed by	Issued by	Date	Issued to
P2934.001R Manly Beach Wharf and Town Centre PAMP	F. Lau	M. Thompson	T. Wheatley	30/05/2017	James Brocklebank, Northern Beaches Council
P2934.002R Manly Beach Wharf and Town Centre PAMP	C. Holobrodskyj	F. Lau	T. Wheatley	07/06/2017	James Brocklebank, Northern Beaches Council
P2934.003R Manly Beach Wharf and Town Centre PAMP	C. Holobrodskyj	F. Lau	T. Wheatley	15/09/2017	James Brocklebank, Northern Beaches Council

Copyright in the information and data in this document is the property of Bitzios Consulting. This document and its information and data is for the use of the authorised recipient and this document may not be used, copied or reproduced in whole or in part for any purpose other than for which it was supplied by Bitzios Consulting. Bitzios Consulting makes no representation, undertakes no duty and accepts no responsibility to any third party who may use or rely upon this document or its information and data.

## CONTENTS

	Page
<b>1. INTRODUCTION .....</b>	<b>1</b>
1.1 BACKGROUND	1
1.2 STUDY OBJECTIVES	1
1.3 PAMP METHODOLOGY	2
1.4 REPORT STRUCTURE	2
<b>2. CHARACTERISTICS OF THE STUDY AREA .....</b>	<b>3</b>
2.1 GEOGRAPHY	3
2.2 LAND USES	4
2.3 POPULATION AND DEMOGRAPHICS DATA	5
2.3.1 Pedestrian User Groups	6
2.4 JOURNEY TO WORK	6
2.4.1 JTW mode share in Manly Town Centre (TZ 2215)	7
2.4.2 JTW mode share in the Wider Manly Area (TZ 2214, 2211, 2212, 2210, 2216 and 2217)	9
2.5 PLANNING FOR MOBILITY IMPAIRED PEDESTRIANS	11
2.6 TRANSPORT FACILITIES	11
2.6.1 Existing Pedestrian Facilities	11
2.6.2 Public Transport	12
2.6.3 Road Hierarchy	14
2.6.4 Cycling Routes	16
<b>3. RESEARCH, REVIEW AND DATA COLLECTION .....</b>	<b>17</b>
3.1 LITERATURE REVIEW	17
3.1.1 Australian Government Department of Infrastructure and Regional Development 2015, <i>Pedestrians and Road Safety</i>	17
3.1.2 Premier's Council for Active Living NSW 2010, <i>Development and Active Living - Designing Places for Active Living</i>	17
3.1.3 Transport for NSW 2012, <i>Disability Action Plan 2012-2017</i>	18
3.1.4 <i>Manly Development Control Plan 2013</i>	18
3.1.5 <i>Manly Local Environmental Plan 2013</i>	18
3.1.6 <i>Manly Council Community Strategic Plan Beyond 2025</i>	18
3.2 KEY PEDESTRIAN GENERATORS AND ATTRACTORS	20
3.3 PEDESTRIAN RELATED CRASH DATA	21
3.4 TRAFFIC COUNT DATA	26
<b>4. PEDESTRIAN ACCESS AND MANAGEMENT PLAN ROUTES .....</b>	<b>27</b>
4.1 PRIORITY ROUTE SELECTION	27
4.2 ROUTE PRIORITY	27
4.3 INITIAL SITE VISIT AND OBSERVATIONS	30
4.3.1 Route Audit Process	30
4.3.2 General Audit Findings	31
4.3.3 Trip Hazard Audit Findings	31
4.3.4 Kerb Ramp Audit Findings	32
4.3.5 Parking Audit Findings	35
4.3.6 Slip Hazard Audit Findings	36
4.3.7 Fall Hazard Audit Findings	38
4.3.8 Signage/Linemarking Audit Findings	39
4.3.9 Obstruction Audit Findings	44
4.3.10 Connectivity Audit Findings	46
4.3.11 Vegetation Audit Findings	49
4.3.12 Other Audit Findings	51
<b>5. COMMUNITY CONSULTATION .....</b>	<b>54</b>
5.1 OVERVIEW	54
5.2 IDENTIFICATION OF KEY STAKEHOLDERS	54
5.2.1 Identification and Contact	54
5.2.2 Responses from Stakeholders	56
5.3 ONLINE COMMUNITY SURVEY	56
5.3.1 Methodology	56
5.3.2 Pedestrian Origin	57
5.3.3 Areas of Interest	58
5.3.4 Purpose of Pedestrian Trips	58
5.3.5 Pedestrian Satisfaction	59
5.3.6 Barriers to Walking	61
5.3.7 Desired Improvements	62



Manly Beach, Wharf and Town Centre PAMP		<b>BITZIOS</b> <small>consulting</small>
5.3.8	Location Specific Feedback	63
5.4	COMMUNITY INFORMATION SESSIONS	64
<b>6.</b>	<b>SPECIFIC ISSUES AND RECOMMENDATIONS</b>	<b>65</b>
6.1	PITTWATER ROAD BETWEEN BALGOWLAH ROAD AND COLLINGWOOD STREET	65
6.1.1	Option 1 Pedestrian Refuge and Kerb Extension	66
6.1.2	Option 2 Signalised Mid-Block Crossing (Pedestrian Traffic Lights)	67
6.1.3	Option 3 Signalised Pittwater Road and Balgowlah Road Intersection (Traffic Lights)	68
6.2	BOWER LANE	70
6.3	ASHBURNER STREET AND EAST ESPLANADE	71
6.4	BRIDGE ROAD NEAR NORTH STEYNE PEDESTRIAN CROSSING	73
6.4.1	Option 1 Relocation of Pedestrian Crossing	73
6.4.2	Option 2 Installation of Signalised Intersection	75
6.4.3	Option 3 Re-direction through Pedestrian Underpass	76
6.5	TOWN HALL PEDESTRIAN CROSSING – THE CORSO AND WHISTLER STREET	77
6.6	CROSSING OPPORTUNITY PITTWATER ROAD TO NORTH STEYNE VIA CARLTON STREET	79
6.7	BALGOWLAH ROAD AND KENNETH ROAD INTERSECTION	81
6.7.1	Option 1 Reconfigure Current Crossing	81
6.7.2	Option 2 Relocation of Crossing	82
6.8	DARLEY ROAD SHARED PATH	84
6.9	MANLY BEACH FORESHORE SHARED PATH	87
6.10	RIALTO LANE	90
6.10.1	Strategy 1 Linemarking	90
6.10.2	Strategy 2 Restricted Loading Times	91
6.10.3	Strategy 3 Shared Loading Zones	91
6.10.4	Future Works – Strategic Future Growth Plan	91
6.11	MARKED PEDESTRIAN CROSSINGS (ZEBRA CROSSING)	92
6.11.1	East Esplanade and Victoria Parade	92
6.11.2	North Steyne and Denison Street	92
6.11.3	North Steyne, Collingwood and Bridge Road	92
6.11.4	North Steyne and Pacific Street	92
6.11.5	Raglan Street	92
6.12	SIGNALISED MID-BLOCK CROSSING DARLEY ROAD AND THE CORSO	94
6.13	INTERSECTION OF BELGRAVE STREET AND THE CORSO	95
6.14	SIGNALISED INTERSECTION OF DARLEY ROAD AND WENTWORTH STREET	95
6.15	MANLY LAGOON	96
6.15.1	Lighting	96
6.15.2	Shared Path	97
6.16	PEDESTRIAN REFUGE COMMONWEALTH PARADE AND WEST ESPLANADE	99
6.17	REDDALL STREET AND CLIFF STREET	102
6.18	PITTWATER ROAD AND MANLY CREEK / LAGOON BRIDGE	103
6.18.1	Installation of Pedestrian Fencing / Barrier	104
6.18.2	Footpath Widening	105
6.18.3	Installation of Pedestrian and Cyclist Bridge	106
<b>7.</b>	<b>DETAILED RECOMMENDED WORKS PROGRAM</b>	<b>107</b>
7.1	WORKS PRIORITY	107
7.1.1	Priority Criteria	107
7.2	COST ESTIMATES	109
7.3	EXAMPLES OF KEY UPGRADES	110
<b>8.</b>	<b>FUNDING SOURCES</b>	<b>116</b>
8.1	ROADS AND MARITIME SERVICES	116
8.2	SECTION 94 CONTRIBUTIONS	116
8.3	VOLUNTARY PLANNING AGREEMENTS (VPAs)	116
<b>9.</b>	<b>IMPLEMENTATION AND MONITORING PROGRAM</b>	<b>117</b>
<b>10.</b>	<b>PUBLIC RESPONSE</b>	<b>118</b>
<b>11.</b>	<b>CONCLUSIONS AND RECOMMENDATIONS</b>	<b>126</b>
<b>GLOSSARY OF TERMS AND ACRONYMS</b>		<b>127</b>
<b>SUMMARY OF CHANGES MADE FOLLOWING EXHIBITION</b>		<b>128</b>



## Tables

Table 2.1:	Road Classifications
Table 2.2:	Average Daily Traffic Volumes along State Road A8
Table 3.1:	Crash Casualties between 2010-2015
Table 4.1:	PAMP Route Priority System
Table 5.1:	Key Stakeholders Contacted for Comment on Pedestrian Facilities
Table 5.2:	Community Survey Location Specific Issues
Table 7.1:	Criteria for Creating Priority Scores for Site Audit Photographs
Table 7.2:	Works Priority Scores Based on Criteria for Site Audit Photographs
Table 7.3:	Indicative Unit Costs
Table 7.4:	Manly PAMP High Priority Issues, Recommended Treatments, and Estimated Costs (New Works)
Table 7.5:	Manly PAMP High Priority Issues, Recommended Treatments, and Estimated Costs (Maintenance Works)
Table 7.6:	Cost Estimate Summary by Priority of Issues
Table 10.1:	Summary of Public Submissions and Responses

## Figures

Figure 1.1:	PAMP Development Methodology
Figure 2.1:	Manly PAMP Study Area
Figure 2.2:	Topography map of study area
Figure 2.3:	Land Uses in the Study Area
Figure 2.4:	Age distribution comparison of Manly and Greater Sydney
Figure 2.5:	Manly Town Centre JTW region
Figure 2.6:	2011 Journey to Work Mode Share – Persons employed in Manly Town Centre
Figure 2.7:	2011 Journey to Work Mode Share – Residents of Manly Town Centre
Figure 2.8:	Wider Manly Area JTW region
Figure 2.9:	2011 Journey to Work Mode Share – Persons employed in the Wider Manly Area
Figure 2.10:	2011 Journey to Work Mode Share – Residents of the Wider Manly Area
Figure 2.11:	Bus Routes within the study area
Figure 2.12:	Ferry route from Manly to Circular Quay (inbound and outbound)
Figure 2.13:	Hop Skip Jump Bus Routes
Figure 2.14:	Cycling routes within the study area
Figure 3.1:	Map of Key Pedestrian Generators and Attractors
Figure 3.2:	Pedestrian Facilities in Study Area
Figure 3.3:	Pedestrian Crashes by Severity
Figure 3.4:	Pedestrian Crashes by Vehicle Type
Figure 4.1:	Priority Routes Selected for the Study Area (upper section)
Figure 4.2:	Priority Routes Selected for the Study Area (lower section)
Figure 4.3:	North Steyne - Hole in Pavement
Figure 4.4:	Darley Road - Missing and Damaged Pavers near Kerb Ramp
Figure 4.5:	Whistler Street - Unconnected Kerb Ramp and Ponding
Figure 4.6:	North Steyne - Unaligned Kerb Ramp
Figure 4.7:	Fairlight Walk - Non-Compliant Mobility Impaired Parking
Figure 4.8:	Osbourne Road - Leaf Litter on Path
Figure 4.9:	Manly Lagoon - Sand on Path
Figure 4.10:	West Esplanade - Unprotected Drop
Figure 4.11:	Pedestrian Mall (Sydney Road) - Unattended Open Cellar
Figure 4.12:	South Steyne - "LOOK" and Directional Arrow are Faded
Figure 4.13:	Darley Road School Zone Sign Not Facing Road
Figure 4.14:	Raglan Street - Damaged Preschool Pedestrian Signage
Figure 4.15:	Manly Beach Foreshore - No Linemarking for Shared Path in Sections
Figure 4.16:	Manly Library – Bollards
Figure 4.17:	Cafe Tables Blocking Narrow Path
Figure 4.18:	Marshall Street - No Path
Figure 4.19:	Bower Street - No Crossing Opportunity
Figure 4.20:	Reddall Street - Overgrown Vegetation
Figure 4.21:	Wentworth Street - End of School Zone Sign Blocked by Vegetation
Figure 4.22:	Manly Lagoon - Broken Railing
Figure 4.23:	Pittwater Road - Advertisement Block Sightlines for Shared Path
Figure 4.24:	High Conflict Area within Combination of Loading Zone and High Pedestrian Area
Figure 5.1:	Precinct Boundaries

Figure 5.2:	Reasons for Walking
Figure 5.3:	Pedestrian Satisfaction – Footpaths and Kerb Ramps
Figure 5.4:	Pedestrian Satisfaction – Pedestrian Facilities
Figure 5.5:	Main Barriers to Walking
Figure 5.6:	Desired Improvements to Pedestrian Facilities
Figure 6.1:	Path to Cross Pittwater Road Using Existing Facilities
Figure 6.2:	Example of a Pedestrian Refuge
Figure 6.3:	Concept Design for Refuge Island on Pittwater Road
Figure 6.4:	Concept Design for a Mid-block Crossing (Pedestrian Traffic Lights) on Pittwater Road
Figure 6.5:	Concept Design for Fully Signalised Intersection Pittwater Road
Figure 6.6:	Example of a Shared Zone
Figure 6.7:	View from Ashburner Street towards the Priority Intersection
Figure 6.8:	Proposed Changes to East Esplanade and Ashburner Street
Figure 6.9:	Location of Pedestrian Crossing North Steyne and Bridge Road
Figure 6.10:	Concept Design Relocation of North Steyne Pedestrian Crossing
Figure 6.11:	Concept Design for North Steyne and Bridge Road Signalised Intersection
Figure 6.12:	Lagoon to Queenscliff Surf Life Saving Club via Underpass
Figure 6.13:	Pedestrian Crossing Located at The Town Hall
Figure 6.14:	Extract from Austroads Specifying Raised Crossing Dimensions
Figure 6.15:	Proposed Location for Pedestrian Crossing - Carlton Street
Figure 6.16:	Concept Design Pedestrian Infrastructure Carlton Street
Figure 6.17:	Concept Design for Balgowlah Road and Kenneth Road Footpath
Figure 6.18:	Option 1 Concept Design Reconfiguration Balgowlah Road Pedestrian Crossing
Figure 6.19:	Option 2 Concept Design Relocation of Balgowlah Road Pedestrian Crossing
Figure 6.20:	Example of Shared Path Crossing Driveway Darley Road
Figure 6.21:	Examples of Linemarking for Shared Paths
Figure 6.22:	Example Detail for Shared Path Crossing a Driveway
Figure 6.23:	Manly Foreshore Shared Path Missing Linemarking
Figure 6.24:	Example of Linemarking at High Pedestrian Area
Figure 6.25:	View of Rialto Lane from Path to The Corso
Figure 6.26:	Photo of Raglan Street Pedestrian Crossing
Figure 6.27:	Example of a Wombat Crossing
Figure 6.28:	Example of a Countdown Timer
Figure 6.29:	Location of Signalised Intersection – Wentworth Street
Figure 6.30:	Example of Existing Lighting in Manly Lagoon
Figure 6.31:	Evidence of Worn Footpath along Manly Lagoon
Figure 6.32:	Location of Pedestrian Refuge Commonwealth Parade
Figure 6.33:	Concept Design for Commonwealth Parade Refuge and Road Cushion
Figure 6.34:	Street View of Concept Plan for Refuge Signage
Figure 6.35:	Street View of Concept Plan for Road Cushion
Figure 6.36:	Concept Design Refuge Island Reddall and Cliff Street Intersection
Figure 6.37:	Location of Narrow Footpath, Pittwater Road
Figure 6.38:	Concept Design for Pedestrian Fencing / Barrier on Pittwater Road Bridge
Figure 6.39:	Concept Design for Widening Eastern Footpath
Figure 6.40:	Concept Design for Pedestrian and Bicycle Bridge

## Appendices

Appendix A:	Design Standards
Appendix B:	Traffic Count Data
Appendix C:	Crash Data Summary
Appendix D:	Bus Frequencies
Appendix E:	Community Consultation Results
Appendix F:	Schedule of Works
Appendix G:	Summary of Costs



## 1. INTRODUCTION

### 1.1 BACKGROUND

Northern Beaches Council is exploring ways to identify an integrated pedestrian network for Manly Beach, Wharf and Town Centre. To assist in this identification, Council is developing a Pedestrian Access and Mobility Plan (PAMP). A PAMP provides a framework for developing or improving future pedestrian routes and key areas in need of reformed accessibility, as identified by the community. It aims to coordinate the mobility needs of all members of the community and requirements of existing pedestrian policies into a safe, convenient and integrated pedestrian network.

A previous PAMP was conducted on the area surrounding Pittwater Road and Balgowlah Road, Manly in 2015. The study was required due to the lack of pedestrian routes relative to the number of pedestrian attractors in Manly. The PAMP resulted in the construction and upgrades of several footpaths and bus stops, improving the overall pedestrian network within the area.

Bitzios Consulting has been commissioned by Northern Beaches Council to develop a PAMP for Manly Beach, Wharf and Town Centre. This report presents the findings of the study and contains:

- An assessment of the existing situation, pedestrian desire lines and activity centres;
- Deficiencies in the existing pedestrian network;
- Presentation of community consultation and stakeholder issues;
- An audit of identified pedestrian routes; and
- A list of recommendations for future projects for Council to consider.

### 1.2 STUDY OBJECTIVES

The aim of a PAMP is to provide a plan to improve pedestrian safety and to promote walking within the study area. The key objectives of the Manly Beach, Wharf, and Town Centre PAMP are to:

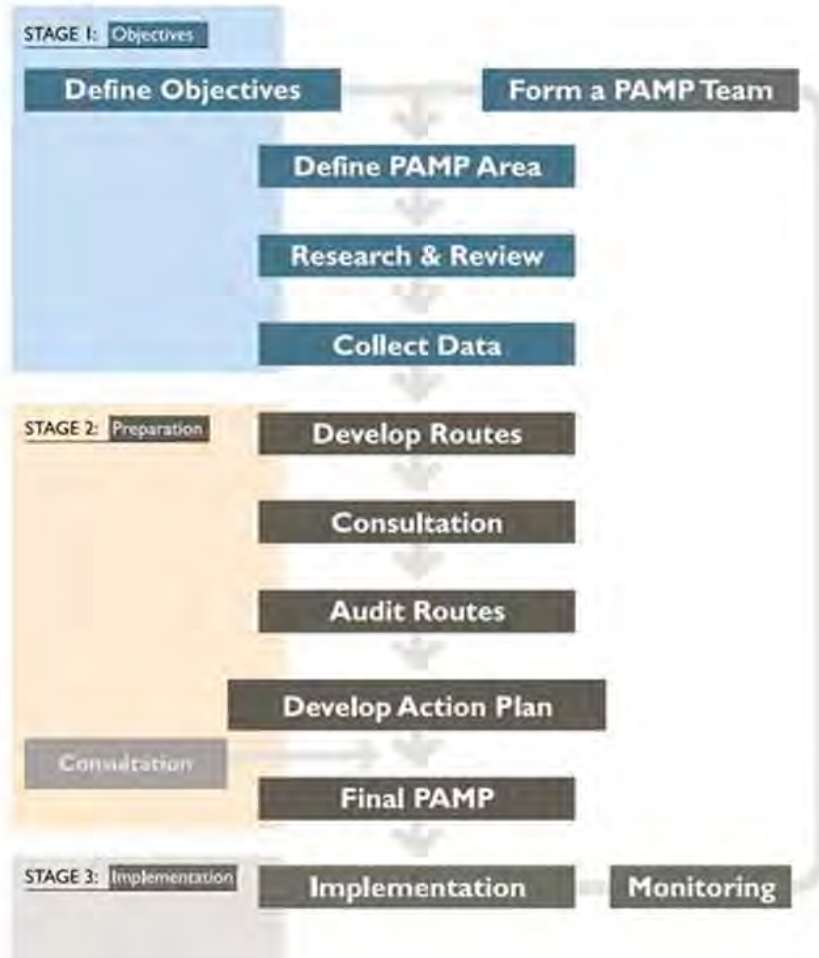
- Facilitate sustainable improvements regarding pedestrian access and priority, particularly in areas of pedestrian concentration;
- Reduce access severance, as well as enhance safe and convenient crossing opportunities on major roads;
- Identify and propose solutions to any pedestrian "crash clusters";
- Improve personal mobility and safety of persons with a disability and senior citizens by favouring pedestrian infrastructure and facilities which cater to all users;
- Provide links with other transport services to achieve an integrated network of transport facilities that comply with best practice technical standards;
- Develop a guiding policy and strategy for the key areas, coordinating current Council plans including for example, the Northern Beaches Council Development Control Plan (DCP) and the Local Environment Plan (LEP);
- Ensure that pedestrian facilities remain appropriate and relevant to the surrounding land use and pedestrian user groups;
- Enable pro-active infrastructure planning from all available funding sources, and identify required partnerships with other government agencies;
- Further Council's obligations under the Disability Discrimination Act (DDA) (1992) with a focus on the requirements of DDA compliant bus stops; and
- Establish a prioritised works program that includes works schedules, maintenance and upgrade programs to integrate into the Northern Beaches Council plans.



### 1.3 PAMP METHODOLOGY

This PAMP was assembled in accordance with the NSW Roads and Maritime Services (RMS) Guide - 'How to Prepare a Pedestrian Access and Mobility Plan'. The document identifies three stages in the PAMP process, shown in Figure 1.1, including:

- **Stage 1:** Objectives definition;
- **Stage 2:** Preparation and Community consultation; and
- **Stage 3:** Implementation.



Source: Roads and Maritime Services – 'How to Prepare a Pedestrian Access and Mobility Plan'

Figure 1.1: PAMP Development Methodology

### 1.4 REPORT STRUCTURE

This report has been structured to provide:

- A background on the study area, including demographics and existing public transport facilities;
- A review of relevant documentation, crash data and previous studies in the area;
- The findings of the study investigations, route audits, and stakeholder responses; and
- Recommendations to improve pedestrian facilities and encourage walking and the use of public transport within the study area.

## 2. CHARACTERISTICS OF THE STUDY AREA

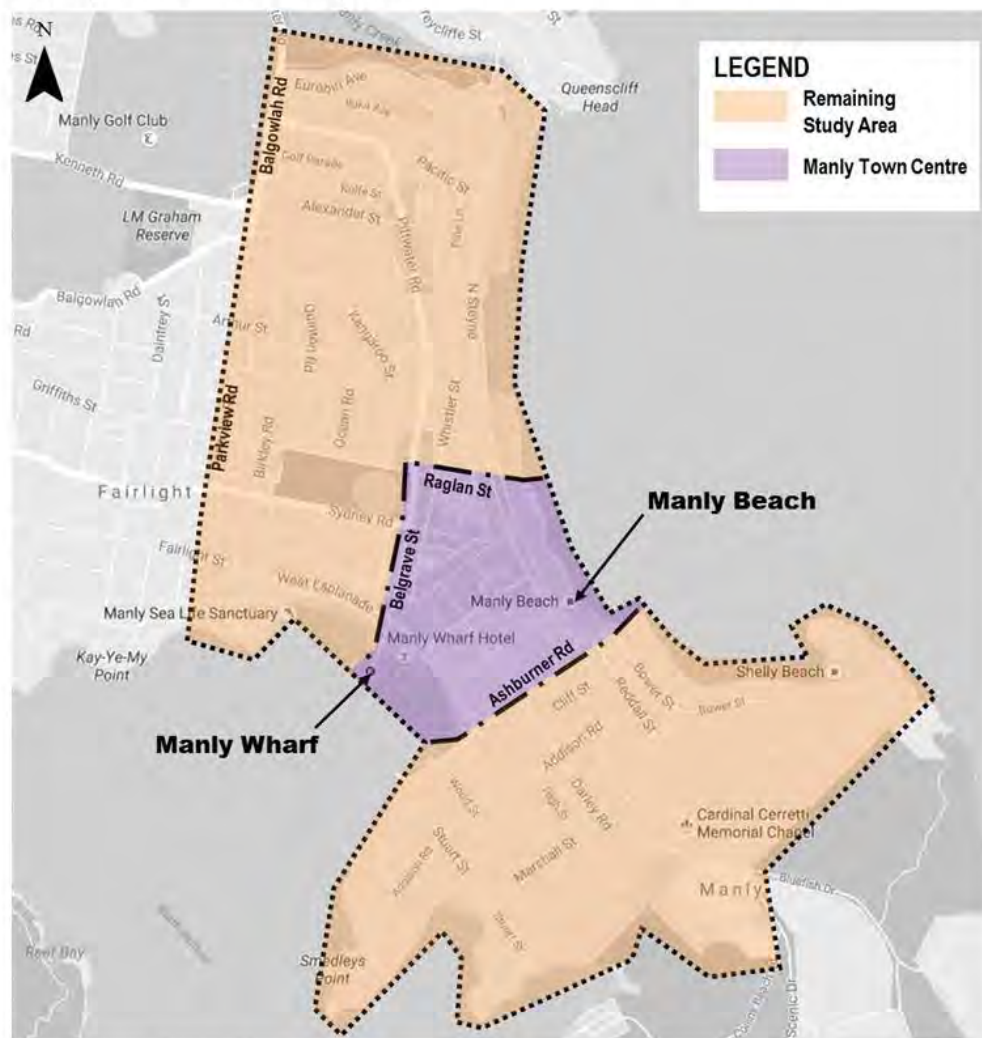
### 2.1 GEOGRAPHY

The Manly Local Government Area (Manly LGA) has been part of the Northern Beaches LGA since 2016, with an area of 15.14km<sup>2</sup>, encompassing Manly, Balgowlah, Balgowlah Heights, Clontarf, Fairlight, and Seaforth. It is situated 17km northeast of the Sydney CBD, amongst the Northern Beaches.

The study area lies within the suburb of Manly, and includes the Manly Town Centre, Manly Beach, and Manly Wharf. These areas include the foreshore, residential areas, neighbourhood centres within the Town Centre and associated connections with public transport and other facilities. The area is defined by the following boundaries:

- to the north by Manly Creek;
- to the south by Sydney Harbour National Park;
- to the east by the Tasman Sea; and
- to the west by Balgowlah Road and its southern projection to Commonwealth Parade.

The study area is shown below in Figure 2.1.



**Figure 2.1: Manly PAMP Study Area**

Elevations in the Manly region are shown in Figure 2.2. The Manly Town Centre and foreshore areas are flat with inclines to the south towards Sydney Harbour National Park, and to the west of Pittwater Road. There is a steep incline encompassing the southern section of the study area, the main route that traverses this hill is Darley Road. With Manly Hospital and Paul's Catholic College located in this section, adequate accessibility is important. Footpaths have been implemented on both sides of Darley Road from the Manly Town Centre to the hospital.

Another incline is situated to the north-west; accessibility to this area is important for residents in the region. Similar to the southern elevation, most streets have footpaths on both sides of the road.

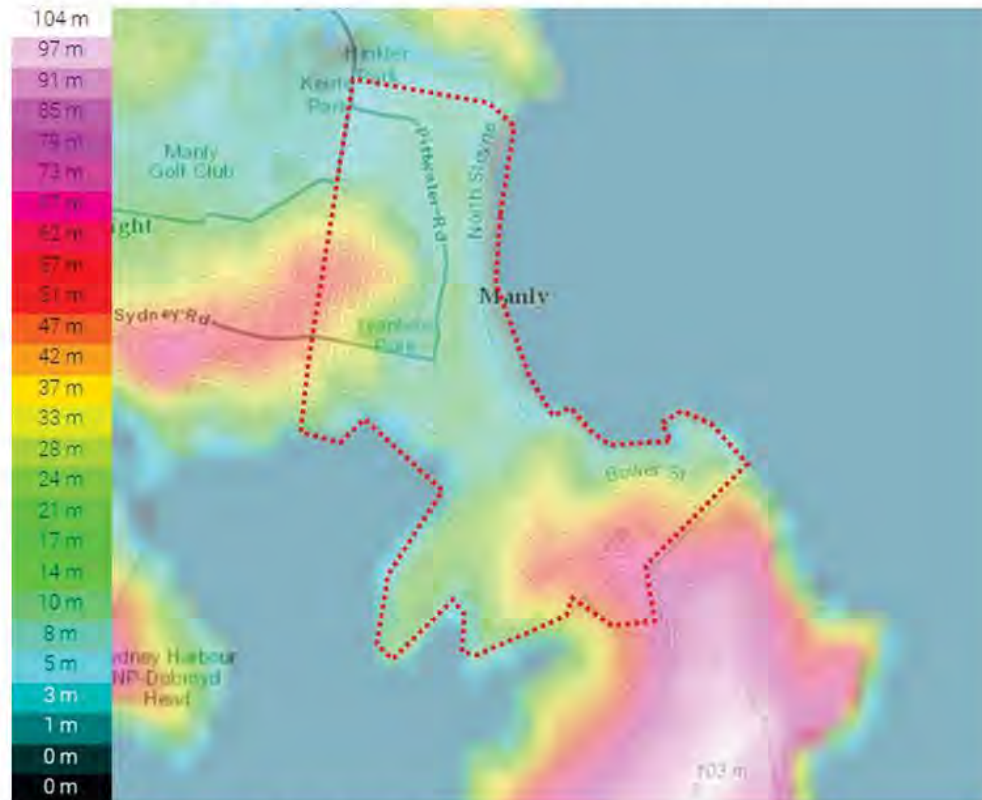


Figure 2.2: Topography map of study area

## 2.2 LAND USES

Land uses throughout the study area vary with sections of residential, public and private recreation, infrastructure, tourist areas, neighbourhood and local centres, areas of environmental conservation, national parks, and nature reserves.

Residential development in the study area is predominantly low density residential development with pockets of medium density residential. Low density residential areas are situated west and southeast of the Manly Town Centre, while medium density areas are located along the eastern foreshore north of the Town Centre. Retail and commercial developments are concentrated within the Manly Town Centre with smaller corridors of Neighbourhood Centres to the north of the study area along Pittwater Road. The land uses in the study area are shown in Figure 2.3.



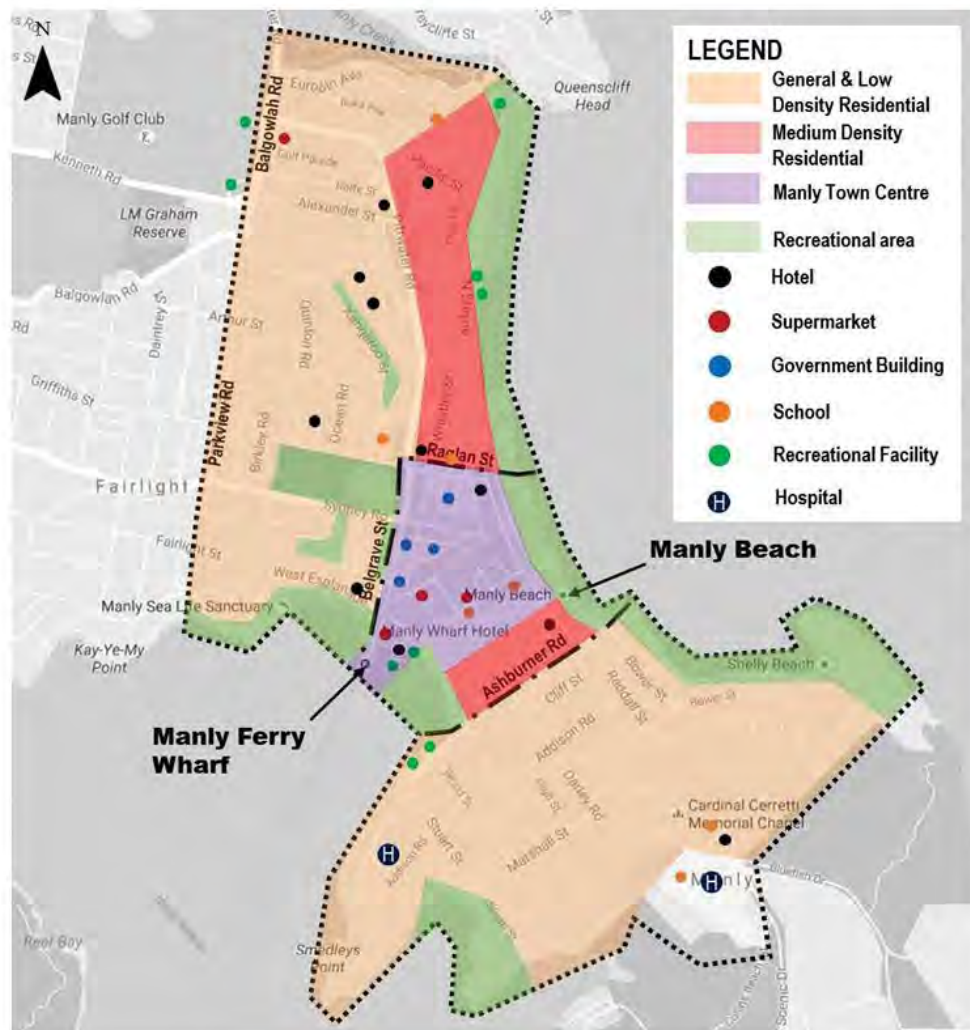


Figure 2.3: Land Uses in the Study Area

## 2.3 POPULATION AND DEMOGRAPHICS DATA

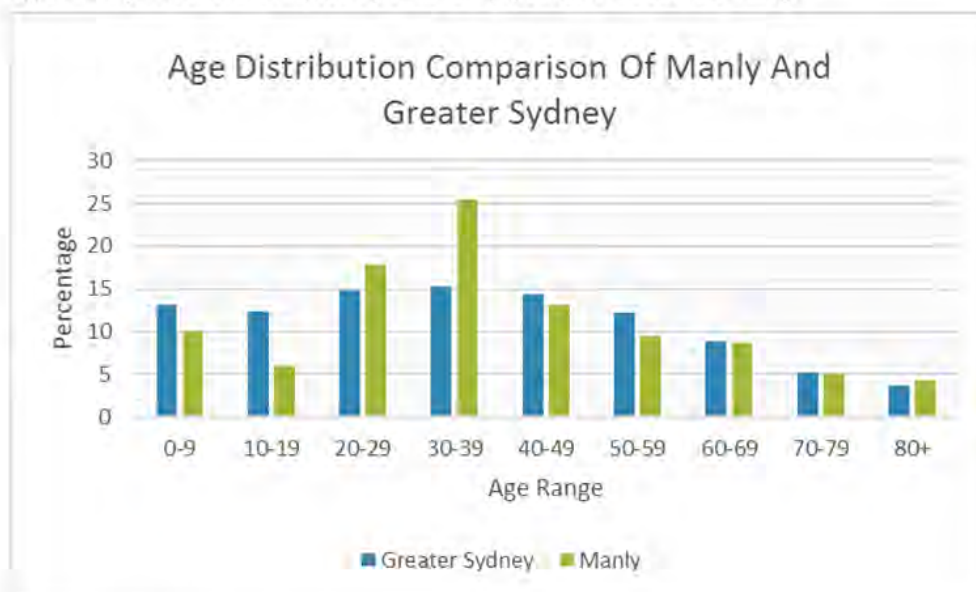
Due to the lack of availability of the statistics of the 2016 Census from the Australian Bureau of Statistics (ABS), results of the 2011 Census were studied instead. The 2011 Census data, published by the ABS, provides a demographical overview of the study area. The data shows the Manly suburb has a total population of 15,072 with a median age of 35. A comparison of age distribution in the Manly suburb and Greater Sydney was made. The Greater Sydney area, as defined by the ABS, extends from Mandalong in the north to Yanderra in the south, across to Mount Victoria in the west and encompassing the coastline from Catherine Hill Bay to the Royal National Park. This comparison is presented below in Figure 2.4 from the Census data (ABS, 2011). The graph shows the suburb of Manly has a higher proportion of persons aged 30-39 and a lower proportion of those aged 10-19 in comparison to the Greater Sydney Average.

### 2.3.1 Pedestrian User Groups

Pedestrian planning considers a number of pedestrian facility user groups based on age and assumed capabilities. The groups are classified in the following age groups based on categories created by the ABS:

- Infants (ages 0-4)
- Pre-school (ages 5-8)
- Primary (ages 9-11)
- Secondary (ages 12-17)
- Young Adults (ages 18-25)
- Adults (aged 26-59)
  - Adults (a) from 26-39 years old
  - Adults (b) from 40-59 years old
- Elderly (aged 60+)
  - Elderly (a) from 60-69 years old
  - Elderly (b) 70+ years of age

The 2011 Census reported an Average of 2.2 persons per household and 1.2 motor vehicles per household in the study area. The census data shows that persons aged 0-9 years and the elderly (aged 60+) make up approximately 11% and 18% respectively of the total population in the suburb of Manly.



Source: Census data (ABS, 2011)

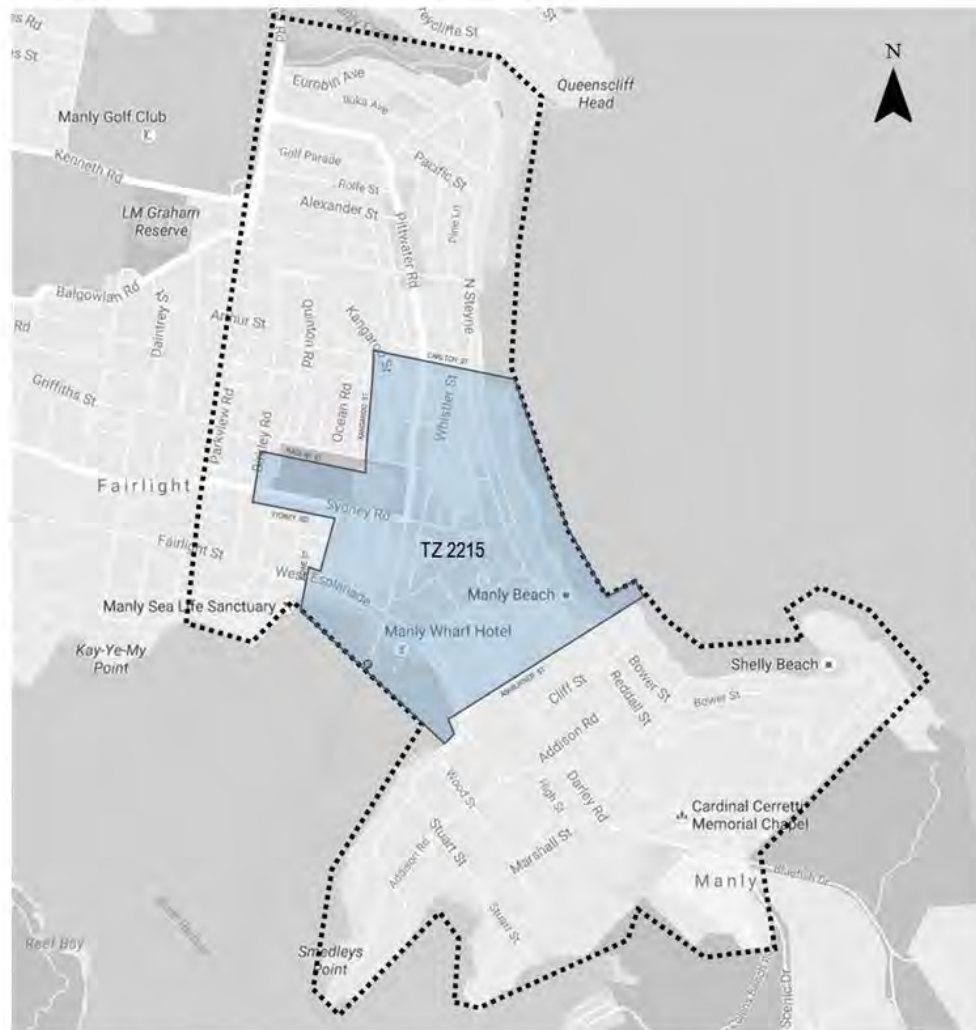
**Figure 2.4: Age distribution comparison of Manly and Greater Sydney**

## 2.4 JOURNEY TO WORK

The NSW Bureau of Transport Statistics (BTS) 2011 Census Journey to Work (JTW) data provides an indication of popular origins, destinations, as well as the typical mode share for commuters moving from and into the study area.

Due to the existing travel zones used by the BTS, the study area was divided into two sections; the Manly Town Centre and the Wider Manly Area. Manly Beach, Manly Wharf, and Manly Town Centre are within the Travel Zone 2215 as shown in Figure 2.5, while the remainder of the study area is depicted in Figure 2.8. JTW data from the entire Manly suburb was analysed to obtain a more accurate understanding of the movements within the study area.

#### 2.4.1 JTW mode share in Manly Town Centre (TZ 2215)



Source: Bureau of Transport Statistics – TZ 2215

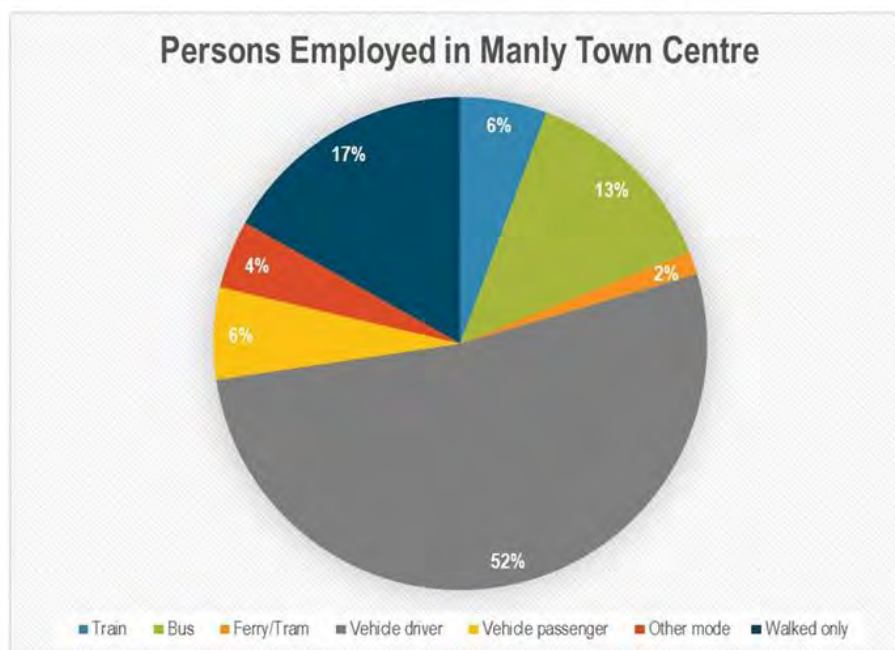
**Figure 2.5: Manly Town Centre JTW region**

#### JTW mode to Manly Town Centre

The Manly Town Centre is situated in the centre of the study area, which includes Manly Wharf. The area extends from Ashburner Street in the south, to Carlton Street in the north and includes up to Ivanhoe Park and Rowe Street in the West. This area is accessible by bus, ferry, and private car. Although there is no train access within Manly, the train can be accessed via private vehicle and bus with the closest train station located at North Sydney Station, which is 12km or 22-minute drive from the Manly Ferry Terminal.

Commuting by private vehicle, as either the vehicle driver or vehicle passenger, was 58% of mode share. Walking to work was prominent with 17% of commuters walking as their only mode of transport. Public transport combined to make up approximately 21% of daily travel to work trips including bus, train, or ferry. The mode share for workers travelling to Manly is shown in Figure 2.6.



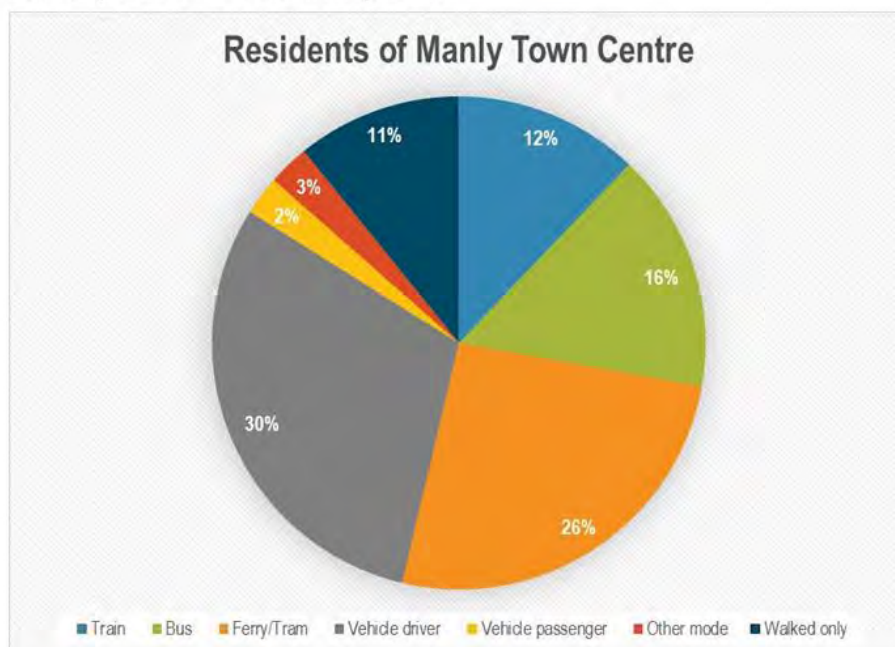


Source: Bureau of Transport Statistics – TZ 2215

**Figure 2.6: 2011 Journey to Work Mode Share – Persons employed in Manly Town Centre**

**JTW mode share from Manly Town Centre**

Commuting by public transport from the Manly Town Centre was the mode of transport to work with the highest share at more than half of mode share (54%). 11% of journeys from Manly Town Centre were walking to work and 32% of workers travelled by private car. The mode share for workers travelling to work from Manly Town Centre is shown in Figure 2.7.



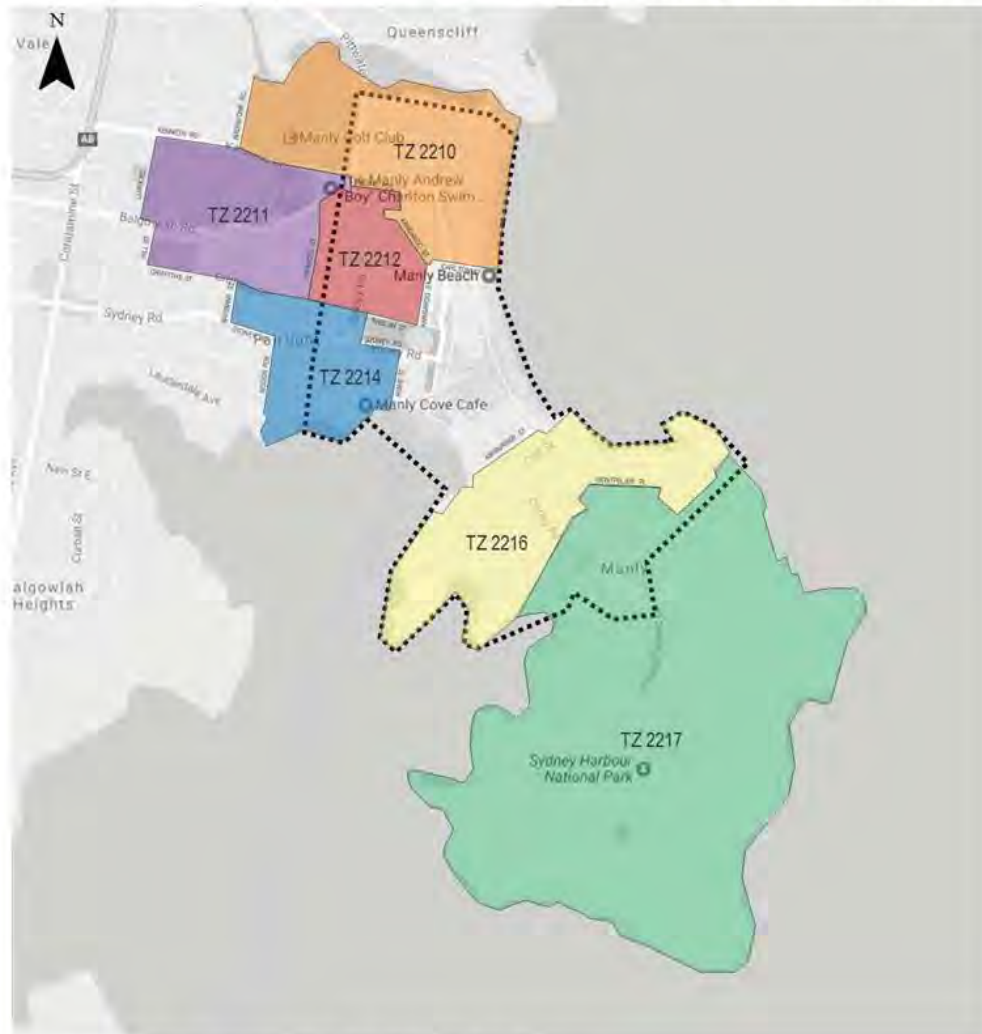
Source: Bureau of Transport Statistics – TZ 2215

**Figure 2.7: 2011 Journey to Work Mode Share – Residents of Manly Town Centre**

## 2.4.2 JTW mode share in the Wider Manly Area (TZ 2214, 2211, 2212, 2210, 2216 and 2217)

### *JTW mode share to the Wider Manly Area*

The Wider Manly Area in this study is bordered by Manly Creek in the North, along Pittwater Road in the West and to the hospital in the South. However, for the JTW analysis, data from the surrounding areas was considered due to the large number of residents travelling through Manly Town Centre from the surrounding areas, particularly from the south. The area used for the JTW analysis is shown in Figure 2.8.



Source: Bureau of Transport Statistics – TZ 2214, 2211, 2212, 2210, 2216, 2217

**Figure 2.8: Wider Manly Area JTW region**

The mode of transport with the highest mode share for commuters travelling to the wider Manly Area was by private vehicle, as either a driver or passenger, accounting for 76% of trips. Public transport mode share was 12% of trips. The JTW mode share for persons employed within the wider Manly area is shown in Figure 2.9.



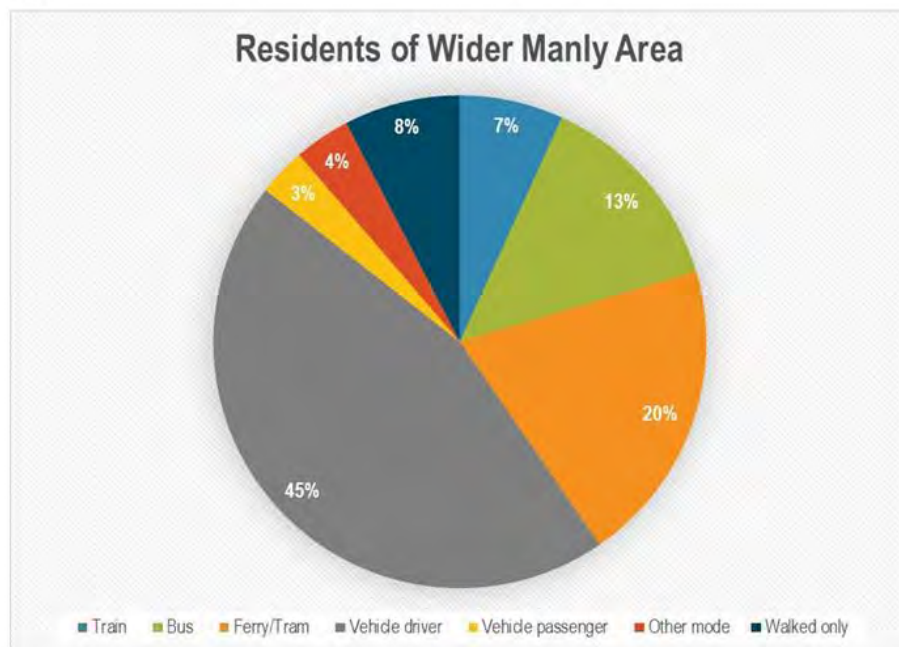


Source: Bureau of Transport Statistics – TZ 2214, 2211, 2212, 2210, 2216, 2217

**Figure 2.9: 2011 Journey to Work Mode Share – Persons employed in the Wider Manly Area**

**JTW mode share from the Wider Manly Area**

For residents travelling to work from the Wider Manly Area, the most prominent mode of travel to work was by private vehicles with 48% of trips made by either the driver or passenger of a private vehicle. Public transport was 40% in total. The JTW mode share for residents of the Wider Manly Area is shown in Figure 2.10.



Source: Bureau of Transport Statistics – TZ 2214, 2211, 2212, 2210, 2216, 2217

**Figure 2.10: 2011 Journey to Work Mode Share – Residents of the Wider Manly Area**

## 2.5 PLANNING FOR MOBILITY IMPAIRED PEDESTRIANS

Careful consideration is required when assessing the condition and future implementation of pedestrian facilities to ensure that the needs and requirements of all users are considered. The ability, for those less mobile, to access services and facilities such as public transport, medical facilities and, shopping centres is a vital component of assessing the level of service provided and designed for in pedestrian facilities. The benefits of considered design are not limited to mobility impaired pedestrians, as all lines of pedestrian transport including walking, running, and cycling are aided by thoughtfully planned pedestrian facilities. A lack of consideration in phases of the design process can result in a pedestrian network that excludes or reduces the ability of key user groups to use the facilities effectively.

Design codes and standards, such as the Building Codes of Australia (BCA) and Australian Standards, are stringently considering the needs of the less mobile and implementing requirements for new developments at an increased rate. The impending final implementation of the National Disability Insurance Scheme will allow for people with mobility impairment to increase their activities and movement in the community and, therefore, it is increasingly important that public and pedestrian facilities are designed and constructed accordingly. For this reason, it may be important in some instances for designs of new facilities to extend from the minimum required standards to better meet the surrounding conditions and built environment to cater for mobility impaired pedestrians and reduce the potential work and cost associated with retrofitting or removal and replacement of aspects of the pedestrian facilities.

Whilst it is not possible to provide pedestrian facilities that allow for all possible user groups to be catered for in all instances, it is necessary to ensure that the priority routes considered are suitable for the maximum number of people from all likely user groups. The Disability Discrimination Act 1992 (DDA) states that it is unlawful to disregard disability standards. Additionally, all new infrastructure is to meet updated Australian Standards, such as AS1428, and BCA that set out specific guidelines and requirements for physical access.

## 2.6 TRANSPORT FACILITIES

### 2.6.1 Existing Pedestrian Facilities

Pedestrian accessibility and safety for the maximum amount of user groups are the main targets of a successful PAMP. Consideration should be provided to users with restricted mobility, children, sensory and intellectual impairments and the elderly to ensure that facilities cater for safe and easy use and movement for all. Important factors that play a role in affecting pedestrian movement include:

- Vehicle movement and speeds;
- Notification and signposting of desired pedestrian paths;
- Condition and access of footpaths;
- Adequate crossing provisions (at midblock, roundabouts, intersections, signals etc.); and
- Lighting and other safety infrastructure.

Pedestrian access within the Manly Beach, Wharf and Town Centre is highly encouraged, where most attractors are accessible by walking. Generally, streets are lined with well-maintained footpaths and include signalised intersections, signalised mid-block crossings, and marked zebra crossings. Higher pedestrian priority streets including North Steyne, South Steyne, East Esplanade, and West Esplanade encourage pedestrian activity with quality footpaths and benches along the foreshore, and bike racks to promote cycling. Furthermore, major walking routes including The Corso and Market Place connect Manly Wharf to Manly Beach and direct pedestrians towards major attractors including shop fronts and restaurants within the Manly Town Centre.

Similarly, residential streets in the study area are mostly lined with footpaths on both sides of the road and have access to bus stops. Alternatively, North Steyne contains similar pedestrian facilities as that found in the Manly Town Centre. A shared path for pedestrians and cyclists follows North Steyne throughout the study area, bordering Manly Beach with benches installed throughout the walk. The residential side of



North Steyne includes portions of polished footpaths and sections of abutment paths. Bus stops on North Steyne consistently line both sides of the road.

## 2.6.2 Public Transport

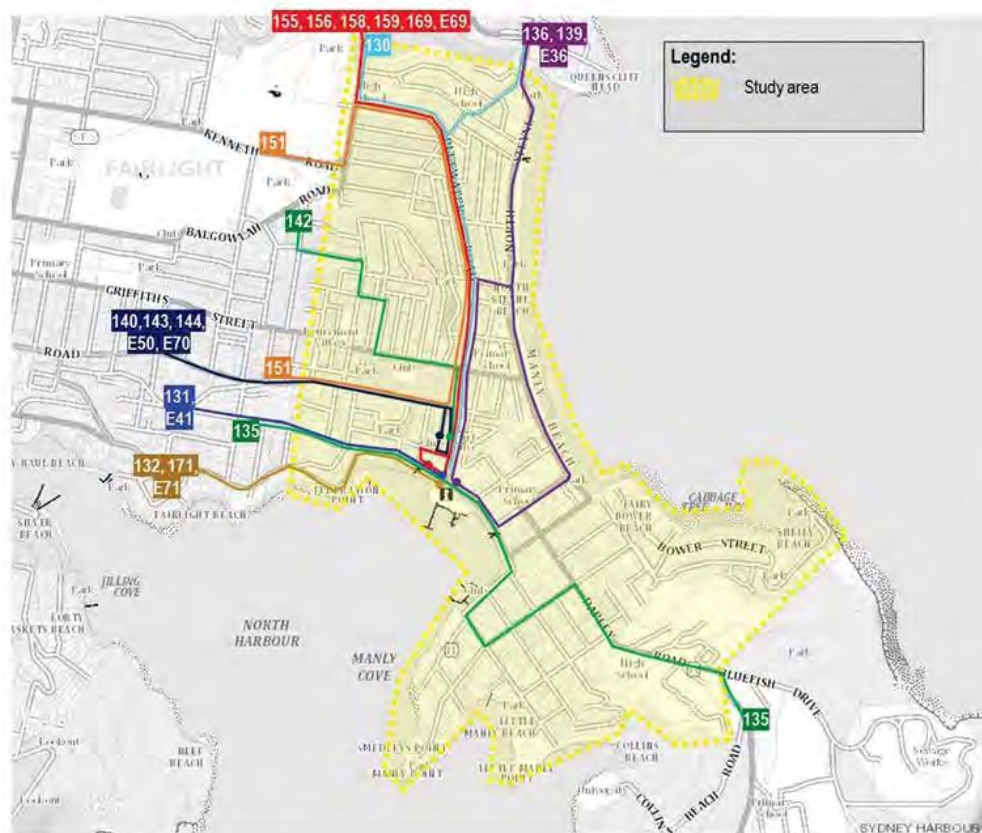
### Train

There is no train line through Manly LGA, so trains have no direct impact on the pedestrian activity of the study area. North Sydney Station is the closest at 12 kilometres (or 12 minutes' drive) from the Manly Ferry Terminal. Therefore, trains are not considered in the PAMP.

### Bus Services

The bus services connecting Manly to other areas of Sydney are provided by Sydney Buses. The bus services are shown below in Figure 2.11.

A summary of bus frequencies is provided in Appendix D.



Source: Transportnsw.info and Google Maps

**Figure 2.11: Bus Routes within the study area**



### Ferry

The ferry services connect Manly to Circular Quay. Transport for NSW ferries run a regular service where each trip is approximately half an hour. Other ferry companies and water taxis have faster services too. The ferry route is shown below in Figure 2.12.



Source: Google Maps

**Figure 2.12: Ferry route from Manly to Circular Quay (inbound and outbound)**

### Hop Skip Jump Bus

The Hop Skip Jump Bus is a free service run by Northern Beaches Council. It currently services three (3) separate routes around the Greater Manly Area, as shown in Figure 2.13.



Figure 2.13: Hop Skip Jump Bus Routes

Current work is underway by Council and the Traffic Committee to improve stops along the Hop Skip Jump routes.

### 2.6.3 Road Hierarchy

The road network in the Manly area primarily consists of an interconnected series of local roads, in line with the majority of the land use being classed as low and medium density residential development. There are two major metropolitan arterial routes, Sydney Road and Pittwater Road, which are responsible for providing a vital connection between the Manly suburb and surrounding areas.

Sydney Road is a state-owned road, where the Roads and Maritime Services (RMS) finance and manage the road. Sydney Road connects Manly to Northern Sydney, providing the most direct route via the A8 Manly Road, also a state-owned road, situated west of the study area. The route runs in an east-west orientation and is a two-way road with sections of four and six lanes along its length to Manly Road from the study area. From Manly Road, Sydney Road has a speed limit of 60 km/h both ways.

Similar to Sydney Road, Pittwater Road is also a state-owned road and forms the A8 in the North. The route is the primary north-south road and bisects the northern zone of the study area. It extends for approximately 3.8 kilometres from the A8 to Belgrave Street, of which 1.5 kilometres is within the study area. The maximum speed limit throughout the route is 60 km/h, with one 40 km/h school zone located at the Pittwater Road / Balgowlah Road intersection.

Darley Road, within the study area, connects the southern zone, particularly Manly Hospital, to the Manly Town Centre and ultimately, to Greater Sydney via Sydney Road and Manly Road. Darley Road is a two-way, two-lane, local road. It has a combination of 40 and 50 km/h zones, and incorporates two 40 km/h school zones located at Marshall Street and Victoria Parade.

A summary of road classifications within the study area is shown below, in Table 2.1.

**Table 2.1: Road Classifications**

Classification	Identified Roads
State Road	Belgrave Street Sydney Road Pittwater Road
Regional Road	North Steyne Raglan Street Commonwealth Parade West Esplanade The Crescent
Local Road	All other roads

*Source: Roads and Maritime Services (RMS), Schedule of Classified Roads and Unclassified Roads*

The traffic volumes along the A8 that are relevant to the study area are captured from 210 metres south of Manly Road at Spit Road. Spit Road is considered the main arterial road used by vehicles travelling to and from the south of the study area. Traffic flows along Spit Road are shown below in Table 2.2.

**Table 2.2: Average Daily Traffic Volumes along State Road A8**

Location	Station ID	Direction	AADT		
			All Days	Weekdays	Weekends
Spit Road	34001	Northbound	32828	34422	29118
		Southbound	30521	32077	26583

*Source: RMS Annual Average Daily Traffic (AADT) Data 2016*

*\*Most recent AADT data obtained in 2013*



## 2.6.4 Cycling Routes

Cycling routes within the study area are designed for recreational activities as well as to promote cycling as a method of transportation. Using information supplied on the Northern Beaches Council website, a map of the main cycle routes is shown below in Figure 2.14.



Source: Manly Council – Manly Bike Network, Google Maps

**Figure 2.14: Cycling routes within the study area**

It should be noted that routes considered off-road in the above figure mainly consist of shared paths or a separated bicycle lane.

### 3. RESEARCH, REVIEW AND DATA COLLECTION

#### 3.1 LITERATURE REVIEW

##### 3.1.1 Australian Government Department of Infrastructure and Regional Development 2015, *Pedestrians and Road Safety*

*Pedestrians and Road Safety* provides a statistical overview of the crashes involving pedestrians over time in Australia to establish and monitor trends to assist in future planning to reduce incidents. The key statistics and trends identified are as follows:

- From 1995 to 2014 there has been a 62% reduction in pedestrian fatalities across Australia;
- NSW has the highest number of pedestrian fatalities and the second highest per capita pedestrian fatality rate (per 100,000 people) between 2005-2014;
- Pedestrians over 75 are heavily over represented in statistics for pedestrian injuries and fatalities;
- Male pedestrians are twice as likely to be fatally injured in road crashes for all ages except 65+;
- Cities have higher numbers of crashes involving pedestrians but lower crash rates per capita;
- 60% of fatalities occur at 50 or 60 km/h posted speed limit zones, with the lowest rate of fatality incurring where posted speed limits are between 0 and 40 km/h;
- The peak times for crashes involving pedestrians are 6pm to 9pm on weekdays and 12am to 3am on weekends;
- From 2009 to 2013, pedestrians have been 2.5 times more likely to be involved in a fatal crash at non-intersection locations when compared to intersection crashes; and
- Alcohol, drug, and mobile device use of pedestrians has not been included in the data collection.

**PAMP Implications:** The key statistics outlined above provide clear areas that must be addressed by any PAMP to ensure that people, locations, and times of day that experience heightened levels of crashes are addressed, in order to reduce the likelihood of further incidents.

##### 3.1.2 Premier's Council for Active Living NSW 2010, *Development and Active Living – Designing Places for Active Living*

*Development and Active Living – Designing Places for Active Living* outlines the role that new developments play in supporting and encouraging modes of transport that involve physical activity. By integrating the principles of active living into a proposed development, pedestrian movement is encouraged, which benefits the development and surrounding area. The five principles of active living as set out by the New South Wales Government are:

- Walkability and Connectivity: providing easy, attractive and accessible routes for pedestrians to take between pedestrian generators;
- Active Travel Alternatives: viable transport options to and from the development aside from vehicle use should be promoted and integrated into any design;
- Legibility: the ability of the surrounding environment to inform pedestrians of their location and possible destinations utilising existing facilities;
- Quality Public Domain: providing an environment that is attractive and has a high level of service and priority for pedestrians; and
- Social Interaction and Inclusion: promote and provide facilities that supply opportunities for a diverse range of people, including all ages, ethnicities, and activity levels, to engage in the environment physically.

**PAMP Implications:** The PAMP outcomes will remain consistent with the principles set out by the New South Wales Government in attempting to reduce the reliance on vehicles in town centres by increasing the attractiveness of travelling by means of physical activity. Connectivity, inclusion, alternatives, quality, and legibility are all key components of the desired outcomes.



### 3.1.3 Transport for NSW 2012, *Disability Action Plan 2012-2017*

*Disability Action Plan 2012-2017* prioritises the accessibility of transport facilities to ensure the services can be utilised by as many people as possible. As a result, there is a focus on the facilities provided to pedestrians on their journey to and from public transport to enable access by all user groups. Transport for NSW has dedicated programs that provide funding for the installation of pedestrian facilities that have the potential to be heavily utilised by pedestrians and cyclists, and will improve overall accessibility and safety of journeys to transport facilities.

**PAMP Implications:** The PAMP is able to evaluate certain recommendations and assess whether there is reason to apply to Transport for NSW to fund some of the work identified in this PAMP.

### 3.1.4 *Manly Development Control Plan 2013*

The *Manly Development Control Plan 2013* (or, DCP) aims to ensure that developments contribute to the quality of the natural and built environment, while considering economic, social, and environmental sustainable principles. It promotes the inclusion of all members of the community in future developments and positively impacts the Manly heritage and character of the area.

Of relevance to the study are the sections dealing with:

- Heritage Considerations – Alterations or additions to heritage items or conservation areas (3.2.2)
- Accessibility (3.6)
- Development in Business Centres – Manly Town Centre and surrounds (4.2.5),
- Neighbourhood Centres (4.2.8)
- Manly Town Centre Heritage Conservation Area and The Corso Heritage Item (5.1)
- Pittwater Road Conservation Area (5.2)

**PAMP Implications:** The DCP should be considered by the PAMP when composing recommendations to ensure outcomes correlate feasibly with the objectives outlined in the plan. Particularly, is the aim to improve and identify the direct, safe, and accessible routes for pedestrians to, from, and around Manly. Other considerations of note include Heritage items and conservation areas.

### 3.1.5 *Manly Local Environmental Plan 2013*

The *Manly Local Environmental Plan 2013* (or, LEP) by the former Manly Council provides a framework for the development of land within Manly. The LEP aims to support ecologically sustainable development, that is, development that improves quality of life while maintaining vital ecological processes. The objectives of the plan are to ensure the social needs of residents are met and to promote safe and sustainable access opportunities. It promotes a high standard of urban design, specifying the types of land use developments acceptable, as well as its densities and heights.

The study area is a combination of low and medium density residential zones, as well as retail and commercial sections, and public and private recreation areas. The Manly LEP aims to increase accessibility, reduce private car dependency, and increase use of public transport, particularly by concentrating trip-generating activities in locations where public transport is accessible.

**PAMP Implications:** To provide adequate and acceptable solutions, the Manly LEP should be used as a guideline for the betterment of pedestrians in a social, physical, and sustainable context. The existing environment and land use of Manly form an important component when assessing and delivering recommendations.

### 3.1.6 *Manly Council Community Strategic Plan Beyond 2025*

The *Community Strategic Plan Beyond 2025* is the latest community strategic plan, and was prepared prior to the amalgamation of NSW local councils, which occurred in late 2016 to early 2017. As the newly formed Northern Beaches Council is yet to hold elections, no such document for the newly formed council exists. As such, for the purpose for conducting the PAMP, the *Manly Community Strategic Plan Beyond 2025* will be utilised.





The plan provides future directions for the Manly community that represent the aspirations of the people who live, visit, and work in the Manly area. The plan identifies the need to improve and maintain amenities and infrastructure services in Manly.

**PAMP Implications:** The PAMP will provide guidance and direction for the development of the future Manly Community Strategic Plan Beyond 2027.

### 3.2 KEY PEDESTRIAN GENERATORS AND ATTRACTORS

The greatest generators of pedestrian movement within the study area are Manly Wharf and Manly Beach, located on the western and eastern side of the Manly Town Centre, respectively. The Town Centre is also a significant attractor of tourists and residents, where land use is predominately commercial and retail throughout the area. There is a small amount of public infrastructure within the Manly Town Centre, such as the Manly Library, churches, the Manly Village Public School and the Royal Far West School, all of which generate significant pedestrian activity. Furthermore, a shared path and pedestrian path is located along the eastern side of North Steyne and South Steyne, where the pedestrian path is closest to the beach and the shared path is along the road. Another shared path is located along the East Esplanade and West Esplanade, near the Manly Wharf. These shared and pedestrian paths along the waterfronts of the Manly Beach and the Manly Wharf are major trip generators for pedestrians and cyclists. Figure 3.1 outlines the key pedestrian generators and attractors considered in the study.



Source: Google Maps

**Figure 3.1: Map of Key Pedestrian Generators and Attractors**

Attractions in the Wider Manly Area include the Manly Hospital, located in the Southern Zone of the study area surrounded by environmental conservation sites and the Sydney Harbour National Park. Additionally, other public recreation zones including Shelley Beach, Little Manly Cove, and the Sydney Harbour National Park attract both tourists and residents. The majority of the remaining area in the Southern section of the study area is low density residential, while the Northern section of the study area is predominately medium density residential uses.

### 3.3 PEDESTRIAN RELATED CRASH DATA

Crash data was sourced from the Transport for New South Wales Centre for Road Safety. It shows 45 incidents involving pedestrians were reported between 2010 and 2015.

The crash data shows 45 casualties, over a period of 5 years, were reported; this includes two fatalities. Table 3.1 below illustrates the number of casualties reported at the locations of pedestrian crashes within the study area. A full list of pedestrian related crashed can be found in Appendix C.

**Table 3.1: Crash Casualties between 2010-2015**

Road name	Casualties						Total
	2010	2011	2012	2013	2014	2015	
Addison Road						2	2
Augusta Lane						1	1
Belgrave Street	1	4	1	2	2	2	12
Central Avenue				1			1
Collingwood Street				1			1
East Esplanade	1		1				2
Eurobin Avenue	1						1
Fairlight Street						1	1
Francis Lane				1			1
North Steyne		1		1	1	1	4
Osborne Road				1			1
Pittwater Road	2	5	1		2		10
Raglan Street			1				1
South Steyne	1	1					2
Sydney Road	1						1
Wentworth Street			1				1
West Esplanade			1		1		2
Whistler Street					1		1
<b>Total</b>	<b>7</b>	<b>11</b>	<b>6</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>45</b>



Key outcomes from the crash data analysis involving pedestrians as shown above include:

- Of the 45 crashes that were reported during a 5-year period, 43 resulted in injury (96%) and two fatalities were observed.
- From 2010 to 2015, pedestrian crashes averaged 8 crashes per year;
- The data recorded 32 crashes (70%), involving casualties, occurred during the day;
- Of the 45 reported crashes, 37% were at intersections. The intersections involved were as follows:
  - Bridge Road and Cameron Ave;
  - Pittwater Road and Pine Street;
  - Pittwater Road and Raglan Street;
  - Belgrave Street and Sydney Road;
  - Belgrave Street and Gilbert Ave;
  - West Esplanade and Belgrave Street;
  - West Esplanade and Rowe Street;
  - East Esplanade and Wentworth Street;
  - Darley Road and Addison Road;
  - Commonwealth Parade and Fairlight Street;
  - Raglan Street and Augusta Lane; and
  - North Steyne and Denison Street;
- The sections of Belgrave Street and Pittwater Road included in the study area incurred the highest number of pedestrian crashes, with 12 (27%) and 10 (22%) crashes respectively.
- The majority of pedestrian crashes were near side and far side road incidents, equating to 42% and 30% of crashes, respectively.

To supplement the crash data a map, detailing the available pedestrian and cycling facilities can be seen in Figure 3.2. Areas marked as "no cycling" indicate a section of footpath where cycling is specifically prohibited at all times, whereas "no cycling (specific times)" indicates a shared path with restrictions on cycling between hours specified on signage.

Further to this, maps detailing locations of crashes involving pedestrians can be seen in Figure 3.3 and Figure 3.4.

Manly Beach, Wharf and Town Centre PAMP

**BITZIOS**  
consulting



Figure 3.2: Pedestrian Facilities in Study Area



Manly Beach, Wharf and Town Centre PAMP

BITZIOS



Figure 3.3: Pedestrian Crashes by Severity





Figure 3.4: Pedestrian Crashes by Vehicle Type

### 3.4 TRAFFIC COUNT DATA

Traffic data was supplied by Northern Beaches Council for the use in the PAMP. This data was supplemented by data from a previous PAMP conducted by Bitzios Consulting on Pittwater Road. The list of count data locations is as follows:

- Data supplied by Northern Beaches Council (from March 2015)
  - Pacific Parade (between Balgowlah Road and Smith Street)
  - Alexander Street (between Balgowlah Road and Pittwater Road)
  - Rolfe Street (between Balgowlah Road and Pittwater Road)
  - Golf Parade (between Balgowlah Road and Smith Street)
  - Collingwood Street (between Pine Street and Golf Parade)
  - Addison Road (between Manly Point and Reddall Street)
  - West Esplanade (between Fairlight Street and Belgrave Street)
  - Commonwealth Parade (between The Crescent and West Esplanade)
- Data from Bitzios Consulting Pittwater PAMP (data from 2011 to 2014)
  - Cohen Street- Adjacent. Number 6
  - New Street West- Adjacent. Number 20
  - Waratah Street - Adjacent. Number 16
  - Balgowlah Parade- 17m north of Golf Parade
  - Scales Parade - Adjacent. Number. 10
  - Balgowlah Road West (Daintrey Street)
  - Balgowlah Road (outside 29-31)
  - Balgowlah Road East (Francis Street)
  - Eurobin Avenue (exact location unknown)
  - Kenneth Road West (just past Swim Centre driveway)
  - Kenneth Road (Pedestrian Refuge)
  - Kenneth Road East (west of Balgowlah Road)
  - Eurobin Avenue (outside 25)

Of the locations listed above, Scales Parade, Waratah Street, Cohen Street, and the pedestrian counts on Balgowlah and Kenneth Road were outside the Study Area.

In addition to the data provided above Bitzios Consulting undertook a traffic count during a site visit. The traffic counts conducted by Bitzios Consulting can be found in Appendix B. The site visit was conducted on the 17 February 2017, between 1:00pm and 2:00pm. Pedestrian spot counts were undertaken for the following locations:

- Intersection of Carlton Street and Pittwater Road;
- Intersection of Denison Street and Pittwater Road; and
- Harris Farm, Pittwater Road;

These counts were used to identify the existing traffic flow behaviour and pedestrian volumes, which were used to assess pedestrian crossing infrastructure warrants.

More information on the count data is provided in Appendix B.

## 4. PEDESTRIAN ACCESS AND MANAGEMENT PLAN ROUTES

### 4.1 PRIORITY ROUTE SELECTION

For the purposes of the PAMP, a pedestrian route was considered to be a path travelled by a pedestrian from a pedestrian generator to a pedestrian attractor. An example being a footpath on a street, travelling from a residential area to the Manly Beach.

The PAMP routes were initially selected based on the following criteria:

- proximity to pedestrian trip attractors and generators (such as a major bus interchange and shopping centre);
- location of pedestrian crashes;
- concerns from community feedback; and
- relationship to road hierarchy: routes that were closer to major roads, such as Pittwater Road, Sydney Road or Darley Road and the foreshore.

### 4.2 ROUTE PRIORITY

A priority route is a route that has been ranked as being of a higher priority than the other routes identified in the study.

The PAMP routes were ranked as either high, medium, or low based on similar criteria used for selecting the routes. Higher priority was given to routes within the town centre and key pedestrian links to public transport, schools, and aged care facilities. The route prioritisation system is shown in Table 4.1.

**Table 4.1: PAMP Route Priority System**

Criteria	Local Town Centre	Local Residential Area
Primary link to pedestrian attractors/ generators	High	High
Secondary link to pedestrian attractors/ generators	Medium	Low
Location of pedestrian crashes	High	Medium
Concerns from community feedback	High	Medium
Relation to road hierarchy	High	Medium
Links with existing vulnerable road user plans	High	Medium

By implementing the route prioritisation system, a number of routes were identified in the Study Area. The priority routes are presented in Figure 4.1 and Figure 4.2.



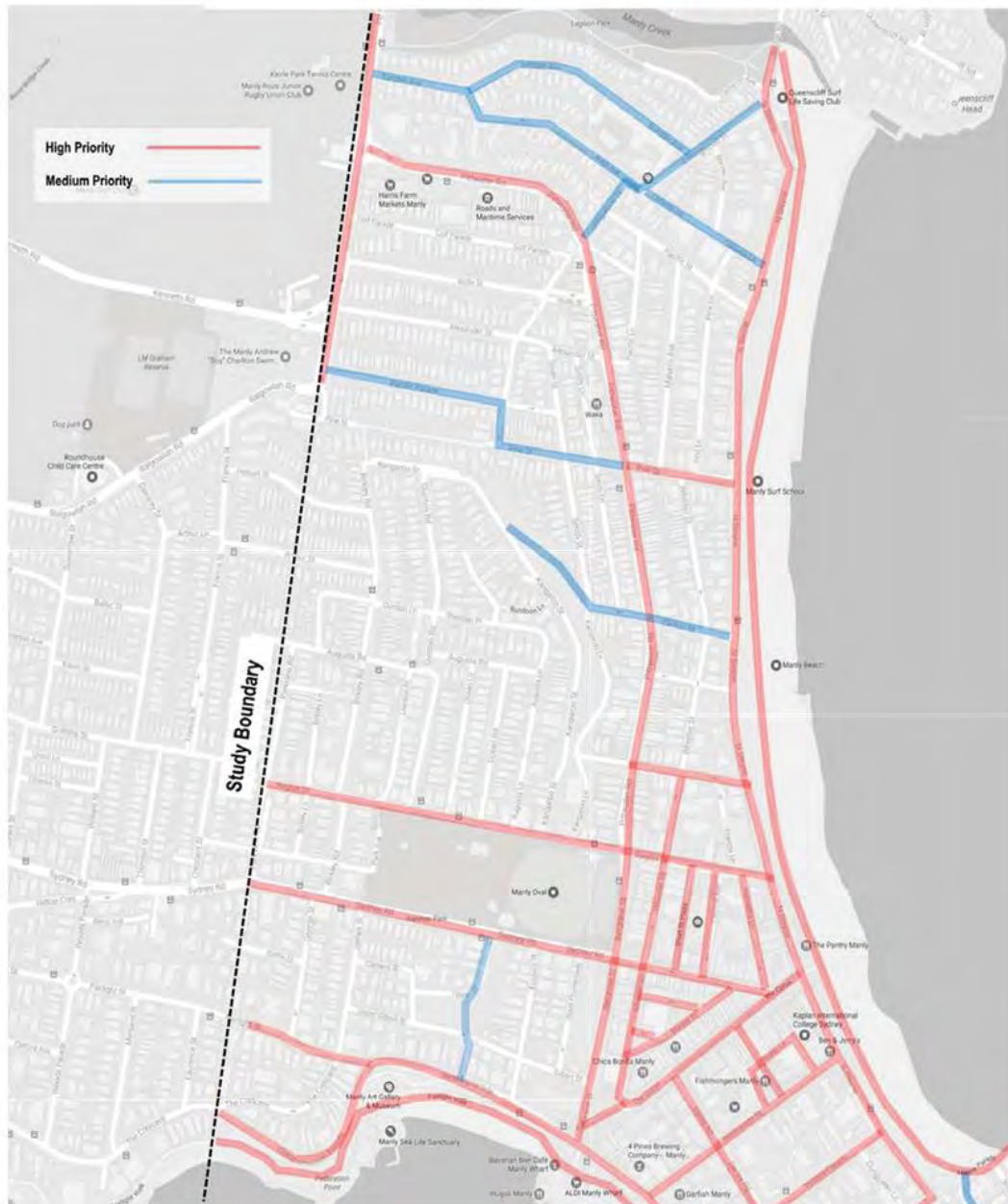


Figure 4.1: Priority Routes Selected for the Study Area (upper section)



Figure 4.2: Priority Routes Selected for the Study Area (lower section)

All roads not highlighted in the above figure were considered to be low priority and were not assessed.

#### 4.3 INITIAL SITE VISIT AND OBSERVATIONS

The identified priority routes were audited in accordance with the *Roads and Maritime Services' methodology*, considering the Five C's as follows:

- Connected;
- Comfortable;
- Convenient;
- Convivial; and
- Conspicuous.

##### 4.3.1 Route Audit Process

A site visit was conducted on Friday 13 January 2017 and the days that followed and an audit of the pedestrian network was undertaken. An audit checklist was developed to assess any deficiencies in the previously identified priority routes. Deficiencies were based on the '5C' criteria, which includes:

- **Connectivity** – is the route connected to the rest of the network?
- **Comfort** – is the route well maintained, smooth, and unobstructed? Is the route attractive and free from excessive traffic noise?
- **Convenience** – are there adequate crossing opportunities? Are key destinations walking distance from one another?
- **Conviviality** – how pleasant is the walking environment?
- **Conspicuousness** – are the walking routes clearly lit and easy to follow?

A checklist was developed for each issue as follows:

Criteria	Check (Yes or No)
<b>Footpaths</b>	
Is the surface treatment consistent?	
Is the pavement width according to standards?	
Is the pavement uneven or cracked?	
Are there any obstructions?	
Is it a shared path?	
Is there clear signage?	
Slippery surface?	
Drainage?	
Is the cross fall compliant with standards?	
<b>Kerb ramps and crossings:</b>	
What type of crossing exists?	
Is there sufficient pedestrian green time?	
Is there sufficient visibility of the intersection?	
Are kerb ramps designed according to standard?	
What are the approaching vehicle speeds?	
Are there any other environmental factors?	



#### 4.3.2 General Audit Findings

The general findings of the PAMP audit were as follows:

- The audit of the PAMP routes showed that pedestrian facilities are, in general, functional with a large quantity of minor deficiencies that may hinder movement or create difficulty for less mobile pedestrians or parents with prams.
- More than 2,100 locations were found to have some level of impairment to pedestrian movement.
- Approximately 3.3 percent of the issues identified having a high-level priority to repair or alter.
- The condition of pedestrian facilities close to the pedestrian malls, such as The Corso, were of the highest standard whilst facilities along connecting routes, routes that connect high pedestrian use areas to generators and attractors, were of reduced quality.
- Shared path linemarking was very poor across all areas audited.

The roads that were observed to have the greatest rates of deficiencies were the footpaths along the eastern end of East Esplanade, Sydney Road, and Darley Road.

#### 4.3.3 Trip Hazard Audit Findings

Deficiencies in footpaths that may lead to pedestrians tripping over were the most common issue found during the audit of along all routes, accounting for 68 percent of all issues. Of the issues found cracked and/or uneven footpaths were the most prevalent. Examples of identified issues include:

- Raised Edges of footpath sections;
- Cracked, uneven or broken footpaths, arising from issues such as:
  - Service covers; and
  - Old or deteriorated footpath segments.
- Patch work from previous repairs or works; and
- Missing pavers.

Figure 4.3 shows an example of a trip hazard, which is a foot-sized hole in the pavement. This hazard and other similar may lead to injury.



*Reference: N108 North of Carlton Street*

**Figure 4.3: North Steyne - Hole in Pavement**

Shown in Figure 4.4 is an example of uneven and missing pavers. A hazard such as this may lead to a pedestrian tripping, in this case potentially falling into the roadway.



Reference: NS108 North of Wentworth Street

**Figure 4.4: Darley Road - Missing and Damaged Pavers near Kerb Ramp**

#### 4.3.4 Kerb Ramp Audit Findings

Kerb ramps are a key to enable pedestrians' movement between footpaths and in and out of conflict across and on roadways. In many instances, issues relating to alignment, angle or lack of kerb ramp would reduce the effectiveness and hinder use of pedestrian facilities. Kerb ramp issues accounted for 8 percent of all issues identified. A large amount of the footpaths observed in the Manly study area contained kerb ramps that, although functional for able pedestrian users, may be considered hazardous to or potentially restrict the movement of mobility impaired pedestrians. Examples of kerb ramp issues identified during the audit included:

- Poor kerb ramp alignment;
- Steep kerb ramps;
- Cracked kerb ramps; and
- Raised lip on kerb ramps.



The example shown in Figure 4.5 is of a kerb ramp with ponding, ponding being the build-up of water, which may lead to pedestrians slipping and falling. The picture also shows an unconnected kerb ramp, which is when the kerb ramp has no kerb ramp on the other side of the road.



*Reference WHS 74 South of Sydney Road*

**Figure 4.5: Whistler Street - Unconnected Kerb Ramp and Ponding**



Shown below in Figure 4.6 is an example of an unaligned kerb ramp. An unaligned kerb ramp is a kerb ramp that does not line up with a kerb ramp on the opposite side of the intersection. As indicated by the arrows in the figure this kerb ramp in particular points a user towards the adjacent road.



*Reference: NS84 South of Collingwood Street*

**Figure 4.6: North Steyne - Unaligned Kerb Ramp**

#### 4.3.5 Parking Audit Findings

Deficiencies identified in the layout and configuration of parking spaces in most instances, related to mobility impaired parking and compliance issues or access to mobility impaired parking space. Parking issues accounted for less than 1 percent of all issues identified. Other issues identified related to:

- The layout of parking spaces; and
- Poor access.

Shown in Figure 4.7 is an example of a non-compliant parking space. The space shown in the example has no shared area as defined in AS2890.6.



Reference FW25 West of Rowe Street

**Figure 4.7: Fairlight Walk - Non-Compliant Mobility Impaired Parking**



#### 4.3.6 Slip Hazard Audit Findings

Slip hazards accounted for 3 percent of all hazards identified. The issues relating to slip hazards included:

- a large number due to either leaf litter or sand;
- wet surfaces from water features and amenities such as bubblers; and
- deficiencies in the path or kerb, creating ponding.

Figure 4.8 is an example of leaf litter on a footpath. Leaf litter is classed as a slip hazard as it has the potential to cause a less able person to slip and fall.



*Reference OBR 9 South of Addison Road*

**Figure 4.8: Osbourne Road - Leaf Litter on Path**



Shown below in Figure 4.9 is an example of sand on a footpath. Similar to the previous example sand on a path may cause pedestrians to slip and fall.



Reference ML 16

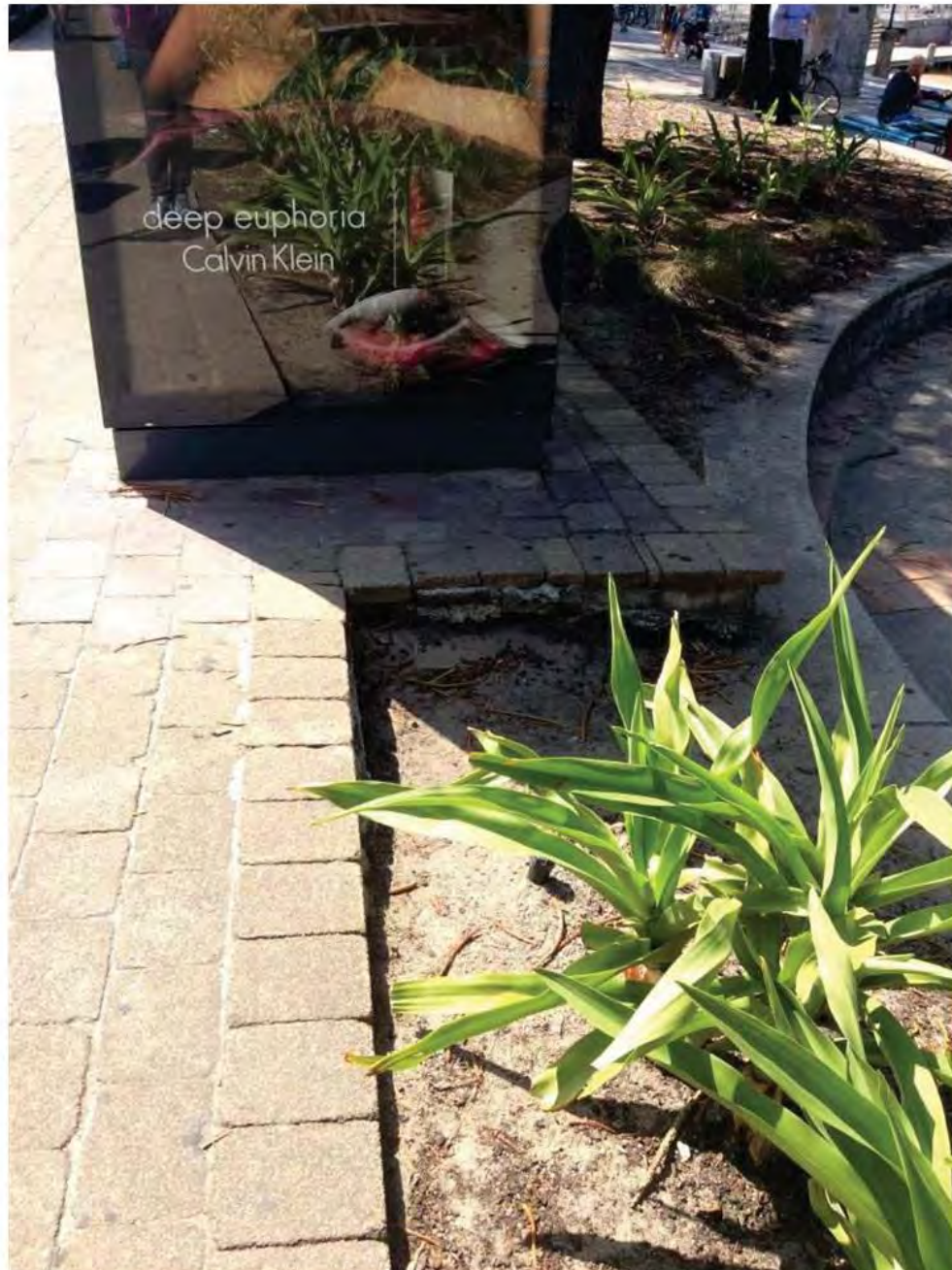
**Figure 4.9: Manly Lagoon - Sand on Path**

#### 4.3.7 Fall Hazard Audit Findings

The fall hazards identified accounted for a relatively small percentage of the issues found in the study area, less than 1 percent. Of the issues found majority were due to:

- lack of guard rail leading to a risk of fall;
- missing fencing, bordering residential properties; and
- open cellars.

Shown below in Figure 4.10 is an example of an unprotected drop. A drop off the side of a footpath as shown in this example may lead to injury.



Reference WE 6 West of Eustace Street

**Figure 4.10: West Esplanade - Unprotected Drop**



Figure 4.11 shows an open cellar that was unattended at the time of the audit. If a distracted or vision impaired person were to walk and fall into the cellar it may cause significant injury.



*Reference PMSR 18 West of Central Avenue*

**Figure 4.11: Pedestrian Mall (Sydney Road) - Unattended Open Cellar**

#### **4.3.8 Signage/Linemarking Audit Findings**

A small number of signage and linemarking issues were identified during the audit, accounting for 4 percent of issues identified. Of those found, the majority of signage and linemarking issues related to:

- worn or faded signage and linemarking;
- lack of signage indicating the end and start of shared paths; and
- obstruction due to vegetation.



Shown below in Figure 4.12, the direction "LOOK" linemarking and arrow is faded. This linemarking is in place to remind pedestrians of the need and direction to look for approaching vehicles.



*Reference SS1 North of Ashburner Street*

**Figure 4.12: South Steyne - "LOOK" and Directional Arrow are Faded**

Figure 4.13 is an example of a sign facing the wrong direction. In this example, the 40km/h school zone sign is facing the wrong direction and not towards the road.



Reference DR182 North of Ashburner Street

**Figure 4.13: Darley Road School Zone Sign Not Facing Road**

Figure 4.14 shows a damaged warning sign. The damaged sign may not be visible to drivers and may increase the risk of a crash occurring involving pedestrians, in this case young children.



Reference RS108 West of Augusta Lane

**Figure 4.14: Raglan Street - Damaged Preschool Pedestrian Signage**



In Figure 4.15, the linemarking for the shared path ends too early. In this case, the marking should continue the entire length of the foreshore. This missing linemarking may lead to a crash between cyclists and pedestrians using the shared path.



Reference MBF 6

**Figure 4.15: Manly Beach Foreshore - No Linemarking for Shared Path in Sections**

#### 4.3.9 Obstruction Audit Findings

Obstructions accounted for 2 percent of issues identified in the audit. The issues relating to obstructions identified were:

- services and pieces of equipment belonging to local cafes and shops blocking paths;
- construction vehicle;
- railings;
- bollards; and
- vehicles in driveways.

As Manly is a popular tourist destination, there is a wide variety of cafes and small stores along the foreshores and pedestrian malls. These businesses generally utilise the footpaths outside their shop fronts to attract business or sell their services and wares, which may cause an obstruction. Although, most regularly abled pedestrians would easily be able to navigate around these obstructions, those who have a visual impairment or are less able are unlikely to see the obstruction or would have difficulty manoeuvring around the obstruction. This can lead to difficulty in path finding or even potential injury.

Shown below in Figure 4.16 is a set of bollards blocking the footpath. These bollards could lead to a visually impaired person or person who is less mobile sustaining an injury from a fall or tripping.



Reference ML 7

**Figure 4.16: Manly Library – Bollards**



Figure 4.17 shows café tables blocking a narrow path. These tables may prevent a person who is less able from being able to pass and use the footpath.



Reference TC42 West of Central Avenue

**Figure 4.17: Café Tables Blocking Narrow Path**





#### 4.3.10 Connectivity Audit Findings

Connectivity issues accounted for 1 percent of all issues identified. The deficiencies identified relating to connectivity were mostly:

- a lack of crossing opportunity;
- missing footpath; and
- a shared path or footpath not connecting to the next section of path.

Other issues of note included:

- multiple crossing points used to access beach; and
- one-way bike paths connecting with footpath/shared path.

Shown below in Figure 4.18 is an example of a footpath ending and not continuing down the length of the street. This may prevent pedestrians who are less mobile from being able to access sections of the street or the facilities to which the streets lead.



*Reference MS 35 West of Osbourne Street*

**Figure 4.18: Marshall Street - No Path**

Figure 4.19 is an example of a missing crossing opportunity. In this case, a pedestrian is may not be able to cross the road safely because the road is wide, on a curve and there are no kerb ramps along a pedestrian's path of travel.



Reference BS44 North of Bower Lane

**Figure 4.19: Bower Street - No Crossing Opportunity**



#### 4.3.11 Vegetation Audit Findings

Issues relating to vegetation accounted for 9 percent of all issues identified. Issues identified during the audit included:

- overgrown bushes;
- hedges, and trees alongside the footpath or shared path;
- vegetation blocking signage; and
- poorly maintained grass encroaching onto footpaths.

Shown below in Figure 4.20 is an example of a bush or tree blocking a section of the footpath. This may prevent pedestrians from using this section of footpath.



*Reference RDS10 South of Cliff Street*

**Figure 4.20: Reddall Street - Overgrown Vegetation**

Figure 4.21 shows a tree blocking an "end school zone" sign, which may prevent drivers from seeing the sign.



Reference WS22 West of South Steyne

**Figure 4.21: Wentworth Street - End of School Zone Sign Blocked by Vegetation**



#### 4.3.12 Other Audit Findings

Other issues identified accounted for 1 percent of all issues identified during the audit. Deficiencies that did not fall under a specific area were classed as other. These generally were issues such as:

- damaged fencing;
- broken convex mirrors;
- damaged railings; and
- issues relating to sightlines.

An issue of note identified was a combination high pedestrian area and loading zone, located in Rialto Lane.

Shown below in Figure 4.22 is a broken railing, which may pose a danger to passing pedestrians if they were to fall through the railing.



*Reference ML 13 West of Bridge Road*

**Figure 4.22: Manly Lagoon - Broken Railing**



Shown below Figure 4.23 demonstrates blocked sightlines along a shared path. If a pedestrian using the bus shelter were to step out, a bicycle user would not be able to see them properly and it may lead to a crash and potentially an injury.



Reference PW 303 North of Eurobin Avenue

**Figure 4.23: Pittwater Road - Advertisement Block Sightlines for Shared Path**

Figure 4.24 is an example of a high conflict area within a combination loading and high pedestrian area. This area contains trucks loading and offloading goods in loading docks and loading bays throughout the high pedestrian area. Trucks and large delivery vehicles tend to have reduced sightlines. If a pedestrian were to be in a truck's "blind spot" when it manoeuvred, it could lead to a serious injury.



Reference RL 2

**Figure 4.24: High Conflict Area within Combination of Loading Zone and High Pedestrian Area**

## 5. COMMUNITY CONSULTATION

### 5.1 OVERVIEW

Community consultation is a vital component of establishing a well-informed Pedestrian Access and Mobility Plan for Manly Beach, Manly Wharf, and Manly Town Centre. Encouraging community members to raise issues that they encounter and listening to the local residents, students, community groups and working population of the study area ensures that the best outcomes are achieved from a technical, operational and community standpoint. A range of consultation techniques were used to ensure that the community consultation was effective. The consultation techniques included:

- identifying and contacting key stakeholders by email to obtain their feedback;
- conducting an initial online survey to collect local residential/businesses concerns and feedback on existing pedestrian infrastructure;
- Council promoting and marketing the online survey via the council website;
- three community information sessions at Queenscliff Surf Life Saving Club and the Manly Seniors Centre, to inform the community of the process and answer questions;
- public exhibition of the Draft PAMP encouraging comments from the community.

### 5.2 IDENTIFICATION OF KEY STAKEHOLDERS

#### 5.2.1 Identification and Contact

In the initial stages of the Pedestrian Access and Mobility Plan development, an effort was made to identify and invite comment from a range of community groups, organisations, and businesses in the study area on the experiences of their staff and customers in relation to the level of accessibility and facilities for pedestrians. A wide variety of key stakeholders was contacted via email to incorporate a diverse and comprehensive cross section of groups and organisations that make up a significant portion of pedestrians. The list of key stakeholders that were contacted is shown in Table 5.1.



**Table 5.1: Key Stakeholders Contacted for Comment on Pedestrian Facilities**

Stakeholder	Date	Method
Manly Library	16/03/2017	Email
Manly Bowling Club	16/03/2017	via Website
North Manly Bowling & Recreation Club	16/03/2017	via Website
Manly Vale - Calabria Bowling Club	16/03/2017	Email
St. Matthews Anglican Church	16/03/2017	Email
St. Andrews Presbyterian Church	16/03/2017	Email
Manly Village Uniting Church	16/03/2017	Email
Manly Freshwater Parish	16/03/2017	Email
Manly Life Church	16/03/2017	Email
Hotel Steyne	16/03/2017	Email
Ivanhoe Hotel	16/03/2017	Email
New Brighton Hotel	16/03/2017	Email
Manly Chamber of Commerce	16/03/2017	Email
Manly Visitor Information Centre	16/03/2017	Email
Hello Manly	16/03/2017	Email
Bikes And Pedestrian User Group	16/03/2017	Email
Manly Seniors Centre	16/03/2017	Email
<b>Schools</b>		
Manly Village Public School	16/03/2017	Email
Manly West Public School	16/03/2017	Email
St. Mary's Manly	16/03/2017	Email
Northern Beaches Secondary College - Mackellar Girls Campus	16/03/2017	Email
St. Pauls Catholic College	16/03/2017	Email
Stella Maris College	16/03/2017	Email
Northern Beaches Secondary College - Balgowlah Boys Campus	16/03/2017	Email
<b>Surf Clubs</b>		
North Steyne Surf Club	16/03/2017	Email
Manly Life Saving Club	16/03/2017	via Website
Queenscliff Surf Life Saving Club	16/03/2017	Email
<b>Hospitals</b>		
Manly Waters Private Hospital	16/03/2017	Email

## 5.2.2 Responses from Stakeholders

Questions were developed to enquire about on the experiences of their staff and customers in relation to the level of accessibility and facilities for pedestrians.

Three (3) responses were received from the stakeholders contacted. They are summarised as follows:

One stakeholder identified the use of the zebra crossing immediately adjacent to the Manly Surf Lifesaving Club at the corner of Collingwood Street, Bridge Road, and North Steyne as an issue. The respondent identified the increased volumes of pedestrians using the crossing due to activities relating to the surf club as well as risks posed to pedestrians due to normal use.

Another stakeholder identified that access to crossing opportunities was limited at the intersection of Balgowlah Road and Pittwater Road.

Finally, a stakeholder raised an issue regarding the two (2) pedestrian crossings adjacent to the local school/parish. The crossings were located on Raglan Street, between Central Avenue and Short Street, and on the corner of Raglan Street and Whistler Street. Concerns were raised regarding vehicles not stopping at the crossing located on Raglan Street and the location and configuration of the crossing on Whistler Street.

As a part of communication with key stakeholders, feedback has been sought from the Northern Beaches Council. The Council is in regular contact with members of the community, particularly community members with poor mobility or impairment. Council sent a detailed list of issues to Bitzios Consulting, which has been noted and included in the list of issues for consideration to be assessed. A copy of the issues raised by Council is provided in Appendix E.

## 5.3 ONLINE COMMUNITY SURVEY

### 5.3.1 Methodology

An online survey using *SurveyMonkey* was set up by Bitzios Consulting seeking responses from local businesses and residents of the study area about their experiences as a pedestrian. At this time, there was also an opportunity for business owners and staff to raise any concerns or to ask questions. An advertisement was placed on the Northern Beaches Council website. The survey was made available from mid-March to mid-April 2017. A total of 102 responses were received.

The online survey addressed the following topics:

- pedestrian trip journey origin (where a respondent was from);
- purpose of trips made walking within the study area;
- issues with existing crossings, footpaths and kerb ramps; and
- desired upgrades to pedestrian facilities with regards to crossings, kerb ramps, streetscape, directional signage, accessibility, and safety and security.

The online survey responses are provided in Appendix E.

The key survey responses are summarised below.

### 5.3.2 Pedestrian Origin

Respondents were asked to identify their precinct origin, aided by use of a map outlining the specific zones. The zones specified were the Manly Town Centre, Northern Zone, Southern Zone, and Sydney Road Zone. These zones are shown in Figure 5.1.



Figure 5.1: Precinct Boundaries

The vast majority of respondents identified with the Northern zone, closely followed by a combination of the Manly Town Centre and Southern Zone as their precinct of origin. As a result, the SurveyMonkey data is more applicable to these three zones rather than the Sydney Road zone, which received relatively few responses. Approximately 60% of respondents answered this question.

Respondents were also asked to identify they were either a resident of Manly, Business owner, worker or tourist. Of the 95% who answered this question approximately 85% of respondents identified as residents, followed by workers.



### 5.3.3 Areas of Interest

Respondents were asked to identify their favourite/most visited destinations in Manly. The areas identified, in no particular order, were as follows:

- Shelly Beach;
- Manly Beach;
- The Corso/Town Centre;
- Manly Lagoon
- Manly Library; and
- Manly Ferry Terminal/Wharf.

As a follow up question, respondents were then asked their main mode of transport when visiting these locations. The respondents identified their main mode of transport as being walking (80%), car and walking (30%), cycling (30%) and by car (25%). The remainder of respondents identified use of the bus, ferry, and taxi/ride share services as their mode of transport. Note: respondents were given the option of identifying multiple modes of transport.

### 5.3.4 Purpose of Pedestrian Trips

Respondents were asked to identify the purpose of common trips taken walking within the study area. As shown in Figure 5.2, the most frequently cited purposes for walking were for leisure/health, followed by access to shops and transport facilities. Respondents who answered "other" mostly were more specific in their answers to leisure and health with answers relating to beaches and restaurants.

#### If you walk, what is your main purpose?

Answered: 95 Skipped: 5

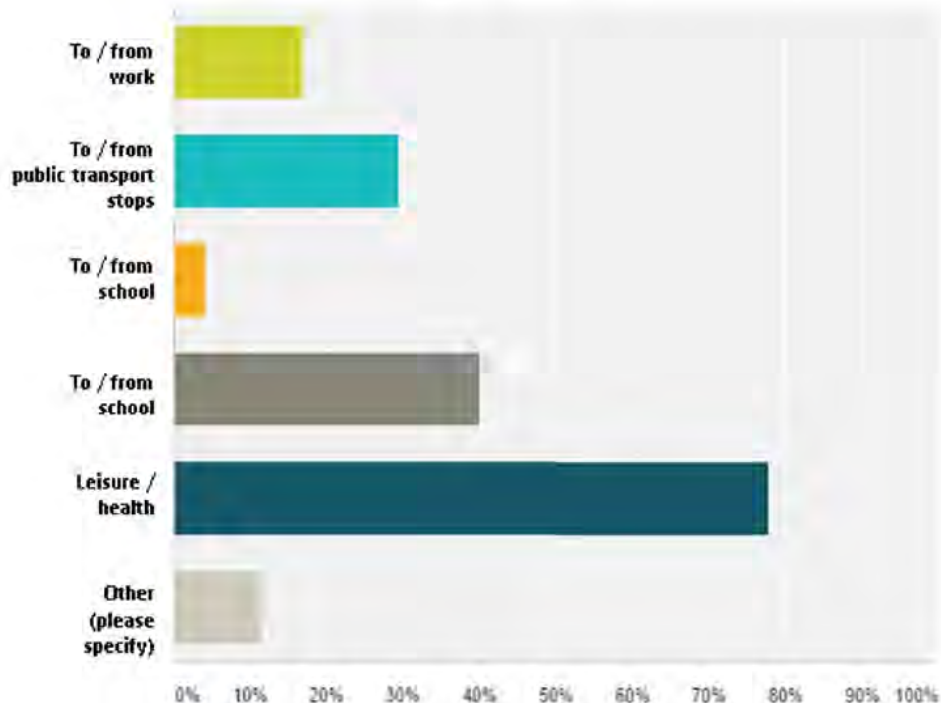


Figure 5.2: Reasons for Walking

Please note that respondents could select multiple options for this question, and five respondents chose not to answer this question.

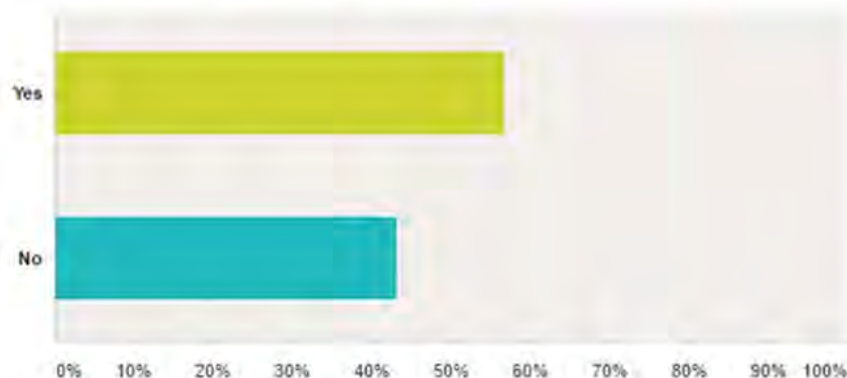
### 5.3.5 Pedestrian Satisfaction

In question 7, respondents were asked to identify whether they were satisfied with the existing footpaths, kerb ramps, and pedestrian facilities. The results were:

- 56% were satisfied with the footpaths and kerb ramps in their area;
- 44% were not satisfied with the footpaths and kerb ramps in their area.

#### Are you satisfied with the footpaths and kerb ramps in your area?

Answered: 97 Skipped: 3



**Figure 5.3: Pedestrian Satisfaction – Footpaths and Kerb Ramps**

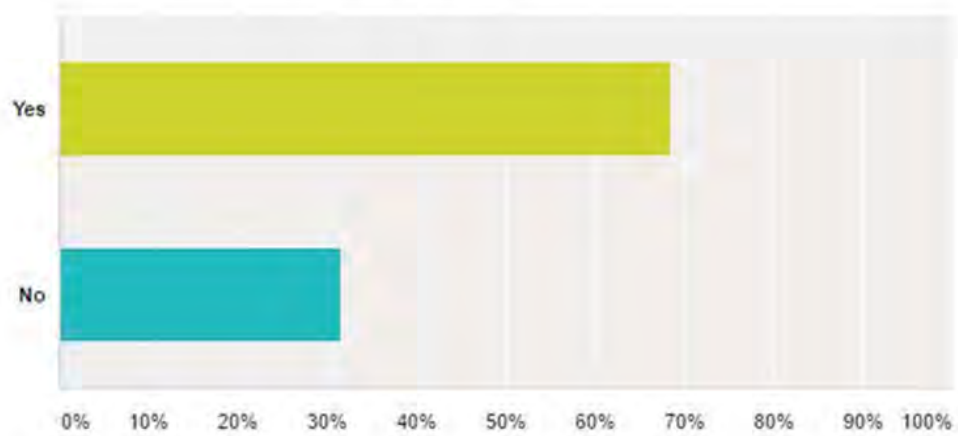
More than half of respondents were satisfied with the footpaths and kerb ramps in their area, with 56% of respondents expressing satisfaction with existing infrastructure in place. Of the respondents who were not satisfied, three main issues were raised; these included:

1. the lack of footpaths on both sides of the road;
2. the uneven nature of footpaths made it difficult to manoeuvre for the less mobile; and
3. kerb ramps lacking connectivity or being poorly aligned.

In Question 8, respondents were asked if they were satisfied with the pedestrian facilities in their area. The majority of respondents were satisfied with the overall existing condition and infrastructure provided by pedestrian facilities in the study area with a satisfaction rating of 68%. Of the respondents who were not satisfied with the pedestrian facilities, issues were raised such as correct use of shared paths, lack of crossing opportunities, crossing at the Manly Ferry Terminal and general misgivings regarding the safety of zebra crossings. The results of this question are shown in Figure 5.4.

### In general, are you satisfied with the pedestrian facilities in your area?

Answered: 95 Skipped: 5



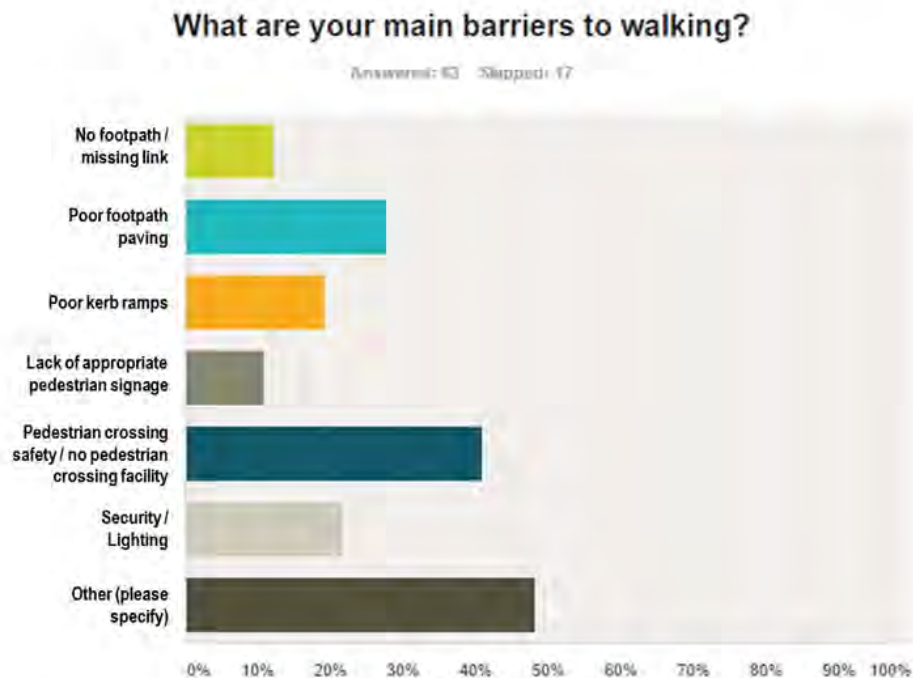
**Figure 5.4: Pedestrian Satisfaction – Pedestrian Facilities**

Of the respondents, three chose not to answer Question 7 and seven chose not to answer Question 8.



### 5.3.6 Barriers to Walking

Respondents were asked to consider what the main barriers to walking were in their local Precinct. The results are shown in Figure 5.5.



**Figure 5.5: Main Barriers to Walking**

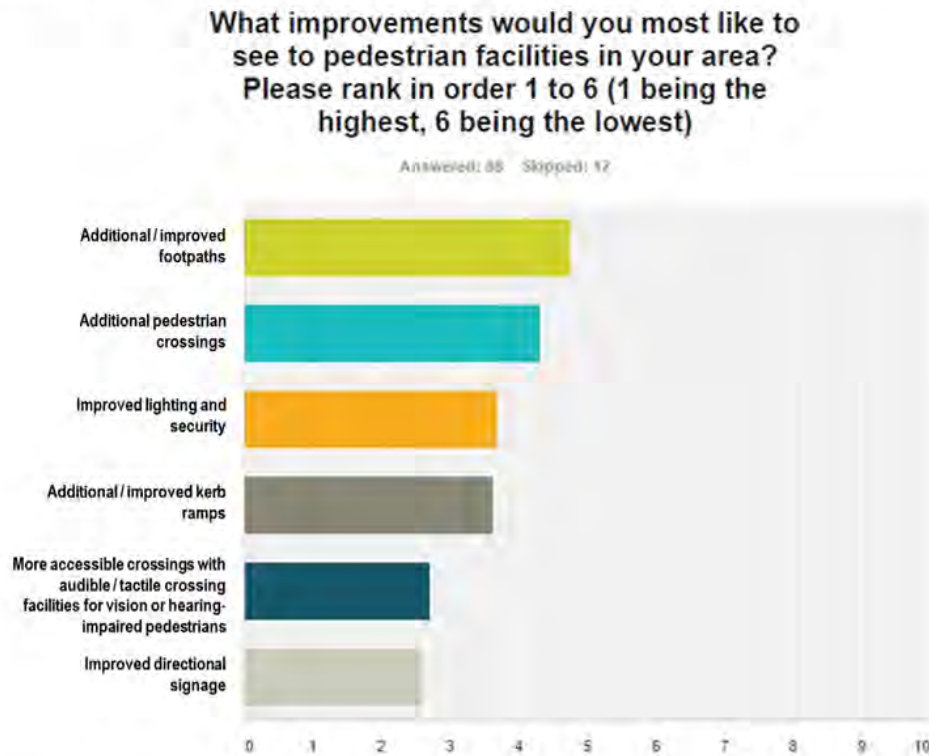
The response to this question ranked by percentage were:

1. Pedestrian crossing safety (41%);
2. Poor footpath paving (28%);
3. Security and lighting (22%);
4. Poor kerb ramps (19%);
5. No footpath/missing link (12%); and
6. Lack of appropriate pedestrian signage (11%).

Of the 102 respondents, 17 opted not to answer this question. Although "other" was the most popular result, accounting for 50% of responses, there was no discernible pattern or category of issues present, but rather a multitude of specific barriers relating to general traffic conditions.

### 5.3.7 Desired Improvements

Respondents were asked about which improvements to pedestrian facilities they would most like to see in their area on a ranking scale system, with 1 being the highest priority and 6 being the lowest priority. The results are shown in Figure 5.6.



**Figure 5.6: Desired Improvements to Pedestrian Facilities**

This question was answered by 72% of respondents in full and 84% completed five out of the six sections. This information provides an indication of the types of improvements suggested by respondents. In order of most wanted to least, the results are as follows:

- Additional / improved footpaths;
- Additional pedestrian crossings (e.g. traffic signals, zebra crossing, refuge islands);
- Improved lighting and security;
- Additional / improved kerb ramps;
- More accessible crossings with audible / tactile crossing facilities for vision or hearing-impaired pedestrians; and
- Improved directional signage.

### 5.3.8 Location Specific Feedback

Question 11 of the SurveyMonkey survey allowed respondents to raise any other issues that they may have encountered in the study areas outlined. 81 responses were received with 79 specific to the precinct areas. The responses are provided in Appendix E. A summary of the location specific responses can be seen in Table 5.2.

**Table 5.2: Community Survey Location Specific Issues**

Location	Category
Pittwater Road at Harris Farm	Crossing Opportunity
East Esplanade and Ashburner Street	Crossing Opportunity
Pittwater Road and Carlton Street	Crossing Opportunity
North Steyne and Carlton Street	Crossing Opportunity
East Esplanade and Osbourne	Footpath
Darley Road	Footpath
Ocean Road	Kerb Ramp
Manly Lagoon	Lighting
West Esplanade and Commonwealth Parade	Pedestrian Refuge
Manly Wharf	Pedestrian Signals
The Corso and Darley Road	Pedestrian Signals
Marine Walk	Shared Path
Queenscliff Surf Life Saving Club	Zebra Crossing
Balgowlah and Kenneth Road	Zebra Crossing
North Steyne and Pacific Street	Zebra Crossing
Ashburner Street and Darley Road	Zebra Crossing
East Esplanade and Victoria Parade	Zebra Crossing

Each of the categories shown in the table above can be defined as follows:

- **Crossing opportunity** - responses identifying a lack of pedestrian infrastructure to assist in crossing a road, this accounted for 11% of responses;
- **Footpath** - responses identifying issues with the condition of a footpath, this accounted for 19% of responses;
- **Kerb Ramp** - responses identifying issues with the condition of kerb ramps or a missing kerb ramp, this accounted for 7% of responses;
- **Lighting** - responses identifying areas lacking lighting or existing lighting in poor condition, this accounted for 6% of responses;
- **Pedestrian Refuge** - responses identifying the need for a pedestrian refuge or a safety concern with an existing pedestrian refuge, this accounted for 3% of responses;
- **Pedestrian Signals** - responses identifying the need for a signalised crossing or issues with existing signalised crossing, this accounted for 14% of responses;
- **Shared Path** - responses identifying the need for a shared path in a particular location or a safety issues with an existing shared path, this accounted for 12% of responses; and
- **Zebra Crossing** - responses identifying the need for a zebra crossing or an issue with an existing zebra crossing, this accounted for 10% of responses.

The remaining 18% of responses received identified general traffic concerns or gave responses that were out of scope for this study.



#### 5.4 COMMUNITY INFORMATION SESSIONS

During the consultation process, three (3) community workshops were held. Advertising for these information sessions was coordinated by Northern Beaches Council through their website and via an email subscriber list. Various community groups were also contacted via email. Bitzios Consulting prepared a detailed presentation to deliver during the sessions and had two senior staff members to answer questions and document any other pedestrian issues that may have been missed in the initial investigations.

The workshops were held as follows:

- **Tuesday 11 April 2017, 2pm to 4pm** - Queenscliff Surf Life Saving Club, Ground floor – North Steyne and Collingwood Street, Manly;
- **Tuesday 11 April 2017, 5:30pm to 7:30pm** - Manly Seniors Centre, 275 Pittwater Road, Manly; and
- **Wednesday 12 April 2017, 2pm to 4pm** - Queenscliff Surf Life Saving Club, Ground floor - North Steyne and Collingwood Street, Manly.

The attendance for each workshop was as follows:

- **Tuesday 11 April, 2pm to 4pm** – Five (5) attendees, three (3) of whom registered by email and two (2) of whom were walk-ins. Workshop ended 3:15pm;
- **Tuesday 11 April, 5:30pm to 7:30pm** – no attendees. Despite having seven (7) registered to attend, it was decided at 6:10pm, 40 minutes after the workshop was due to start, in agreement with the Council representative present, to end the workshop early; and
- **Wednesday 12 April, 2pm to 4pm** – Three (3) attendees present.

The issues raised by the community during the community workshops are summarised as follows:

- Crossing opportunities at or near the intersection of Balgowlah Road and Pittwater Road, particularly regarding access to the Seniors Centre and Harris Farm Markets;
- Safe crossing at the pedestrian refuge on Commonwealth Parade, south of West Esplanade;
- Crossing at Manly Ferry Terminal, across West/East Esplanade to Belgrave Street and The Corso. A suggestion was given, by attendees, for the installation of a countdown timer at the traffic lights; and
- Correct usage of shared paths, regarding enforcement and raising awareness of rules and correct usage. Particularly of note was the paths along the beachfront along North Steyne.

## 6. SPECIFIC ISSUES AND RECOMMENDATIONS

Throughout the consultation process, a number of specific issues were raised by Council, workers, tourists, and residents. These issues were highlighted during the community workshops and the online survey. As these issues were raised as being of considerable concern, further investigations were conducted and recommendations are discussed in detail in the following sections.

### 6.1 PITTWATER ROAD BETWEEN BALGOWLAH ROAD AND COLLINGWOOD STREET

It was identified that there were concerns regarding the lack of a crossing opportunity at Pittwater Road between Balgowlah Road and Collingwood Street, which is in close proximity to the Harris Farm Markets and the Manly Seniors Centre. Pittwater Road is a major road that carries a substantial amount of traffic each day. Hence, a safe crossing point for residents on the northern side of Pittwater Road to access Harris Farm and/or other amenities on the southern side of Pittwater Road is desirable. The section of road in question has high pedestrian attractors, these being Harris Farm, the Manly Seniors Centre, and the Manly Andrew Boy Charlton Swim Centre.

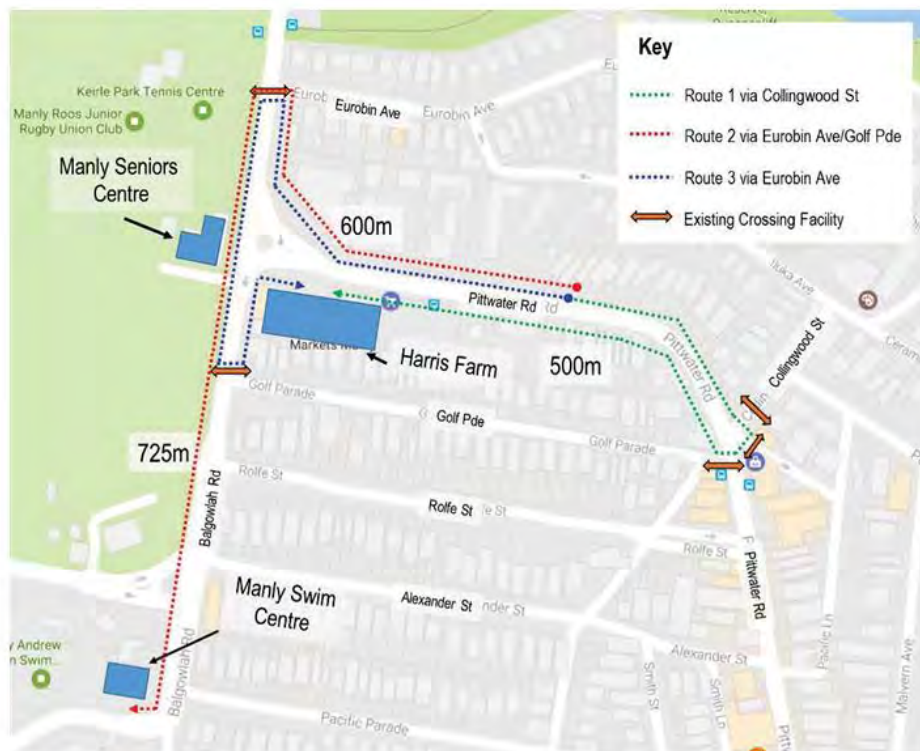
The strongest pedestrian desire lines are were identified as:

- The bus stops and medium density residential premises north of Pittwater Road and Harris Farm;
- The bus stops and medium density residential premises north of Pittwater Road and the Manly Seniors Centre; and
- The bus stops and medium density residential premises north of Pittwater Road and the Manly Andrew Boy Charlton Swim Centre.

To cross from the north of Pittwater Road to the previously outlined destinations would involve the following detours:

- Route 1 via Collingwood Street – 500m;
- Route 2 via Eurobin Avenue and Golf Parade – 600m; and
- Route 3 via Eurobin Avenue – 725m.

These routes are outlined further in Figure 6.1.



Source: Based on Google Maps

**Figure 6.1: Path to Cross Pittwater Road Using Existing Facilities**

Due to the complexity of the area, there is a need to balance the flow of traffic with pedestrian safety; three options are discussed below.

#### 6.1.1 Option 1 Pedestrian Refuge and Kerb Extension

A pedestrian refuge is an island in the middle of the road. The island allows pedestrians to cross the road in two stages. An example of a pedestrian is shown in Figure 6.2.



Source: Blacktown City Council

**Figure 6.2: Example of a Pedestrian Refuge**



Option 1 evaluates the construction of a pedestrian refuge and kerb extension on Pittwater Road. At the proposed location, a kerb extension would minimise the crossing distance. Although Pittwater Road is a four-lane road, it is operating as a two-lane road with kerb side parking allowed. Hence, the installation of kerb extensions and a refuge island are not likely to disrupt the existing traffic conditions. While refuges do not give pedestrians right of way, they allow crossing to be staged one traffic stream at a time. The relocation of bus stops would need to be considered in conjunction with Transport for New South Wales and Roads and Maritime Services.

It should be noted that this option, however, is only a short-term solution. With continued growth in the Manly LGA the need to install clearways along Pittwater Road to enable four lanes of free-flowing traffic would become apparent, this would then dictate the removal of the pedestrian refuge and if the pedestrian volumes warranted, a signalised mid-block crossing (traffic lights) could be installed in place of the refuge island.



Source: Based on Google Maps

**Figure 6.3: Concept Design for Refuge Island on Pittwater Road**

#### **6.1.2 Option 2 Signalised Mid-Block Crossing (Pedestrian Traffic Lights)**

A signalised mid-block crossing (or pedestrian traffic lights) is a location in between intersections where a set of traffic lights is used to cross the road.

Option 2 proposes the installation of a signalised mid-block crossing (pedestrian traffic lights) in a similar location as proposed in Option 1. The installation of a signalised mid-block crossing may greatly reduce the risk for pedestrians wanting to cross Pittwater Road, specifically less mobile pedestrians who may not be able to cross at a refuge island in a timely or safe manner. Further consideration would need to be given to the coordination of the signal timing with the signalised intersection upstream and downstream. This would ensure that the installation of the signalised mid-block crossing (pedestrian traffic lights) does not worsen the existing traffic conditions. Figure 6.4 outlines the proposed location for the midblock crossing.

Although the existing pedestrian counts would not warrant for a signalised mid-block crossing, given the number of elderly residents located in the area, the installation of mid-block crossing is desirable. Additional consultation with Roads and Maritime Services to approve the installation of a signalised mid-block crossing would be required.



Source: Based on Google Maps

**Figure 6.4: Concept Design for a Mid-block Crossing (Pedestrian Traffic Lights) on Pittwater Road**

#### 6.1.3 Option 3 Signalised Pittwater Road and Balgowlah Road Intersection (Traffic Lights)

Option 3 would be to convert the existing roundabout at Pittwater Road and Balgowlah Road into a signalised intersection (traffic lights). This option would provide protected pedestrian crossings on all approaches. Further analysis would be required in designing the intersection. Signal coordination with the signalised intersection upstream and downstream would be required. This option would involve significant civil construction works and may cause some disruption to traffic and considerable cost in the design and construction stages.





Source: Based on Google Maps

**Figure 6.5:** Concept Design for Fully Signalised Intersection Pittwater Road



## 6.2 BOWER LANE

Bower Lane provides local access to Marine Parade and Shelly Beach, particularly during the weekends, school holidays, and public holidays. Currently Bower Lane is a high conflict area with a combination of continuous pedestrian traffic and a loading zone. This may pose significant risk to the pedestrians, especially those less mobile who are unable to navigate past the vehicles easily.

Due to the narrow width of Bower Lane, delivery vehicles are unable to turn around at the end of the lane, so either reverse into the lane from Bower Street or drive in forward and reverse out into Bower Street.

Bower Lane has a footpath on either side along its length, but due to the steep grade and the cracked and uneven footpath, some pedestrians choose to walk on the street. This presents a challenge for those with limited mobility and caretakers for children who wish to visit the area by walking.

It is recommended that Bower Lane be converted to a shared zone, similar to the example shown in Figure 6.6, in accordance with the *Roads and Maritimes Services Design Implementation of Shared Zones Including Provision for Parking* (TTD 2016/001). A link to which can be found in Appendix A.



Source: Roads and Maritimes Services TTD 2016/001: Design and implementation of shared zones including provision for parking.

**Figure 6.6: Example of a Shared Zone**

Reconfiguring Bower Lane into a shared zone would entail the removal of the kerb and thus widen the existing laneway. This would allow commercial vehicles to complete a three-point turn wholly within the lane and remove the need to reverse in and out of the lane. The change to a shared zone would also involve the installation of smooth paving to create a more comfortable and safer walking environment for all user groups, as shown in the example of a shared zone in Figure 6.6 above.

In conjunction with the implementation of a shared zone, it is recommended to restrict the loading time and size of commercial vehicles. This would provide a safer environment for pedestrians accessing Bower Lane by reducing the time that the lane is shared by both pedestrians and commercial vehicles.

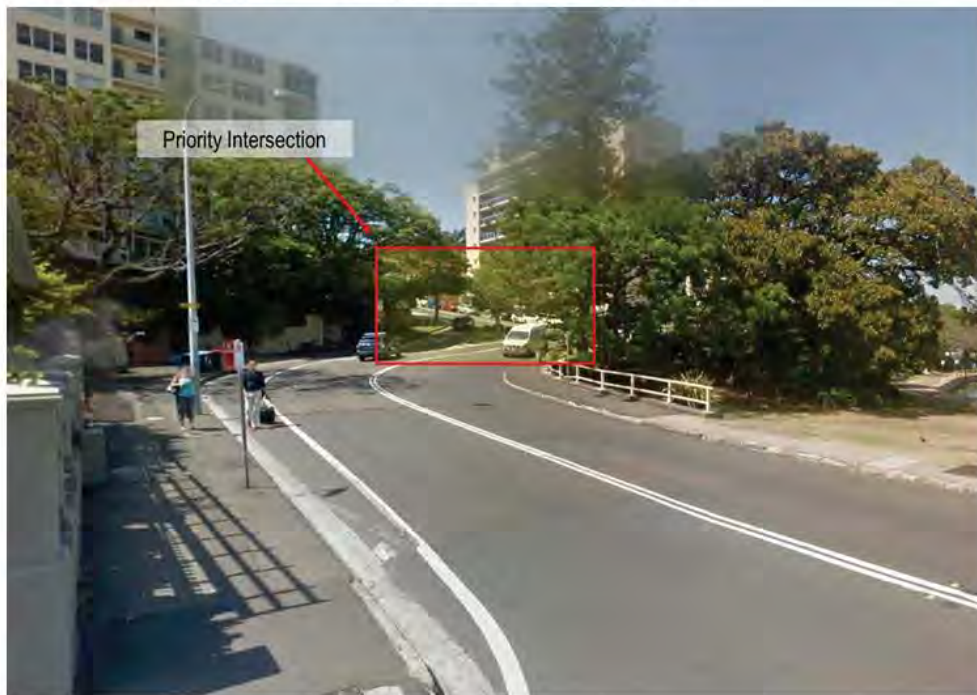
### 6.3 ASHBURNER STREET AND EAST ESPLANADE

The issue of pedestrians wanting to cross East Esplanade at Ashburner Street was raised as an area of concern. Several concerns were raised at this location; they include:

- The area proposed for a zebra crossing is located less than 30 metres from a corner; and
- The proposed location is at the base of a steep gradient.

The following points demonstrate why a zebra crossing would not be suitable:

- This location would not allow adequate sight distance for pedestrians to see approaching cars and similarly for a driver to see pedestrians who may be crossing; and
- Drivers travelling down the hill are likely to take longer to come to a stop.



Source: Based on Google Maps

**Figure 6.7: View from Ashburner Street towards the Priority Intersection**

To improve pedestrian safety further, the extension of the crash barrier on the northern side of East Esplanade, pedestrian fencing, and a pedestrian refuge just north of Ashburner Street are recommended, as shown in Figure 6.8. The intention is to direct pedestrians away from the corner and create a safe location to cross.





Source: Based on Google Maps

**Figure 6.8: Proposed Changes to East Esplanade and Ashburner Street**



#### 6.4 BRIDGE ROAD NEAR NORTH STEYNE PEDESTRIAN CROSSING

The location and use of the wombat crossing near Queenscliff Surf Life Saving Club located at the intersection of North Steyne, Collingwood Street, Cameron Avenue and Bridge Road was raised as a concern. It was identified that the use of this crossing was causing congestion for vehicles at the intersection. It was observed that pedestrians parked their cars in Cameron Avenue, which is time restricted to a period of less than 2 hours (2P parking), and then use the crossing to access the foreshore and Queenscliff Surf Life Saving Club (QSLSC). Given the regular use of the crossing for access to the QSLSC and other attractors, concerns were raised about the safety of children and other pedestrians, who would regularly use the crossing for the Nippers junior activities program and access to the beach.

An evaluation of the appropriateness of the crossing was undertaken and found that under section 7.2.4 in *Austrroads Guide to Traffic Management, Part 8: Local Area Traffic Management*, a wombat crossing at this location would be inappropriate. The section states, due to insufficient sight distance a wombat crossing would be inappropriate. The crossing is shown in Figure 6.9.



Source: Based on Google Maps

**Figure 6.9: Location of Pedestrian Crossing North Steyne and Bridge Road**

As outlined previously, this crossing is at a strong pedestrian desire line. Therefore, the removal of the wombat crossing would not prevent pedestrians from continuing to cross at the existing location. Therefore, in conjunction with the removal of the existing wombat crossing three options have been discussed.

##### 6.4.1 Option 1 Relocation of Pedestrian Crossing

Option 1 involves the relocation of the existing wombat crossing south, approximately 50 to 60 metres along North Steyne, as shown in Figure 6.10. The location for the proposed wombat crossing is on a straight section of road with clear sightlines in both directions and no adjoining side streets.



Source: Based on Google Maps

**Figure 6.10: Concept Design Relocation of North Steyne Pedestrian Crossing**

The proposed location would resolve the issues raised regarding the crossing's current location as specified in section 7.2.4 in the *Austrroads Guide to Traffic Management, Part 8: Local Area Traffic Management*. Installation of a crossing at the proposed location would require the removal of one or more parking spaces along the foreshore. This may put pressure on the parking infrastructure in the area especially given the proximity to pedestrian generators and attractors, with consideration to be given to the bus stop, pedestrian and residential driveways nearby.

As outlined previously the current crossing is positioned along a pedestrian desire line, between access to the QSLSC and the Manly Lagoon. Moving the pedestrian crossing further south would require pedestrians to cross Collingwood Street and move away from the desire line. Removal of the crossing may not stop pedestrians from attempting to cross at the current location.



#### 6.4.2 Option 2 Installation of Signalised Intersection

Option 2 proposes the installation of a signalised intersection (traffic lights) at the intersection of North Steyne, Collingwood Street, Cameron Avenue, and Bridge Road as shown in Figure 6.11.



Source: Based on Google Maps

**Figure 6.11: Concept Design for North Steyne and Bridge Road Signalised Intersection**

This option allows for protected pedestrian crossing opportunities at all four streets reducing the risk to pedestrians. The signalised intersection may assist in reducing congestion, as all vehicle movements would be controlled. However, this option would involve significant civil works and may cause disruption to traffic during the construction stage. Also of note is the location of a bus stop on Bridge Road, 5 meters north of Cameron Avenue as shown in Figure 6.11. Consideration should be given to the bus stop during design.

Further investigation and a study, taking into account the queue lengths generated by the signals, would need to be undertaken before this option could be implemented.



#### 6.4.3 Option 3 Re-direction through Pedestrian Underpass

The existing wombat crossing is a high pedestrian desire line; therefore, pedestrians may continue to walk across the road following the removal of the wombat crossing. Option 3 utilises the already existing pedestrian underpass located just north of the Queenscliff Surf Life Saving Club (QSLSC) and the Lagoon adjacent to Cameron Avenue. As seen below in Figure 6.12, the underpass is accessible from Cameron Avenue and the Manly Beach foreshore.



Source: Based Google Maps

**Figure 6.12: Lagoon to Queenscliff Surf Life Saving Club via Underpass**

Use of the Underpass would allow for uninterrupted flow of traffic from Bridge Street through North Steyne as well as reducing the risk to pedestrians. In order to encourage more people to use the underpass, the following improvements are recommended:

- Installation of wayfinding signs, directing users via the underpass to the beach and surrounds;
- Widening of the path to allow for shared use by bicycles and pedestrians; and
- Installation of lighting.

Following works to the underpass, education of residents and tourists would be required to ensure they were aware of the alternative route. This could be done through use of the following:

- Advertising on the Council website;
- Advertising material, such as leaflets, distributed to local businesses located in high pedestrian areas;
- Bus and Television campaigns; and
- Announcements at local community sporting events, for example The Queenscliff Surf Life Saving Club Nippers Program.

Similar to the other options discussed, the proposed route is not along a pedestrian desire line and is unlikely to dissuade pedestrians from trying to cross at the existing crossing location.

## 6.5 TOWN HALL PEDESTRIAN CROSSING – THE CORSO AND WHISTLER STREET

Concerns were raised over the safety of the zebra crossing, located adjacent to the Town Hall and the Council Chambers, providing a crossing across The Corso and Whistler Street.

An audit was conducted pursuant to the guidelines set out in section 7.2.4 in the *Austroads Guide to Traffic Management, Part 8: Local Area Traffic Management*. The guidelines specify that the distance from the edge of the marked crossing to the outer edge of the ramp be no more than 1.5m. The limit is exceeded in this crossing, as shown in Figure 6.13.

Some pedestrians were observed to use the unmarked section of the crossing rather than cross at the marked section, which may pose a risk to pedestrians. This is due to drivers not expecting a pedestrian to step onto the road prior to the formal crossing.

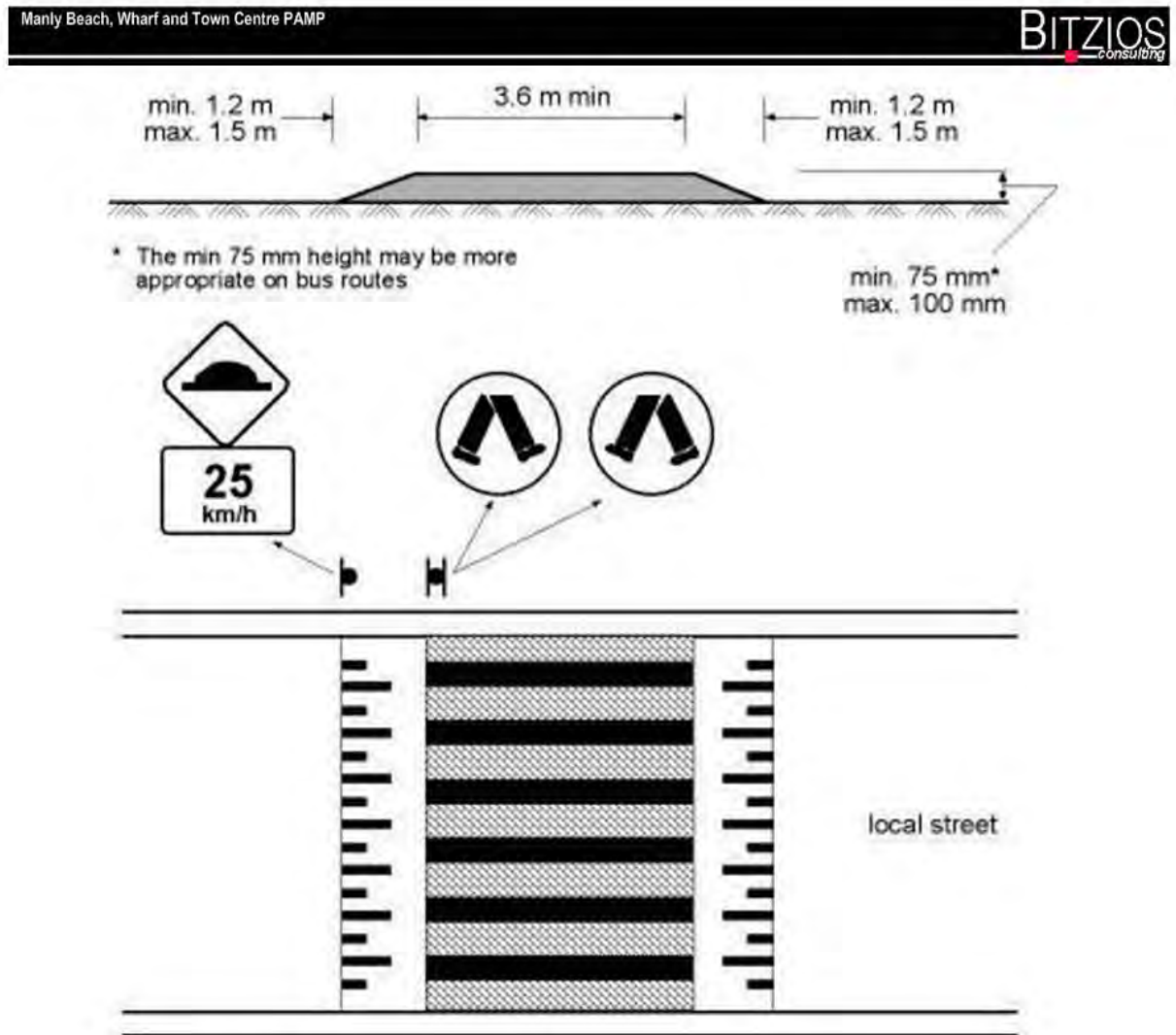


Source: Based on Google Streetview

**Figure 6.13: Pedestrian Crossing Located at The Town Hall**

In order to resolve the compliance issue, it is recommended that the crossing be redesigned in line with section 7.2.4 in the *Austroads Guide to Traffic Management, Part 8: Local Area Traffic Management*, as shown in Figure 6.14. It is also recommended that pedestrian fencing or a planter box be placed where pedestrians were observed crossing prior to the zebra crossing. This would need to ensure the maintenance of sight lines for approaching vehicles.





Source: Austroads Guide to Traffic Management, Part 8: Local Area Traffic Management

Figure 6.14: Extract from Austroads Specifying Raised Crossing Dimensions



## 6.6 CROSSING OPPORTUNITY PITTWATER ROAD TO NORTH STEYNE VIA CARLTON STREET

The issue of crossing Pittwater Road and subsequently North Steyne, at or within proximity to Carlton Street, was raised. The main concern was that there was no existing pedestrian crossing at these locations.

Residents were concerned that it was too dangerous to cross Pittwater Road, especially with children, and that the nearest safe place to cross was Pine Street or Raglan Street, 220m North and 320m South of Carlton Street respectively. Two proposed locations for crossings are shown in Figure 6.15 below.



Source: Based on Google Maps

**Figure 6.15: Proposed Location for Pedestrian Crossing - Carlton Street**

To allow safe crossing at Pittwater Road the intersection would need to be converted to a fully signalised intersection (traffic lights). This would allow for safe crossing for both those less mobile pedestrians and parents crossing with prams or children. In conjunction with the signalised intersection, a pedestrian refuge would need to be installed at North Steyne just north of Carlton Street. A concept design for the proposed crossings are shown in Figure 6.16.



Source: Based on Google Maps

**Figure 6.16: Concept Design Pedestrian Infrastructure Carlton Street**

The combination of the signalised intersection and pedestrian refuge creates a safe path along Carlton Street from Pittwater Road to North Steyne. The installation of this infrastructure may impact parking availability in the area and the relocation of a bus stop on North Steyne. This solution would be costly and potentially have pedestrians crossing in conflict with bicycles on the shared path, so the design would need to consider pedestrian and cyclist interaction.



## 6.7 BALGOWLAH ROAD AND KENNETH ROAD INTERSECTION

Specific issues were raised regarding the intersection of Kenneth Road and Balgowlah Road. Specific issues included:

- vehicles failing to stop at the crossing;
- vehicle speeds; and
- vegetation and cracked pavement on the north-western corner.

It is recommended that the footpath along the slip lane island should be filled in and replaced with a new path on the island that would line up with the kerb ramp on the northern side of the intersection. This is shown in Figure 6.17.



Source: Based on Google Maps

**Figure 6.17: Concept Design for Balgowlah Road and Kenneth Road Footpath**

Although outside the study area for this PAMP, it is recommended that an investigation be undertaken into reduction of the speed limit along Kenneth Road adjacent to the Manly Andrew Boy Charlton Swim Centre. Given the presence of angle parking and the high pedestrian activity, a reduction in the speed limit would likely increase the safety of pedestrians utilising these facilities and crossing at the intersection of Kenneth Road and Balgowlah Road.

Further to these changes, two options are discussed below.

### 6.7.1 Option 1 Reconfigure Current Crossing

There are two stop lines on the northbound approach that may lead to confusion for pedestrians and motorists. To improve compliance at the crossing, it is recommended to remove the northern stop line and replace it with a continuity line (broken line). In conjunction with changes to linemarking, it is recommended that speed cushions be installed immediately south and north of the crossing on the western and eastern sides of the road respectively. This will reduce confusion for drivers and lessen the likelihood that they will stop over the crossing or roll through the stop sign. The road cushions are to cause drivers to slow down



and therefore increase the safety for pedestrians using the crossing in question. Figure 6.18 shows the changes for Option 1 below.



Source: Based on Google Maps

**Figure 6.18: Option 1 Concept Design Reconfiguration Balgowlah Road Pedestrian Crossing**

#### 6.7.2 Option 2 Relocation of Crossing

Option 2 recommends the zebra crossing be relocated 20 metres south along Balgowlah Road. This option would give drivers room to stop between the crossing and the stop line, reducing the likelihood for a driver to stop across the zebra crossing. It also increases visibility for pedestrians crossing, as vehicles turning into Kenneth Road from Balgowlah Road are less likely to obstruct the view of pedestrians. Although the new location has a decreased risk to pedestrians, some users may be less likely to use the crossing, as they would have to change path from the desired path of travel. The installation of the new crossing may also require removal of some parking near the Noahs Ark Child Care Centre and the Manly Andrew Boy Charlton Swim Centre.



Source: Based on Google Maps

Figure 6.19: Option 2 Concept Design Relocation of Balgowlah Road Pedestrian Crossing



## 6.8 DARLEY ROAD SHARED PATH

From the audit, it was observed that the shared path along the eastern side of Darley Road between Marshall Street and Bluefish Drive lacked proper linemarking and signage. Figure 6.20 shows an example of where the path crosses a driveway. There is a lack of pavement markings to warn the driver of the potential cyclists along the path. The lack of signage and markings poses a risk to cyclists as stated above and for pedestrians who may not be aware of cyclists on the path.



Source: Google Street View

**Figure 6.20: Example of Shared Path Crossing Driveway Darley Road**

It is recommended that signage be installed at the beginning of the shared path. This will alert pedestrians to the shared nature and make them more alert to cyclist who may pass them on the path. Similarly, signage needs to be put in place at the end of the path to direct cyclist that the shared path ends at Bluefish Drive. It is also recommended that linemarking be put in place along the length of the path to indicate to cyclists and pedestrians the shared use of the path. Examples of these markings are shown in Figure 6.21.

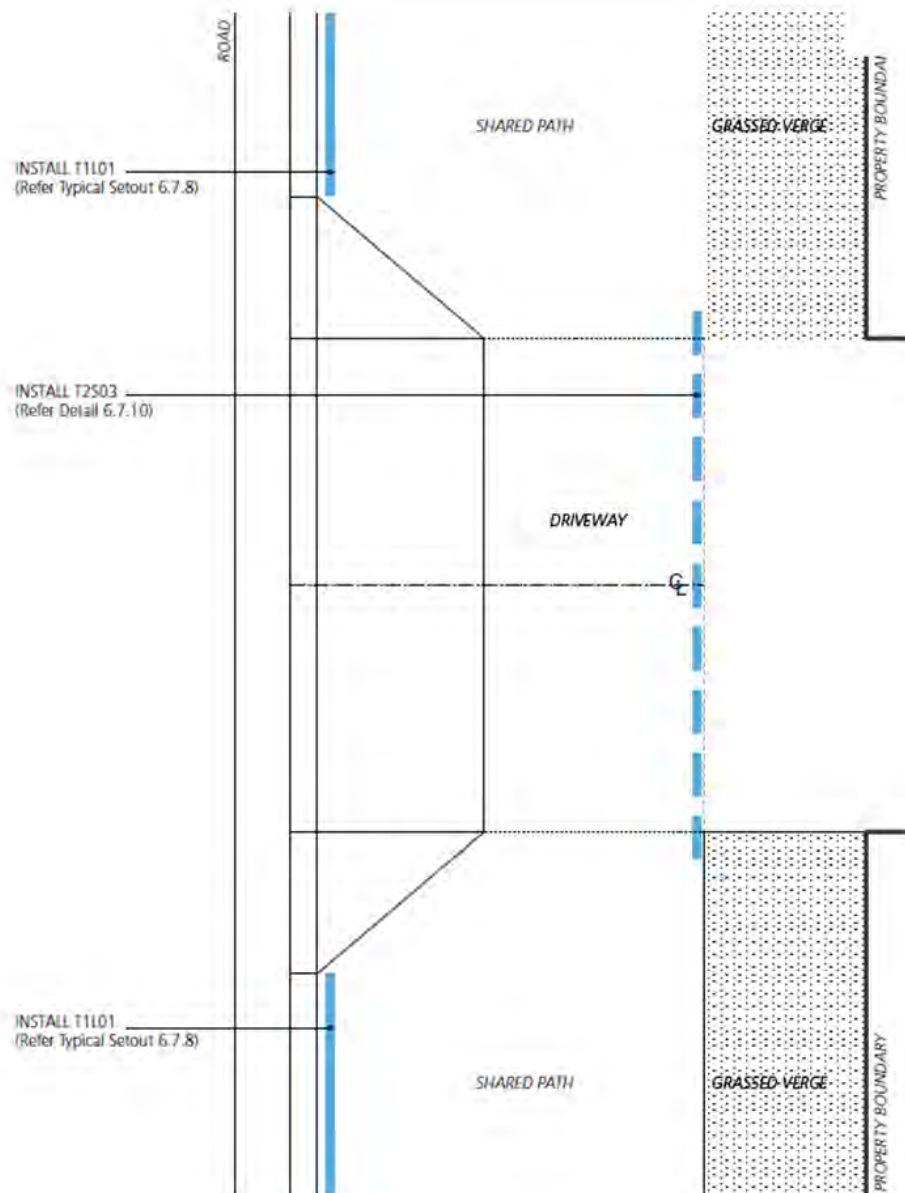
Similarly, markings should be installed across driveways to indicate to drivers that the shared path crosses their path, an example based on the *City of Sydney Pathways Pavement Markings Standards* as shown in Figure 6.22.





Source: City of Sydney Pathways Pavement Markings Standards

Figure 6.21: Examples of Linemarking for Shared Paths



Source: City of Sydney Pathways Pavement Markings Standards

Figure 6.22: Example Detail for Shared Path Crossing a Driveway

## 6.9 MANLY BEACH FORESHORE SHARED PATH

The shared path that runs the length of the Manly Foreshore was identified as having issues with missing linemarking. An example can be seen below in Figure 6.23.



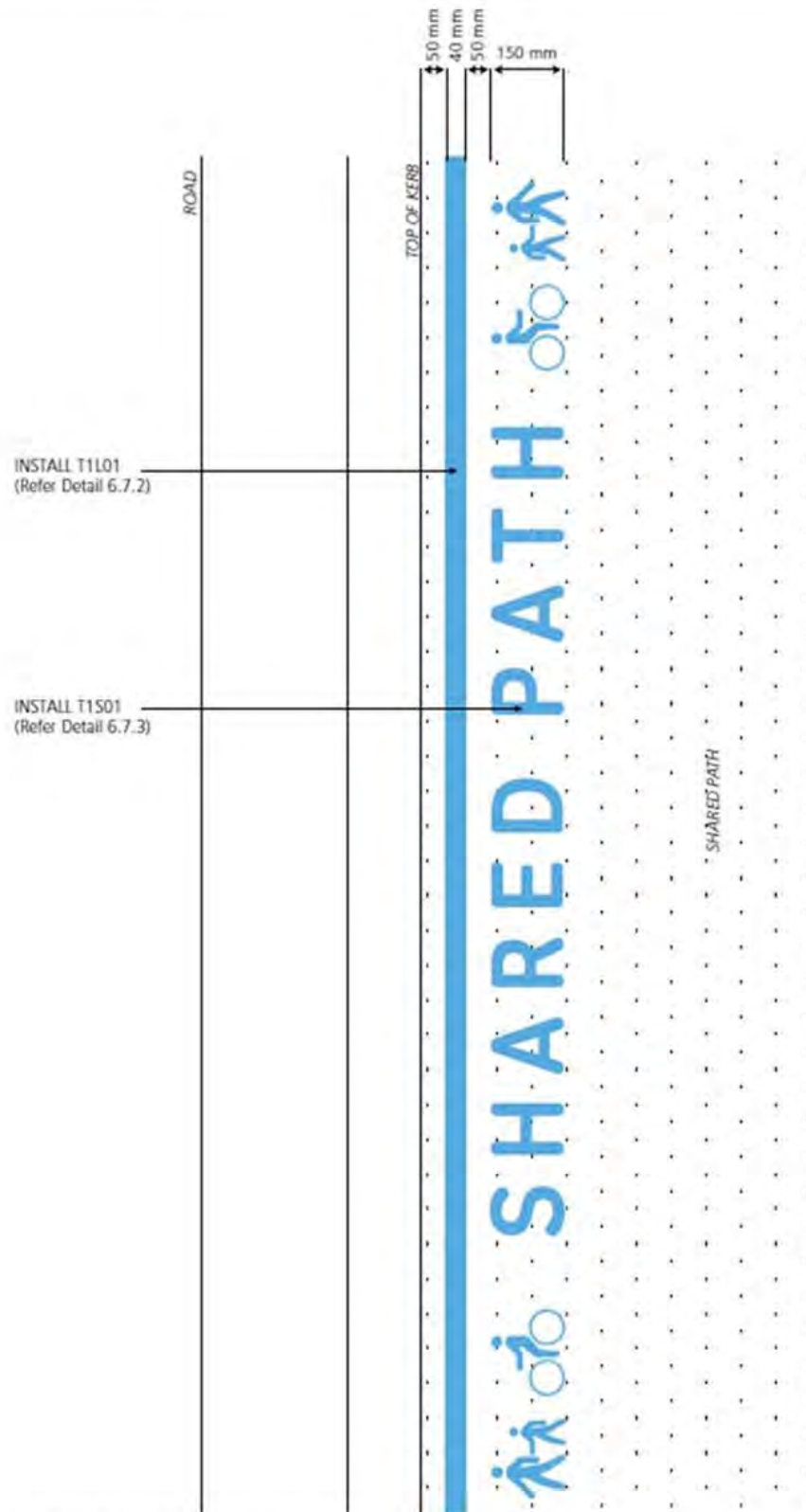
**Figure 6.23: Manly Foreshore Shared Path Missing Linemarking**

As shown in Figure 6.23, shared path users currently interact with people exiting cars or crossing the road, which is located next to the shared path. Pedestrians were observed stopping in the middle of the shared path unaware of shared path users, cyclists and pedestrians using the shared path.





To resolve this issue, it is proposed that the City of Sydney Pathways Pavement Markings Standards be implemented by Northern Beaches Council along the length of the shared path. As recommended in section 6.8, the shared path should have linemarking consistent with Figure 6.21 and Figure 6.22. In conjunction, Figure 6.24 gives an example of the linemarking to be used in areas where there is a high likelihood of pedestrians conflicting with users of the shared path, an example of this being the area directly opposite the marked zebra crossing at Denison Street.



Source: City of Sydney Pathways Pavement Markings Standards

Figure 6.24: Example of Linemarking at High Pedestrian Area

## 6.10 RIALTO LANE

Rialto Lane was identified as having a higher risk to pedestrian safety due to the combined loading zone and pedestrian use. Changes have already been made to the area to pedestrianise the laneway; however, due to the high volume of cars and delivery vehicles, significant risk still exists for pedestrians.

According to the current Urban Design Guidelines from Northern Beaches Council, there is a plan to enhance street/lane frontage to Rialto Lane, as such future developments will be required to incorporate active frontage. Thus, any development submitted after April 2002 will be subject to these guidelines.



Source: Google Street View

**Figure 6.25: View of Rialto Lane from Path to The Corso**

It is recommended that wayfinding signage be installed in Rialto Lane to direct pedestrians to areas within Rialto Lane currently with shop fronts and cafes, through to The Corso, to the supermarket and the Manly Beach Foreshore. Wayfinding will reduce the risk to pedestrians by directing them away from areas with no shop fronts and high vehicle activity; as development continues the wayfinding can be updated to include the new businesses. To improve pedestrian safety further, two strategies are discussed below.

### 6.10.1 Strategy 1 Linemarking

Strategy 1 includes the addition of linemarking to the pavement, outlining the location of loading zones adjacent to the building's loading docks in Rialto Lane. This would only be required for developments with the requirement for a loading dock under the DCP. Sections of Rialto Lane not requiring a loading zone should be marked as no stopping to allow for better pedestrian and vehicle movement.

Linemarking is suggested as a means of controlling vehicle movements in Rialto Lane rather than using physical barriers, such as bollards, in order to reduce the perception by drivers of separate pedestrian and vehicle areas. The use of bollards extensively along every street frontage may cause a driver to assume that pedestrians will walk behind the bollards, as opposed to sharing the entire area. In areas where extra protection may be required, i.e. a doorway to a café or emergency exit, bollards may be installed, but this should be considered in consultation with business owners and Council.



#### 6.10.2 Strategy 2 Restricted Loading Times

Similar to a report compiled by GTA Consultants, Strategy 2 recommends the restriction of loading times in Rialto Lane to a restricted period of time outside peak hour. A time of 07:00am - 10:00am has been suggested during community submission, although further consultation should be undertaken to ensure the most appropriate time period is selected. Restricting the loading times to a specific time period will reduce the risk to pedestrians given that there is likely to be little or no pedestrian activity during the specified period. Restricting loading times may affect smaller business, and consideration should be given to negotiate reasonable changes to the time period given with conditions dictating loading activities be during a period of low pedestrian activity.

Further to the suggested restricted loading times within Rialto Lane, it has also been suggested to use the existing loading zone on Wentworth Street as an alternative loading zone during the hours in which loading is restricted in Rialto Lane. When not in use as a loading zone this area may be used for short-term timed parking.

#### 6.10.3 Strategy 3 Shared Loading Zones

Currently two (2) large loading docks / zones exist within Rialto Lane. The first loading dock / zone is owned by Coles and is located at the western end of Rialto Lane, the second loading dock / zone is owned by Ribs and Rumps and is located at the eastern end of Rialto Lane. A potential strategy to be considered is the shared use of these loading docks / zones by all businesses located in Rialto Lane. The loading docks / zones identified have the potential capacity to service all the businesses that currently exist in Rialto Lane and would remove the need for any vehicles to park on the laneway to service the businesses. Reducing the amount of vehicles parking on Rialto Lane may reduce the risk of a conflict occurring between pedestrians and vehicles, and increase safety for pedestrians.

However, this option would require Council to negotiate with the current owners of the loading docks / zones identified for their use. This may lead to increased costs for Council and the associated businesses to maintain and use the shared areas. Before this strategy could be implemented, further consultation should be undertaken with business owners and Council.

#### 6.10.4 Future Works – Strategic Future Growth Plan

It is recommended that future developments of considerable size have an on-site loading dock included as provided for in the DCP. This would not be required for small developments such as cafes. Inclusion of a loading dock will reduce the number of vehicles stopping in the laneway to offload goods.

## **6.11 MARKED PEDESTRIAN CROSSINGS (ZEBRA CROSSING)**

The ability to cross safely at marked pedestrian crossings was raised, both during consultation and during the site audits, with particular concern for safe use of the marked crossings at night. As there is a high risk to pedestrian safety when crossing, individual audits of the marked crossings in question were undertaken. An audit was undertaken at the following locations:

- Intersection of East Esplanade and Victoria Parade;
- Intersection of North Steyne and Denison Street;
- Intersection of North Steyne, Collingwood and Bridge Road;
- Intersection of North Steyne and Pacific Street;
- Raglan Street between Short Street and Central Avenue;
- Slip Lane, Sydney Road and Belgrave Street;
- The Corso and Whistler Street (adjacent to the Town Hall);
- Intersection of South Steyne and Victoria Parade;
- Intersection of South Steyne and Wentworth Street; and
- Intersection of North Steyne and Pine Street.

Each audit was undertaken during daylight and night-time conditions in order to assess visibility, lighting, linemarking, and signage.

The issues identified at each location are discussed below. Crossings not discussed below were found to have no issue of concern at the time of the audit.

### **6.11.1 East Esplanade and Victoria Parade**

The marked crossing on East Esplanade was not well lit, so the crossing and pedestrians using the crossing were difficult to see. Pedestrians approaching from the Foreshore were also observed to be obscured by vegetation located at the edge of the road.

To resolve the issues observed, it is recommended that further advice be sought from an appropriate lighting consultant regarding installation of adequate lighting fixtures. It is recommended that vegetation be managed to ensure pedestrian visibility.

### **6.11.2 North Steyne and Denison Street**

The marked crossing at this location was not well lit, so the crossing and pedestrians using the crossing were difficult to see. It is recommended that further advice be sought from an appropriate lighting consultant regarding installation of adequate lighting fixtures.

### **6.11.3 North Steyne, Collingwood and Bridge Road**

The marked crossing at this location was not well lit, so the crossing and pedestrians using the crossing were difficult to see. In particular, the linemarking was difficult to see in low light levels. Therefore, drivers might not see the crossing until they are very close to the crossing. It is recommended that further advice be sought from an appropriate lighting consultant regarding installation of adequate lighting fixtures.

Please refer to Section 6.4 regarding other recommendations for improvements at this location.

### **6.11.4 North Steyne and Pacific Street**

The sign located on the eastern side of North Steyne was partially concealed by vegetation. It is recommended that vegetation be pruned to ensure the visibility of signage.

### **6.11.5 Raglan Street**

Following the audit, the crossing was found to be non-compliant with *AS1742 Part 10: Pedestrian control and protection and Roads and Maritime Supplement to Australian Standard 1742 Manual of Uniform Control Devices parts 1-15 Version 2.4*. AS1742 and the supplement require double white centrelines on



each approach to the crossing, with a minimum length of 20 metres and Bi-directional Raised Reflective Pavement Markers at 5 metre spacing. As shown in Figure 6.26 below, the Raglan Street crossing does not currently meet this requirement.



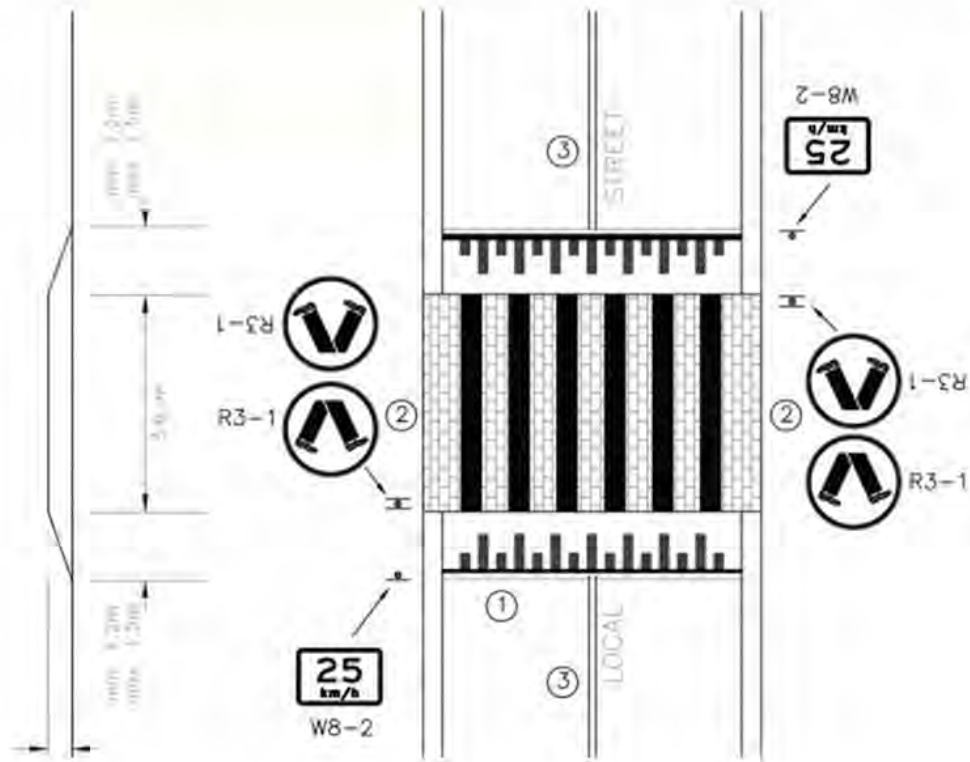
**Figure 6.26: Photo of Raglan Street Pedestrian Crossing**

It is recommended that the linemarking for the crossing in question be installed in accordance with AS1742 Part 10: *Pedestrian control and protection* and *Roads and Maritime Supplement to Australian Standard 1742 Manual of Uniform Control Devices parts 1-15 Version 2.4*.

Further to this, signage located on the southern side of the crossing was partially concealed by vegetation. It is recommended that vegetation be pruned to ensure the visibility of signage.

In addition to the issues raised during the audit, significant concern has been raised regarding vehicles failing to stop resulting in near misses, particularly vehicles on the western approach. A review was conducted of the signage and sightlines on approach to the marked crossing and no significant issues were identified. However, given the proximity of the crossing to a school and the concerns raised, the installation of a wombat crossing has been discussed as an option to increase pedestrian safety, an example of which can be seen in Figure 6.27.





Source: Austroads Guide to Traffic Management, Part 8: Local Area Traffic Management

**Figure 6.27: Example of a Wombat Crossing**

Section 7.2.4 in the *Austroads Guide to Traffic Management, Part 8: Local Area Traffic Management* recommends the installation of wombat crossings at mid-block locations, especially near schools, as a means to reduce vehicle speeds and reduce pedestrian-vehicle conflicts. Given the previous stated concerns, the installation of a wombat crossing is seen as an appropriate measure for reducing risk to pedestrians crossing at this location. There may be potential issues with the installation of a raised crossing concerning the bicycle lane that runs along Raglan Street. It is recommended, as outlined in the Austroads guidelines, that the wombat crossing have a ramp gradient of 1:15 to 1:20. To reduce potential conflict between pedestrians and bicycles when crossing, a 'bicycles give way to pedestrians' sign should be installed on both approaches in conjunction with a hard stop line to indicate to cyclists that pedestrians have right of way.

## 6.12 SIGNALISED MID-BLOCK CROSSING DARLEY ROAD AND THE CORSO

Issues surrounding the signal timing of the mid-block crossing at The Corso and Darley Road was raised, indicating that a longer cycle time may be required.

An audit was conducted of the crossing on a typical weekday during peak and off-peak times. It was observed that the cycle time was adequate, allowing all pedestrians to cross and minimising disruption to the flow of traffic through the intersection.

On occasion, improper use of the crossing was observed. This behaviour has the potential to increase the risk of a crash occurring. It is recommended that Council undertake an awareness and education campaign on the use of signalised crossings.

### 6.13 INTERSECTION OF BELGRAVE STREET AND THE CORSO

During the consultation process, the signalised crossing across East Esplanade at the intersection of Belgrave Street and The Corso was raised as an issue. On many occasions, pedestrians were observed to cross the intersection against a red don't walk signal, putting themselves at risk and creating congestion for motorists. This behaviour was observed during peak periods during a site visit.

A potential solution to the issues surrounding the crossing at the intersection is installation of a countdown timer. A countdown timer would allow pedestrians to cross the intersection safely and give pedestrians an indication of the remaining time available to cross. This is likely to reduce the number of pedestrians crossing the road after the red crossing signal has appeared.



**Figure 6.28: Example of a Countdown Timer**

In order to install a countdown timer changes would need to be made to current phasing. The pedestrians crossing phase would have to be confined to a separate phase, with all sides of the intersection crossing simultaneously. This is likely to increase the wait time for pedestrians, as the phase(s) associated with crossing will occur less frequently. It is also likely to increase wait time for motorists, as the pedestrian crossing phase will have a longer duration.

### 6.14 SIGNALISED INTERSECTION OF DARLEY ROAD AND WENTWORTH STREET

This particular intersection was raised as an area of concern and potential high risk to pedestrians crossing at all sides of the intersection. The first issue raised was motorists trying to turn the corner whilst a pedestrian was crossing on a green walk signal. This type of behaviour puts pedestrians at a high risk of collision if a driver were to be careless and hit a pedestrian. The second issue raised regarded pedestrians running out into the intersection after other pedestrians had crossed and motorists had begun to drive through the intersection. Of particular note was the proximity of a school where children are potentially more likely to run or walk into the intersection without looking.





Source: Based on Google Maps

**Figure 6.29: Location of Signalised Intersection – Wentworth Street**

It is recommended to reconfigure the existing signal phasing to include pedestrian protection (delaying the green light or vehicles) as a means of reducing risk to pedestrians when crossing at the intersection. As outlined in the Roads and Maritime Services design guideline *Traffic Signal Design: Section 7 Phasing and Signal Group Display Sequence*, specifically Part 7.10.2, "Timed protection should be considered when there is a high proportion of children, elderly, or people with disabilities". Given the proximity to the school and a supermarket, installation of pedestrian protection should be considered.

## 6.15 MANLY LAGOON

### 6.15.1 Lighting

The issues of lack of or insufficient lighting throughout the Manly Lagoon were significant and the lagoon was identified as an area of concern. A site audit was conducted to assess the degree to which the issue effected pedestrian mobility.

The site was inspected in daylight and at night. It was initially assessed in daylight to document the already existing lighting, if any was present, taking note of location and the type of lighting that existed. Following this, the site was inspected at night, when the level of lighting was noted and how the lighting levels affected a pedestrian's ability to access and use the lagoon. It was found that there was already existing lighting infrastructure, as shown in Figure 6.30, although the level of visibility produced and spacing of the lighting was inadequate.





**Figure 6.30: Example of Existing Lighting in Manly Lagoon**

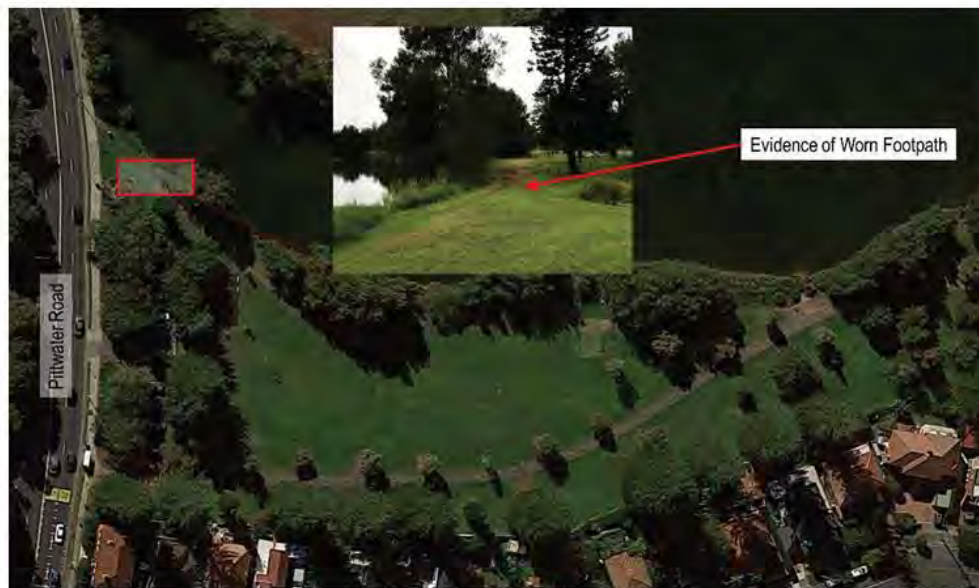
It is recommended that lighting be installed along the length of the shared path, extending from Pittwater Road to Cameron Ave and Bridge Road. The lighting should meet P3 lighting standard as defined by the AS/NZS 1158.3.1:2005 Lighting for Roads and Public Spaces. As a part of this process, consideration should be given to residents abutting the Manly Lagoon, ensuring the lighting solution selected does not cause excessive light pollution and meets the requirements of AS 4282-1997 Control of obtrusive effects of outdoor lighting.

As highlighted during community submissions, much of this work is currently underway and being addressed by another study. It is recommended that work already being undertaken or completed should not be re-done; instead the work being undertaken should consider the recommendations highlighted by this study.

#### 6.15.2 Shared Path

An audit of the shared path was conducted because of conflict between cyclists and pedestrians using the shared path along Manly Lagoon was raised as an issue of concern. At the time of the audit, a relatively high number of cyclists and pedestrians were noted using the shared path, although there was no apparent conflict from its shared use.

There is a second path worn in by pedestrian and cyclist activity along the foreshore of the lagoon, see Figure 6.31. This indicates that many pedestrians and cyclists may be using an alternative path along the foreshore instead of the shared path.



Source: Based on Google Maps

**Figure 6.31: Evidence of Worn Footpath along Manly Lagoon**

It is recommended a pedestrian survey be undertaken to assess the requirements for changes to be made to the existing infrastructure, in particular the shared path. Furthermore, community feedback should be sought, potentially on location, to assess whether conversion of the worn path to a pedestrian path, separated cycle path or shared path is required.

Dependant on the results of the survey and community feedback two options are available. Each option could be considered as either a separate or a multistage solution.

#### ***Option 1 Widening the Shared Path***

Option 1 is widening the existing shared path be widened to facilitate the large amount of foot traffic using the Lagoon. This would enable cyclist to safely pass pedestrians and give ample room for increases in pedestrian traffic.

#### ***Option 2 Installation of Pedestrian Path***

Option 2 is converting the worn path along the foreshore of the lagoon, as shown in Figure 6.31, to a pedestrian path, separated cycle path or shared path. This would enable all pedestrians to utilise the section of path and increase the capacity of the lagoon for pedestrians. It should be noted that existing the shared path should remain for shared use in conjunction with the creation of the alternative path.



#### 6.16 PEDESTRIAN REFUGE COMMONWEALTH PARADE AND WEST ESPLANADE

Concerns were raised about the safety of pedestrians when crossing Commonwealth Parade 20 meters south of West Esplanade. The pedestrian refuge follows a sweeping curve after turning off West Esplanade.



Source: Based on Google Maps

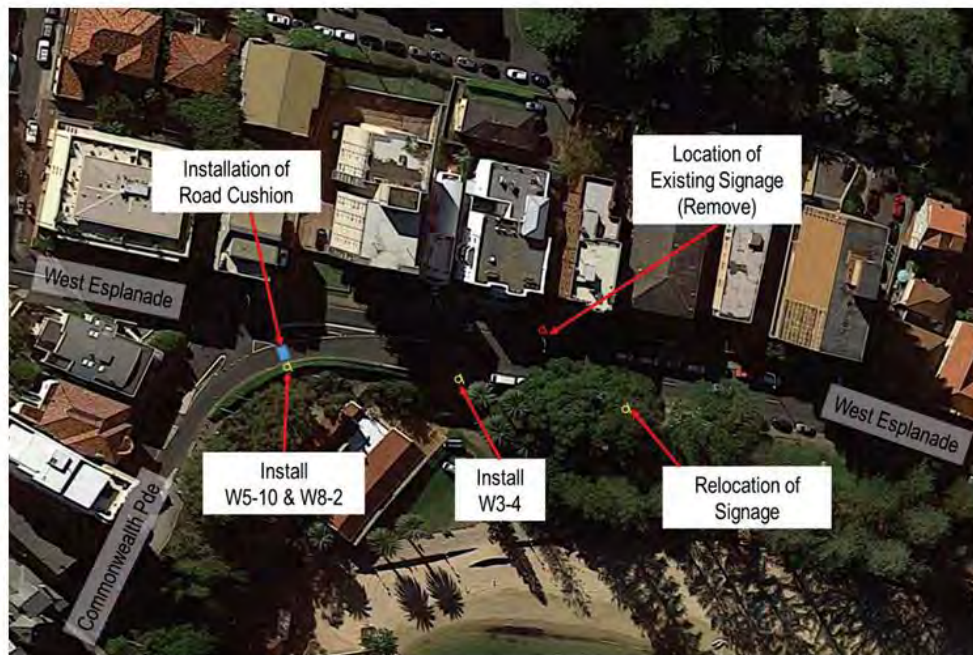
**Figure 6.32: Location of Pedestrian Refuge Commonwealth Parade**

An audit of the refuge was undertaken by Bitzios Consulting and found the pedestrian refuge warning sign to be in a location that was not ideal. As seen in Figure 6.34, the Pedestrian refuge warning sign is located on the right-hand side of the road for traffic on approach to the refuge. *AS1742 Part 10: Pedestrian control and protection* and *Roads* shows the position of the warning sign on the left-hand side of approaching traffic. During the audit, it was also found that the sightlines on approach to the refuge increased the risk to pedestrians as there was little time for a driver to react to pedestrians crossing at the refuge.

It is recommended that the existing pedestrian refuge warning sign on the eastern approach be relocated to the left-hand side of the road and road cushions be installed on the eastern approach; a concept design can be seen in Figure 6.33, Figure 6.34 and Figure 6.35.

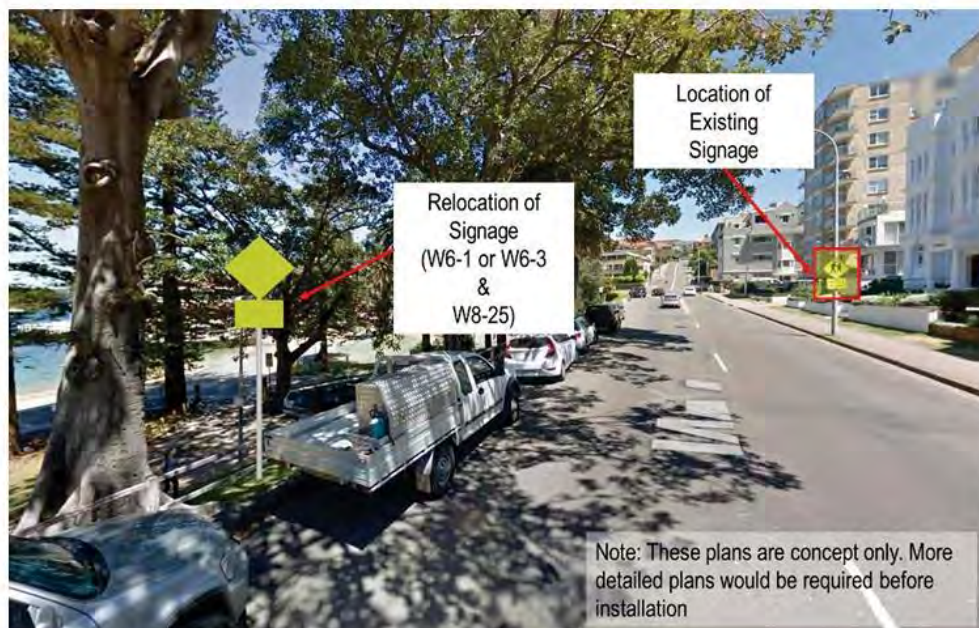
The recommendation would not eliminate the risk to pedestrians but would greatly reduce the risk by making drivers more aware of the potential hazard ahead reducing the speed at which they approach the refuge.





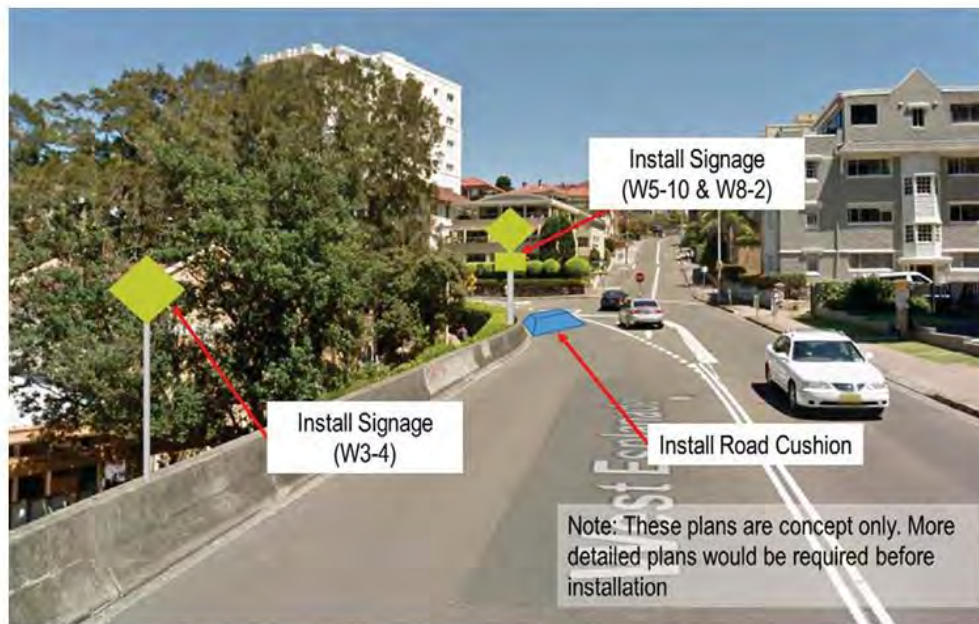
Source: Based on Google Maps

Figure 6.33: Concept Design for Commonwealth Parade Refuge and Road Cushion



Source: Based on Google Street View

Figure 6.34: Street View of Concept Plan for Refuge Signage



Source: Based on Google Streetview

Figure 6.35: Street View of Concept Plan for Road Cushion



#### 6.17 REDDALL STREET AND CLIFF STREET

The intersection of Reddall Street and Cliff Street was identified as being dangerous for pedestrians to navigate. The intersection is located at the crest of a steep gradient and having relatively wide cross-section, south along Reddall Street and in both directions along Cliff Street. These factors make it difficult for pedestrians to see the approaching vehicles when crossing. This is especially apparent for those who are less mobile and parents walking with children as these pedestrians in particular may require more time to cross an intersection.

It is recommended that pedestrian refuges be installed on the western approach along Cliff Street and the southern approach along Reddall Street. Installation of pedestrian refuges at this intersection will allow pedestrians to cross and safely stop halfway across the street if a vehicle comes into view and thus give less mobile pedestrians more time to cross safely. Sight distances will also be increased after installation as the refuge will require no stopping signs to be installed, giving pedestrians a view that is unobstructed by parked vehicles. A concept plan detailing the proposed refuge islands can be seen below in Figure 6.36.



Source: Based on Google Maps

**Figure 6.36: Concept Design Refuge Island Reddall and Cliff Street Intersection**



#### 6.18 PITTWATER ROAD AND MANLY CREEK / LAGOON BRIDGE

Feedback included in community submissions highlighted the issues of a narrow footpath on the eastern side of the road bridge on Pittwater Road, spanning Manly Creek near Manly Lagoon. Currently, a shared path on the eastern side of Pittwater Road runs to the bridge from both the north and the south, but cyclists must dismount to cross the bridge. The footpath on the eastern side has a width of about 1.2 metres.

The main concerns raised regarding the width of the footpath were;

- the risk of a pedestrian falling into the roadway when trying to pass other users with the reduced width; and
- the discontinuity of the shared path, as cyclists have to dismount to safely cross.

The location of the narrow footpath is shown in Figure 6.37.



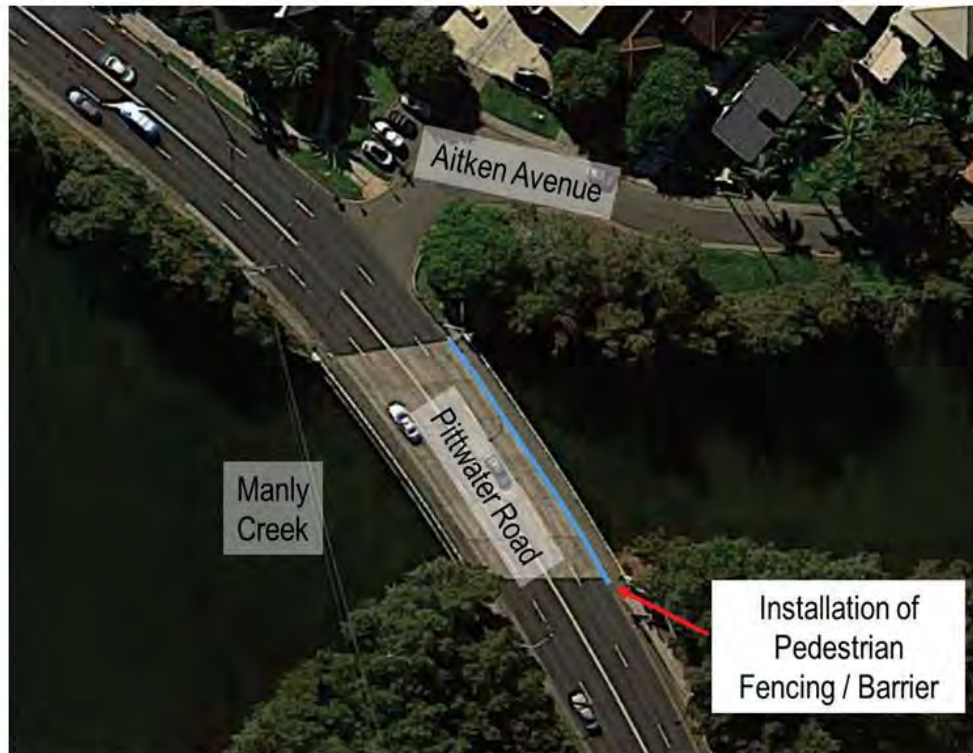
Source: Based on Google Maps

**Figure 6.37: Location of Narrow Footpath, Pittwater Road**

To resolve the issue highlighted and increase safety for pedestrians and cyclists, a short-term option and two long-term options, have been discussed.

#### 6.18.1 Installation of Pedestrian Fencing / Barrier

In the short-term, it is recommended that, at a minimum, pedestrian fencing or other appropriate barrier be installed along the length of the eastern footpath. This will prevent pedestrians and cyclists, walking their bikes, from falling into traffic and risking serious injury or death. A concept design outlining the proposed change is shown in Figure 6.38.



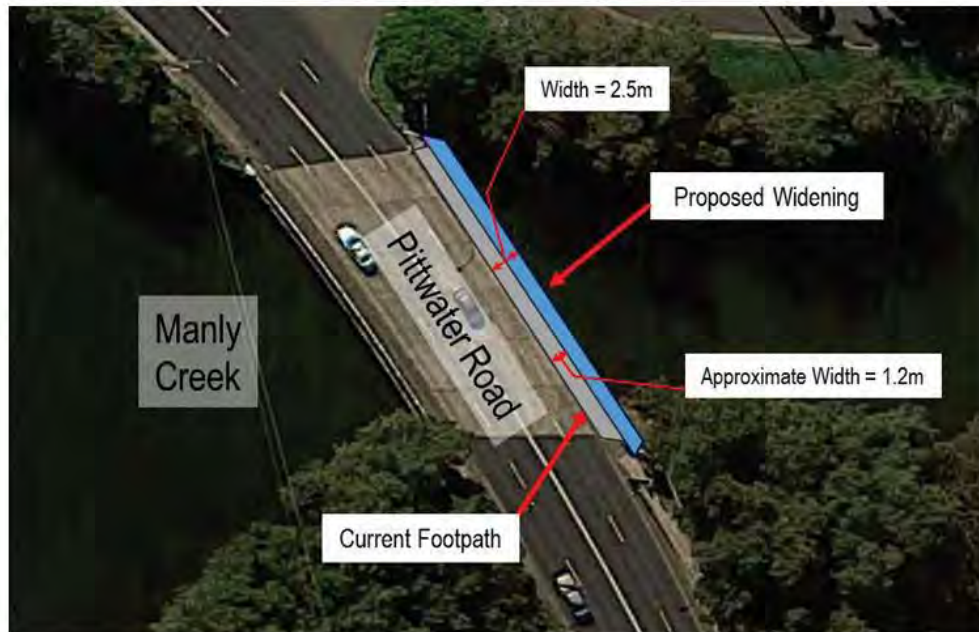
Source: Based on Google Maps

**Figure 6.38: Concept Design for Pedestrian Fencing / Barrier on Pittwater Road Bridge**

This option should increase pedestrian and cyclist safety; however, it will not allow for the continuation of the shared path that currently ends at the northern and southern ends of the bridge.

### 6.18.2 Footpath Widening

A long-term option to be considered is the widening of the footpath, from the current width of about 1.2 metres, to a width of at least 2.5 metres. This would allow enough room for pedestrians to pass each other with minimal risk of falling into the roadway. Widening the footpath would also allow for continuation of the shared path along the length of the bridge, linking the existing shared paths to the north and south. A concept design for the footpath widening can be seen below in Figure 6.39.



Source: Based on Google Maps

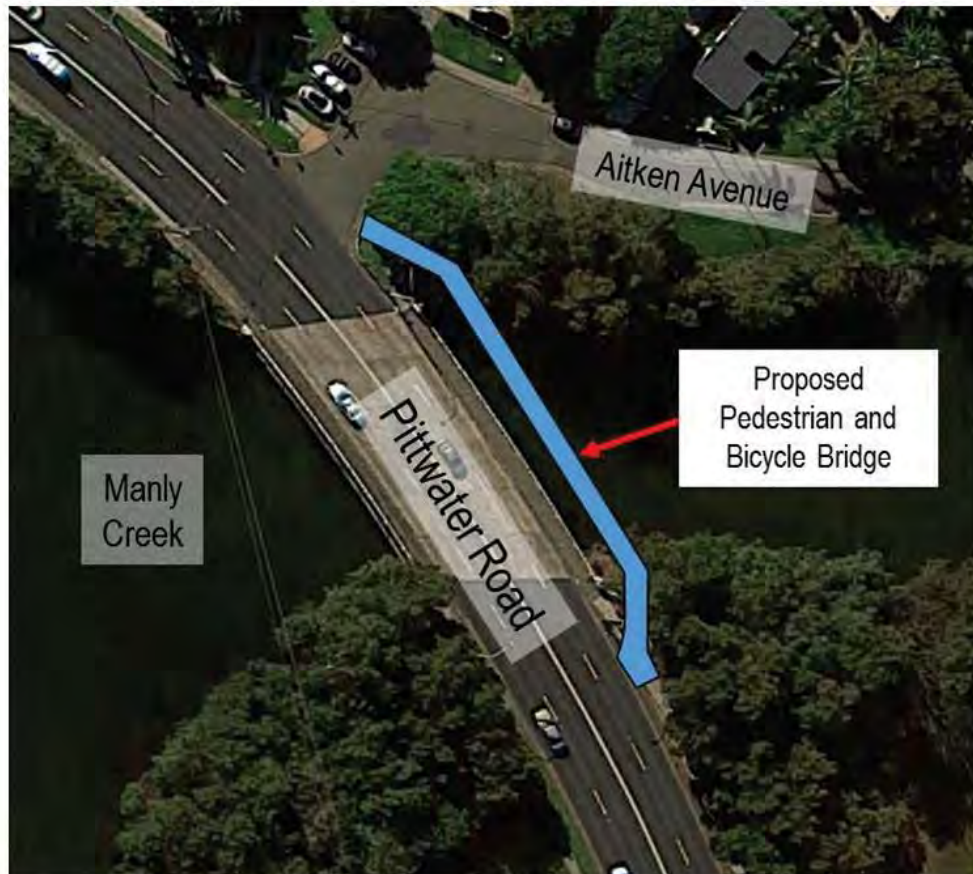
**Figure 6.39: Concept Design for Widening Eastern Footpath**

This option would require further investigation by an appropriately qualified structural engineer to ensure that the current bridge could support the proposed changes.



### 6.18.3 Installation of Pedestrian and Cyclist Bridge

Another long-term option for consideration would be the installation of a separate pedestrian and bicycle bridge, running parallel to the existing road bridge. Installation of a standalone bridge would greatly reduce the risk of a pedestrian or cyclist conflicting with a vehicle when using the shared path. However, the risk would not be eliminated as the existing footpath would still be accessible, should a pedestrian wish to use it. A concept design for the pedestrian and bicycle bridge can be seen in Figure 6.40.



Source: Based on Google Maps

**Figure 6.40: Concept Design for Pedestrian and Bicycle Bridge**

Further investigation would be required to assess the cost and structural requirements to implement the proposed design.

## 7. DETAILED RECOMMENDED WORKS PROGRAM

### 7.1 WORKS PRIORITY

A priority level has been assigned to each recommended action, taking into consideration its contribution to pedestrian safety, ease of accessibility and the amenity of the surrounding environment. Priority levels were assigned as follows:

- High Priority (H) = Essential for pedestrian safety:
  - for issues that require short term action (0-5 years);
  - for issues that would likely result in pedestrians having to use heavily trafficked streets due to a lack of footpath, deficient pedestrian facilities, or misleading pavement markings or street signage;
  - for locations where there are high pedestrian volumes as well as high traffic volumes that should maintain/improve the level of pedestrian access and mobility in accordance with design standards;
  - for locations where kerb ramps are missing at pedestrian signal crossings at heavily trafficked roads;
  - for areas such as shopping centre car parks, where traffic directional signage is unclear and likely to impede pedestrian safety; and
  - for some locations where there is very limited footpath provision near a major pedestrian attractor or generator;
- Medium Priority (M) = Desirable for pedestrian safety, convenience or amenity:
  - for issues that require medium term works (5-10 years)
  - for issues that would likely result in pedestrians having to use local low-trafficked streets due to a lack of footpath, deficient pedestrian facilities, or misleading pavement marking or street signage;
  - for faded pedestrian crossings or narrow kerb ramps across roads through town centres; and
  - for trip hazards near schools, child care centres, or aged care facilities;
- Low Priority (L) = Little impact on pedestrian safety, desirable for pedestrian convenience or amenity:
  - for issues that require longer term works (10-25 years);
  - for minor footpath deficiencies, such as bad lip heights or narrow kerb ramps, in local streets;
  - for outdated symbol signs or faded traffic signs;
  - for minor bus stop deficiencies, such as missing shelters, seating, or bin provision; and
  - for lack of footpath provision in low pedestrian volume streets, where a footpath exists on the other side of the road.

#### 7.1.1 Priority Criteria

The observed issues were sorted against the analysis criteria, in accordance with the Roads and Maritime Services' *How to Prepare a Pedestrian Access and Mobility Plan*, which was used to categorise the issues by levels of severity and importance. By evaluating each issue against set criteria across a range of categories, a consistent and balanced approach to identifying the issues that require more immediate attention was developed. The criteria and score ranking system are shown in Table 7.1 and Table 7.2.

**Table 7.1: Criteria for Creating Priority Scores for Site Audit Photographs**

ID	Scoring Criteria		Score
C1	Connectivity to pedestrian generator/attractor	High Priority	10
		Medium Priority	5
C2	Proximity to Generators/Attractors	< 250m	10
		> 350 - 500 m	8
		> 500 - 1000m	5
		> 1000m	0
C3	Pedestrian crash history	> 3 reported per year	20
		3 reported per year	15
		2 reported per year	10
		1 reported per year	5
		0 reported per year	0
C4	Concerns from community feedback	5 or more responses	5
		less than 5 responses	2
		no responses	0
C5	Relation to road hierarchy	State road	10
		Arterial/sub-arterial	8
		Collector road	5
		Local street/Pedestrian Mall	3
C6	Land Use	School / aged care	10
		Commercial / retail	8
		Residential	5
C7	Pedestrian Safety	Essential	10
		Desirable	5
		Little impact	3
C8	Pedestrian Desire Lines	Strong desire line	5
		Medium usage	3
		Very little use	1

**Table 7.2: Works Priority Scores Based on Criteria for Site Audit Photographs**

Score	Works Priority
>50	High
30-50	Medium
<30	Low



## 7.2 COST ESTIMATES

The estimated costs of treatments are based on unit rates supplied by Northern Beaches Council, rates used in previous PAMP studies conducted by Bitzios Consulting for other local councils in NSW and the Independent Pricing and Regulatory Tribunal Local Infrastructure Benchmark Costs. The list of unit costs are shown in Table 7.3. The costs presented are indicative and non-inclusive of associated overhead costs and as such should be used as a guide only.

**Table 7.3: Indicative Unit Costs**

Item	Unit Cost
Install kerb ramp	\$2,000.00 per unit
Installation of footpath	\$190.00 per m <sup>2</sup>
Install shared use path	\$210.00 per m <sup>2</sup>
Pedestrian refuge island (site specific)	\$25,000.00 per unit
Clear vegetation	\$1.10 per m <sup>2</sup>
Linemarking	\$5.00per m
Install lighting	\$1,000.00 per unit
Install handrails	\$200.00 per unit
Traffic sign	\$200.00 per unit
Pavement grinding	\$25.00 per unit
Removal of debris or refuge	\$77.00 per m <sup>2</sup>
Installation of grated drains	\$200.00 per unit
Resurfacing and levelling of pavement	\$ - per m <sup>2</sup>
Installation of new service cover	\$ - per unit
Installation of bike rack	\$1,121.00 per unit
Installation of compliant parking	\$6,300.00 per unit
Removal of obstacle	\$0.00 per unit
Installation of reflective strip	\$ - per m
Installation of garden edging	\$45.00 per m
Restricting time allotted for use of loading area (new signage)	\$200.00 per unit
Installation of new drain cover	- per unit
Installation of sprayed bitumen surface	\$2.00 per m <sup>2</sup>
Removal of advertising	\$ - per unit
Installation of convex mirror	\$ - per unit
Installation of rubber speed cushion	\$2,000.00 per unit

Note: there some items for which no costing data was available and, as such, have been given a value of "\$ -". These items have therefore not been included in the total cost estimates.

Presented below, in Table 7.4, are the recommended treatments that are considered key works, consisting of mainly high priority works, for the study area included in the PAMP. The full list of inspected priority routes with recommended works for Northern Beaches Council are provide d in Appendix F. The summary of estimated costs can be found in Appendix G.

### 7.3 EXAMPLES OF KEY UPGRADES

Table 7.4: Manly PAMP Key Issues, Recommended Treatments, and Estimated Costs (New Works)

Street	Location	Issue	Priority	Treatment	Cost
Commonwealth Parade	West of W Esplanade	Lack of kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Commonwealth Parade	West of W Esplanade	No kerb ramp for access to tourist bus zone 2	High	Build compliant kerb ramp	\$2,000.00
North Steyne	South of Carlton	Poor accessibility	High	Build compliant disabled parking	\$2,000.00
Raglan Street	West of Ocean Rd	No kerb ramps	High	Build compliant kerb ramp	\$2,000.00
Raglan Street	West of Augusta Ln	No kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Raglan Street	East of Lawson Pl	No kerb ramps	High	Build compliant kerb ramp	\$2,000.00
Raglan Street	West of Quinton Rd	No kerb ramps	High	Build compliant kerb ramp	\$2,000.00
Raglan Street	West of Ocean Ln	No kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Short Street	South of Raglan St	No kerb ramps to access parking spaces and driveway 2	High	Build compliant kerb ramp	\$2,000.00
Short Street	South of Raglan St	No kerb ramps to access parking spaces and driveway	High	Build compliant kerb ramp	\$2,000.00
Pittwater Road	West of Balgowlah Rd	Missing crossing opportunity	High	Refer to report section 6.1	\$25,000.00*
Bower Lane	East of Bower St	High conflict area with continuous pedestrian traffic	High	Refer to report section 6.2	\$108,000.00
E Esplanade	North of Ashburner St	No crossing opportunity	High	Refer to report section 6.3	\$29,500.00
North Steyne	North of Carlton St	No crossing opportunity	High	Refer to report section 6.6	\$800,000.00
Pittwater Road	North of Carlton St	No crossing opportunity	High	Refer to report section 6.6	\$25,000.00
Rialto Lane	West of South Steyne	High conflict area with continuous pedestrian traffic	High	Refer to report section 6.10	\$5,000.00
Manly Lagoon	N/A	Lack of lighting observed	High	Refer to report section 6.15	\$50,000.00
Cliff Street	West of Reddall St	Lack of or potentially unsafe crossing opportunity	Medium <sup>A</sup>	Refer to report section 6.17	\$25,000.00
Reddall Street	South of Cliff St	Lack of or potentially unsafe crossing opportunity	Medium <sup>A</sup>	Refer to report section 6.17	\$25,000.00

\*where multiple options exist, the lowest cost has been used for estimation.

<sup>A</sup>indicates no costs associated, see costing for North Steyne, south of Cameron Ave.

<sup>B</sup>medium priority issue specifically highlighted during consultation, included in table 7.4 as it is considered a key upgrade.

**Table 7.5: Manly PAMP High Priority Issues, Recommended Treatments, and Estimated Costs (Maintenance Works)**

Street	Location	Issue	Priority	Treatment	Cost
Balgowlah Road	North of Golf Pde	Ponding at northern kerb ramp (golf parade)	High	Build compliant kerb ramp	\$2,000.00
Balgowlah Road	South of Golf Pde	Ponding at southern kerb ramp (golf parade)	High	Build compliant kerb ramp	\$2,000.00
Balgowlah Road	North of Rolfe St	Kerb ramps near speed hump (Rolfe Street)	High	Build compliant kerb ramp	\$2,000.00
Balgowlah Road	North of Golf Pde	Potential ponding location at kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Belgrave Street	South of Sydney Rd	Crossing facing south	High	Build compliant kerb ramp	\$2,000.00
Belgrave Street	South of Sydney Rd	Lip on kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Commonwealth Parade	West of W Esplanade	Kerb ramp not aligned, no kerb ramp at southern end of crossing	High	Build compliant kerb ramp	\$2,000.00
North Steyne	South of Pine St	Kerb ramps do not align pine street	High	Build compliant kerb ramp	\$2,000.00
North Steyne	South of Collingwood St	Kerb ramps and refuge crossing	High	Build compliant kerb ramp	\$2,000.00
North Steyne	North of Victoria Pde	Kerb ramps do not align Denison street	High	Build compliant kerb ramp	\$2,000.00
North Steyne	South of Steinton St	Kerb ramps do not align Steinton Street	High	Build compliant kerb ramp	\$2,000.00
North Steyne	North of Steinton St	Kerb ramps do not align Steinton Street	High	Build compliant kerb ramp	\$2,000.00
North Steyne	North of Carlton St	Kerb ramps do not align Carlton Street	High	Build compliant kerb ramp	\$2,000.00
North Steyne	South of Raglan St	Non-compliant pedestrian refuge	High	Build compliant refuge	\$25,000.00
North Steyne	North of Carlton St	Hole in pavement	High	Resurface and level footpath/pavement	\$0.00
Pittwater Road	East of Balgowlah Rd	Questionable parking layout	High	Build compliant disabled parking	\$6,300.00
Pittwater Road	East of Balgowlah Rd	Questionable parking layout	High	Build compliant disabled parking	\$6,300.00
Pittwater Road	South of Eurobin Ave	Evidence of ponding near kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Pittwater Road	South of Denison St	Kerb ramps not aligned	High	Build compliant kerb ramp	\$2,000.00
Pittwater Road	South of Carlton	Kerb ramps not aligned	High	Build compliant kerb ramp	\$2,000.00
Pittwater Road	South of Carlton	Kerb ramps not aligned	High	Build compliant kerb ramp	\$2,000.00



Street	Location	Issue	Priority	Treatment	Cost
Pittwater Road	North of Carlton St	Uneven footpath near kerb	High	Build compliant kerb ramp	\$2,000.00
Pittwater Road	North of Carlton St	Uneven footpath near kerb	High	Build compliant kerb ramp	\$2,000.00
Pittwater Road	South of Alexander St	Kerb ramp to driveway	High	Build compliant kerb ramp	\$2,000.00
Pittwater Road	North of Alexander St	Kerb ramp facing intersection	High	Build compliant kerb ramp	\$2,000.00
Pittwater Road	South of Pine St	Cross way has half kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Pittwater Road	North of Carlton St	Ponding at kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Pittwater Road	North of Denison St	Uneven pavement near kerb ramp and base of post	High	Build compliant kerb ramp	\$2,000.00
Pittwater Road	South of Rolfe St	Possible ponding location at kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Pittwater Road	South of Raglan St	Kerb ramps do not line up across Pittwater Road	High	Build compliant kerb ramp	\$2,000.00
Pittwater Road	South of Raglan St	Kerb ramps do not line up across Raglan Street	High	Build compliant kerb ramp	\$2,000.00
Pittwater Road	North of Eurobin Ave	School zone sign obscured by trees	High	Clear Vegetation	\$22.00
Pittwater Road	South of Alexander St	Uneven road surface at crossing	High	Resurface and level footpath/pavement	\$-
Raglan Street	East of Ocean Rd	Crossing with kerb extension	High	Build compliant kerb ramp	\$2,000.00
Raglan Street	West of Kangaroo St	Kerb ramps not aligned	High	Build compliant kerb ramp	\$2,000.00
Raglan Street	West of Kangaroo St	Damaged and uneven footpath and kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Raglan Street	West of Augusta Ln	Kerb extension crossing	High	Build compliant kerb ramp	\$2,000.00
Raglan Street	West of Birkley Rd	Raised edge at kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Raglan Street	East of Birkley Rd	Steep section on kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Raglan Street	East of Lawson Pl	Drainage issue at kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Raglan Street	West of Whistler St	Two pedestrian crossings in close proximity, one without kerb ramps	High	Build compliant kerb ramp	\$2,000.00
Raglan Street	West of Ocean Rd	Raised service cover on road at crossing location	High	Level service cover flush with surrounds	\$-
Raglan Street	West of Birkley Rd	Uneven road surface at crossing location	High	Re-lay and level pavers	\$5,000.00

Street	Location	Issue	Priority	Treatment	Cost
Raglan Street	West of Ocean Rd	Uneven road surface at crossing location	High	Resurface and level footpath/pavement	\$-
Raglan Street	East of Lawson Pl	Damaged and uneven road surface at crossing location	High	Resurface and level footpath/pavement	\$-
Raglan Street	East of Birkley Ln	Uneven road surface at crossing location and change in level	High	Resurface and level footpath/pavement	\$-
Raglan Street	West of Birkley Ln	Uneven road surface at crossing location	High	Resurface and level footpath/pavement	\$-
Raglan Street	East of Lawson Pl	Difference in level at stairs	High	Resurface and level footpath/pavement	\$-
Raglan Street	West of Kangaroo St	Raised lip near kerb	High	Resurface footpath/pavement	\$2,000.00
South Steyne	North of Victoria Pde	Kerb ramp not aligned	High	Build compliant kerb ramp	\$2,000.00
Sydney Road	West of Eustace St	Uneven footpath and raised edge at kerb near kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Sydney Road	West of Birkley Rd	Kerb ramps not facing each other	High	Build compliant kerb ramp	\$2,000.00
Sydney Road	East of W Promenade	Kerb ramps not aligned	High	Build compliant kerb ramp	\$2,000.00
Sydney Road	East of James St	Signpost on kerb ramp	High	Build compliant kerb ramp	\$2,000.00
Sydney Road	West of George St	Kerb ramps unaligned, kerb blister	High	Build compliant kerb ramp	\$2,000.00
Sydney Road	West of George St	Kerb ramp, kerb blister and gradient	High	Build compliant kerb ramp	\$2,000.00
Sydney Road	East of Belgrave St	Sign clutter signs are obscured	High	Remove excess signage, redesign signage from whole systems approach	\$1,000.00
Sydney Road	West of Eustace St	Missing footpath, overgrown vegetation and water runoff	High	Resurface and level footpath/pavement	\$1,250.00
West Esplanade	East of Rowe St	Missing and loose pavement	High	Re-lay and level pavers	\$2,500.00
North Steyne	South of Cameron Ave	Concerns raised about wombat crossing	High	Refer to report section 6.4	\$25,000.00*
Whistler Street	North of The Corso	Concerns raised about wombat crossing	High	Refer to report section 6.5	\$10,000.00
Balgowlah Road	North of Kenneth Rd	Concerns raised about zebra crossing	High	Refer to report section 6.7	\$4,000.00*

Street	Location	Issue	Priority	Treatment	Cost
Darley Road	South of Marshall St	Shared path lacking proper linemarking and signage	High	Refer to report section 6.8	\$3,500.00
Manly Beach Foreshore	N/A	Entire shared path along foreshore lacking clear linemarking and signage	High	Refer to report section 6.9	\$10,000.00
E Esplanade	North of Victoria Pde	Concerns raised about zebra crossing	High	Refer to report section 6.11	\$2,500.00
North Steyne	North of Denison St	Concerns raised about zebra crossing	High	Refer to report section 6.11	\$2,500.00
North Steyne	South of Collingwood St	Concerns raised about zebra crossing	High	Refer to report section 6.11	\$0.00+
North Steyne	South of Pacific St	Concerns raised about zebra crossing	High	Refer to report section 6.11	\$20.00
Raglan Street	East of Francis Ln	Concerns raised about zebra crossing	High	Refer to report section 6.11	\$50,000.00
Darley Road	South of The Corso	Signal phasing may be too short	High	Refer to report section 6.12	\$0.00
E Esplanade	East of Belgrave St	Improper use of pedestrian signals observed	High	Refer to report section 6.13	\$4,000.00
Darley Road	North of Wentworth St	Concerns raised regarding pedestrian safety	High	Refer to report section 6.14	\$4,000.00
Commonwealth Parade	South of West Esplanade	Concerns raised about pedestrian and vehicle sightlines	High	Refer to report section 6.16	\$400.00

\*where multiple options exist, the lowest cost has been used for estimation.

\*indicates no costs associated, see costing for North Steyne, south of Cameron Ave.



Based on the preliminary cost estimates, the total cost for all recommended treatments (across priority works and priority routes) is shown in Table 7.6.

**Table 7.6: Cost Estimate Summary by Priority of Issues**

Total	Priority (subtotal)		
	High	Medium	Low
\$2,125,585	\$1,311,792.00	\$748,085	\$65,708

## 8. FUNDING SOURCES

### 8.1 ROADS AND MARITIME SERVICES

Generally, Roads and Maritime Services will fund works on State Roads including crossings and kerb ramps. State Roads are 100% funded by Roads and Maritime Services, while works on Regional and Local Roads are funded 50/50 by Roads and Maritime Services and Northern Beaches Council. In the last two cases, Roads and Maritime Services contributes funding for road crossing facilities and kerb ramps only.

Within the study area, the following classifications apply for funding purposes:

- State Roads – Belgrave Street, Sydney Road and Pittwater Road; and
- Regional Roads – North Steyne, Raglan Street, Commonwealth Parade, West Esplanade and The Crescent (as detailed in Table 2.1).

All other roads are considered local roads and are under the jurisdiction of Northern Beaches Council.

Further details of Roads and Maritime Services funding can be found in the "Council Projects Funded by the RTA, Memorandum of Understanding" June 2009. The works that are generally eligible for equal contribution between Council and Roads and Maritime Services include:

- Preparation of Pedestrian Access and Mobility Plan
- Upgrade of Existing Pedestrian Infrastructure
  - Kerb Ramps
  - Pedestrian Priority System
- New Pedestrian Crossing Treatment and Facilities
  - New signalised pedestrian access points
  - Shared zone areas
  - Kerb extensions and blisters
  - Raised pedestrian crossings

### 8.2 SECTION 94 CONTRIBUTIONS

The Environmental Planning and Assessment Act 1979 makes allowance for a consent authority to extract money for the provision of public amenity or public services. Should a development increase pedestrian activity or demand then it would be reasonable for Council to seek contribution toward improvements to pedestrian facilities in the area, provided a link between the development and facility can be reasonable shown. Section 94 states:

*"Where a consent authority is satisfied that a development, the subject of a development application, will or is likely to require the provision of or increase the demand for public amenities and public services within the area, the consent authority may grant consent to that application subject to a condition requiring:*

- (a) The dedication of land free of cost; or*
- (b) The payment of a monetary contribution, or both."*

In relation to the PAMP, Council may consider including some of the works as part of their Section 94 contribution plan.

### 8.3 VOLUNTARY PLANNING AGREEMENTS (VPAs)

VPAs are an agreement between Council and developers that may involve the funding or assistance of pedestrian facility upgrades, expansion, construction, or reconstruction. Any VPA is considered on a case-by-case basis, and it can become an additional funding source for PAMP works.

## 9. IMPLEMENTATION AND MONITORING PROGRAM

The next stages in the PAMP are to:

- organise funding sources to establish a budget and over what timeframe;
- establish an implementation program; and
- monitor implementation of the PAMP and its outcomes.

It is typical to have a monitoring program for the PAMP. This would involve:

- recording of all proposed pedestrian works in a database;
- analysis of crash statistics;
- collection of pedestrian count information; and
- periodic updating of the PAMP every five years.

The monitoring program for the PAMP can include the establishment of an auditing process that assesses and documents the condition of the priority routes established and progress of work recommended in this PAMP regularly. By ensuring a visual audit program is implemented, the quality of the routes can be maintained and any issues can be identified and addressed quickly. Assessments of the routes should be conducted by a person or team of professionals with experience in pedestrian facility design and standards to best identify arising issues and develop a suitable course of action. Priority routes should also be reviewed and updated as new Council works are proposed and land uses change.



## 10. PUBLIC RESPONSE

The draft version of the PAMP was resolved by Council to be put on public exhibition for 28 days on 28 June 2017. Given that NSW school holidays fell within this period the public exhibition was extended a further 2 weeks, to 10 August 2017, to allow anyone who may be on holidays enough time to make a submission. A copy of the submissions received and summary of the response is outlined in Table 10.1.

**Table 10.1: Summary of Public Submissions and Responses**

Respondent Comments	Bitzios Consulting Response
<i>The pedestrian crossing at the end of The Corso and Manly Wharf haven't got sufficient time for the volume to and from the wharf, particularly for senior persons. There is always these slower persons being hassled by ever impatient motorists. The council should insist a longer pedestrian crossing time.</i>	Please refer to section 6.13 of the report. This section outlines the recommendation for a countdown timer to be installed at the intersection of Belgrave St and The Corso, to indicate to pedestrians and motorists alike the amount of time remaining for pedestrians to cross the intersection.
<i>A friend and I did the Manly Dam walk last weekend. It was beautiful. I'm so glad we could take the dogs, even if one was a bit to old and had to be carried over the obstacles. Our biggest problem was that we managed to get lost on several occasions, following tracks until they petered out or became impassable. I loved that it was still fairly natural, just a few more signs would have helped.</i>	The area in which the "Manly Dam Walk" is located, as highlighted by the respondent falls outside of the study area considered for this PAMP. The matter will be reviewed separately by Council.
<i>Hello, I think this is an important review. I'd like to add two points about dangerous areas for pedestrians in Manly: 1) There is a very long stretch of Pittwater Road where there is no pedestrian crossing, I think between Pine and Raglan streets. Cars move quickly along here and the road is curved so it's hard for pedestrians to see what's coming if they are trying to quickly cross. There should be a pedestrian crossing at Carlton and/or Denison Streets. 2) The awkward intersection at the top of Raglan Street where it meets Parkview then jigs right then left to Griffiths is a rat run for cars and it's really awful to try and cross the roads up there as a pedestrian with children. Cars run really quickly up Raglan and they're impossible to see coming if you're walking across the street up at Griffith. This area needs some thought given to safe pedestrian crossing.</i>	1. Regarding crossing opportunities on Pittwater Road, please see section 6.6 of the report. This section provides a concept design for a crossing at Carlton Street and discusses the issue surrounding its installation. 2. Regarding the Raglan Street / Parkview intersection this intersection is outside the study area and was not audited as it was not considered to be a priority route for the purpose of this study.
<i>The plan does not appear to address a crossing on Balgowlah Road near the Roundhouse Children's Centre. This road is constantly crossed by children and parents using the sports field both on weeknights and weekends as well as dog walkers using the reserve. Even though the area is zoned 40K, it is still a very busy road and having children run across between cars is surely not safe. Can you please consider a roundabout, crossing or pedestrian rest in the middle of the road near Suwarrow Street?</i>	The location as highlighted by the respondent falls outside of the study area considered for this PAMP. Matter will be reviewed separately by Council

Respondent Comments	Bitzios Consulting Response
<p>Problem of gridlock at Manly Wharf Interchange/ Traffic Lights. I would like an overhead walkway to be erected from the 1st level of the Manly Wharf arrival onto the Corso. An architectural statement allowing the walkway to be wide enough for pedestrians, cyclists, aged using scooters and prams. Hong Kong has a similar answer to relieve the problem of movement of people out of cars over congested roads in its historical area. Pedestrian access to be made disability accessible using an escalator and large lift. This would reduce pedestrian risk and speed the movement of traffic. The overhead path to be as wide as a normal road so the cyclists etc are able to integrate and to be an open design so that safety at night is not an issue.</p>	<p>Please refer to section 6.13 of the report. This section outlines the recommendation for a countdown timer to be installed at the intersection of Belgrave St and The Corso, to indicate to pedestrians and motorists alike the amount of time remaining for pedestrians to cross the intersection.</p>
<p>It wasn't mentioned in this report, but please could the speed limit be reduced on Kenneth Road along the side of LM Graham Reserve. Most of the parking for the pool and LM Graham Reserve is now along this stretch of road. It is very dangerous trying to cross the road from the gateways of the park to get to the parking on the North Side of Kenneth Road. I've seen several near misses with children here.</p>	<p>The location as highlighted by the respondent falls outside of the study area considered for this PAMP. The matter will be reviewed separately by Council.</p>
<p>Please reduce the speed limit to a max of 40km by the Andrew Boy Charlton Pool on Kenneth Road. It's incredibly dangerous with kids/dogs etc and cars don't look out. It also gets very congested with traffic and often you have to park on the other side of the road, and once again it's taking your life into your own hands (and that of my 3 children) to just cross this section.</p>	<p>The location as highlighted by the respondent falls outside of the study area considered for this PAMP. The matter will be reviewed separately by Council.</p>
<p>Dangerous situation around Manly Boy Charlton Pool. Lots of kids/cars/prams mixed together. Needs slower speed limit and more carefully assessment of traffic measures. Bike past going past pool a problem as cars pulling out of carpark looking towards roundabout instead of for bikes. Also now cannot see easily past new parking spots that block view down to Balgowlah Road when pulling out of car park. Also, pedestrian crossing at Kenneth/Addiscombe Road totally inadequate. Cars travel too fast. Pedestrians/bikes need to wait too long on island. Cars u-turn in Addiscombe Road when pulling out of swimming pool parallel parking spots to head back to Balgowlah Rd and prevent pedestrians crossing. Needs a proper assessment and better crossing solution. Cars often stop to let people accross in middle of a 50 km zone as they can see the danger for pedestrians but causes frustration and confusion for motorists. If this is outside PAMP area please pass comment on, needs to be dealt with as part of improvements of access to pool and soon to be B-LINE.</p>	<p>The location as highlighted by the respondent falls outside of the study area considered for this PAMP. The matter will be reviewed separately by Council.</p>

Respondent Comments	Bitzios Consulting Response
As you requested, I will identify existing pedestrian access needs. Greater safety enforcement on footpaths and designated walking areas from bicycle riders and skateboarders. I was recently waiting at a crowded bus stop outside the Manly tennis courts where we were scattered by 2 bicycle riders, we were lucky nobody was injured, this practice is dangerous and I expect it is illegal. Following 30 metres behind the bicycle riders were by chance 2 council rangers (1 woman and 1 man of island appearance), I approached them and said did you see that? We were nearly injured and isn't it illegal for bike riders to ride through pedestrians waiting on a bus stop? The woman ranger said 'this is a gray area' 'you need to go to the police it's not our job responsibility'. But I see council rangers writing out parking meter infringements! Who is responsible for pedestrians safety? It needs to be decided now and enforced by whoever rangers or police! That would be more appropriate and sensible than an injured pedestrian's lawyer determining that against the council in court.. expanded walking areas in Manly need to be backed up by active safety enforcement.	Regarding usage of shared paths by bicycle users, please refer to section 6.8 and 6.9 of the report. These sections outline improvements and upgrades in line with the City of Sydney's Pathways Pavement Markings Standards, that can be made to increase pedestrian safety when using shared paths.
*Reduced traffic speed on Kenneth Road outside the pool. ** pedestrian crossing on the corner of pine street and whistler street. Manly children walk to school along pine street and need to cross over at whistler street. This intersection is difficult to cross and you need to be on the road before you can check for safety. A pedestrian crossing would not impact cars much as they need to stop at this t junction to turn left or right anyway	The area along Kenneth road is outside the study area and will be addressed by Council. Regarding crossing West-East across Whistler Street at Pine Street, the area is a low speed environment with adequate sightlines. A crossing would not be appropriate.
An excellent analysis by the consultants; clear and concise. Should be approved and implemented by council as soon as possible.	Acknowledged.
To decrease the speed limit to 40km along Kenneth Road beside the Pool and LM Graham Reserve as it is a dangerous road to try and park on and kids are often in this area for sport and recreation. On numerous occasions I have witnessed near misses of cars and people due to speed.	The location as highlighted by the respondent falls outside of the study area considered for this PAMP. The matter will be reviewed separately by Council.
I would like to request a review of the speed limit on Smith Lane. It is currently set at 40. This is an absolute nightmare to deal with! It is way to fast for such a narrow lane with cars parked along one side of it. All the residents who back into this lane are worried that a child or adult will one day be knocked while exiting they're property. It is ridiculous that down the road Alexander street backs onto a lane which is 3 time the width, has grass verges all along. Is currently listed at 10k and has speed bumps. I implore you to add Smith lane's speed limit to your plan of assessment.	The issue highlighted by the respondent falls outside of the scope of a PAMP. The matter will be reviewed separately by Council.
Corner of Raglan St and Lawson place is a safety hazard for pedestrians. Cars turn from Raglan St onto Lawson Pl at speeds over 60km/h and pedestrian crossing is inadequate with lack of signs, inadequate footpath and lack of visibility. In addition, pedestrians walk on Lawson Pl from north to south on the street as there are no footpaths. We are just waiting for an accident to happen.	Unlikely that cars can make a turn at the speed suggested. Area is a laneway for access to rear of properties, not considered a priority route and as such no footpath is supplied. Refer to council for potential LATM treatments.



Respondent Comments	Bitzios Consulting Response
<p>The most effective method of improving pedestrian amenity in Manly will be to slow traffic in most built up areas. European cities have very low vehicle speeds making pedestrian movement much safer and more enjoyable. Cars in Manly separate people from both the ocean beach and the harbour beaches, although the 40 K speed limit on North and South Steyne helps the speed limit would be better reduced there and on East and West Esplanade to 20 KPH. Motorists may object for a while, but this would make little difference to over all travel time, and also allow for much more interesting paving and landscaping.</p> <ol style="list-style-type: none"> <li>1. Many vehicles go straight through the pedestrian crossing near the pools on Balgowlah Rd. Please improve visibility and ensure cars always stop - this is a high foot traffic area due to the pools &amp; Gramams.</li> <li>2. Lower speed limit around pool - major hazard with parking cars and kids getting in and out of cars on both sides of the road.</li> <li>3. We have had 3 grandparents trip over in the last 10 years due to footpath hazards. Broken/crumbling paths - the footpath outside the tennis centre on Belgrave St. Also the steps leading from Kangaroo Lane up to the Kangaroo St Preschool.</li> <li>4. speed limit for bikes on the lagoon path which is shared with dogs and people (this shouldn't be a race track and could easily be shared if common sense &amp; lower speeds were used).</li> <li>5. More footpath ramps. Alexander st where it crosses Collingwood st, and Collingwood St where it crosses Pacific Parade. We are forced onto the road using a driveway ramp halfway down Collingwood with bikes and pushchairs &amp; small children as it's impossible to cross the road in the logical spot. I've also seen the guy in the wheelchair from Pacific Parade using the middle of the road at night presumably because he can't get up and down to the footpath.</li> </ol>	<p>Manly town centre is already a low speed environment. Issues regarding speed limits will be referred to Council officers.</p> <ol style="list-style-type: none"> <li>1. Please refer to section 6.7 of the report. This section makes recommendations for improvements to be made to the intersection of Balgowlah Road and Kenneth Road.</li> <li>2. Please refer to section 6.7 of the report. This section makes recommendations for improvements to be made to the intersection of Balgowlah Road and Kenneth Road.</li> <li>3. Please refer to Appendix F of the report in conjunction with section 4.3. Section 4.3 details the process of auditing pedestrian routes through Manly and Appendix F details the results of the Audit. During the audit, the locations flagged by the respondent were audited and recommendations made for improvements.</li> <li>4. Please see section 6.15 of the report. This section addresses issues relating to use of the shared path and makes recommendations.</li> <li>5. The intersection of Alexander Street and Collingwood Street is located outside of the study area considered for this PAMP. The matter will be reviewed separately by Council. At the intersection of Collingwood Street and Pacific Parade, similar to comments made regarding 4. Refer to section 4.3 and Appendix F, during our route audit, kerb ramp issues were highlighted and recommendations made.</li> </ol>

Respondent Comments	Bitzios Consulting Response
All streets with medium and high pedestrian priority routes should have kerb extensions to create safer/shorter crossings at intersections.	In relation to crossing infrastructure, please refer to section 6.11 of the report. This section outlines the audit of pedestrian crossings within the study area and gives recommendations on appropriate measures. In relation to kerb extensions at intersections along high priority routes, this would not be appropriate given that these routes are trafficked by buses and trucks and a reduction in width would not be feasible.
Walkers on pedestrian walkways to Shelley Beach + harbour & beachfronts deserve some protection from cyclists. Negotiating space with scooters, runners & pram pushers is hard enough, but cyclists do have access to roadways & should be required to use same not endanger pedestrians on crowded footpaths	Please see section 6.9 of the report. This section outlines issues related to conflicts between pedestrians and cyclists along the Manly Beachfront and makes recommendations. The path to Shelly Beach is a shared path, which is closed to cyclists on weekends and public holidays.
no pedestrian safety fence on bridge over Manly Lagoon (east side of Pittwater Road) despite pathway being narrow and used by pedestrians and cyclists.	The issue highlighted by the respondent falls outside of the scope of a PAMP. The matter will be reviewed separately by Council.
Can you please consider the wording for the action to install lighting along the shared path through Lagoon Park, Manly. This section of pathway is a key commuter link between Pittwater Rd and Queenscliff beach and Park Assets have a project to install lighting this financial year. Clear direction from the PAMP on the need to install lighting and the level of lighting that needs to be installed will make communications with the community very clear during the engagement phase of the project. Please consider strengthening the wording of 6.15.1 to say "It is recommended that lighting be installed along the length of the shared path, extending from Pittwater Road to Cameron Ave and Bridge Road. The lighting should meet P3 lighting standard as defined by the AS/NZS 1158.3.1:2005 Lighting for Road and Public Spaces. As a part of this process, consideration should be given to residents abutting the Manly Lagoon, ensuring the lighting solution selected does not cause excessive light pollution and meets the requirements of AS 4282-1997 Control of obtrusive effects of outdoor lighting."	Noted
A pedestrian refuge is needed on Pittwater Road as there is nowhere safe to cross between the traffic lights at Raglan Street and Pine Street. A pedestrian refuge would not slow the traffic and would provide better connectivity between the western hill of Manly and the beach, especially for people with prams and those with mobility issues. Thank you for considering this submission.	Please refer to section 6.6 of the report. This section outlines the recommendations for installation of traffic signals at Carlton Street and subsequently the installation of a pedestrian refuge on North Steyne.

Respondent Comments	Bitzios Consulting Response
<p>be consistent with titles in the Report. Should use "Walk Manly - Pedestrian Access &amp; Mobility Plan" throughout rather than "Manly Beach, Wharf &amp; Town centre Pedestrian Access and Management Plan". A couple of major deficiencies also noted:</p> <p>I am surprised that the study does not consider the community bus (Hop, Skip and Jump) in the review of public transport. This free community bus has several routes within the study area and is vital to the local community. For example, we have been asked in the past to review the bus stop near the Uniting Wesley Heights Manly Aged Care facility as it is not very convenient for the elderly residents.</p> <p>The study area also excludes North Head National Park, which is a very popular destination accessed by public bus route 135. There are a number of issues with this route within the National Park, including inaccessible bus stops, inappropriate crossings and lack of a bus stops at popular locations. For example, at the North Fort Kiosk and Visitor Information Centre there is no bus stop on the side of the road for these facilities. We have discussed these issues at the Manly Access &amp; Mobility Committee meetings and they have been well documented. It is a missed opportunity this time but I can brief you on these issues in the future.</p> <p>Overall, this is great to have this PAMP study completed.</p>	<p>Consistency of titles and suggestion of a new title have been considered and changes made where appropriate. Refer to Section 2.6 of the report in relation to the "Hop, Skip and Jump" bus service, which was not included in the draft report.</p> <p>Regarding North Head National Park, the highlighted issue falls outside of the scope of a PAMP. The matter will be reviewed separately by Council.</p>
<p>There is a section 6.15 that discusses lighting in Lagoon Park and includes a number of recommendations. Lighting of Lagoon Park has been an identified safety issue for some time. I'm not sure if you are aware, or if the consultants were aware, that there has already been a lot of work done on this issue. In fact the lights that are photographed in the report were 'trial' lights. In addition there has been site audits, environmental reports and a large amount of community consultation undertaken already. Unfortunately amalgamation interrupted the final progress of the lighting in the park and I am informed there may already be budget allocated for the lights in 2018/19 financial year. I notice that there are recommendations in the PAMP report for more work to be done on the lighting issue including environmental considerations and working with nearby residents. I would advise that this has already all been completed and should not be repeated unnecessarily. I am fully supportive of lighting being installed but do not support the PAMP report's recommendations to undertake work that has already been done</p>	<p>This submission has been taken into consideration and responses added in Section 6.15 of the report.</p>



Respondent Comments	Bitzios Consulting Response
<p>I strongly object to section 6.10.2 proposal for access of delivery trucks in Rialto Lane to be between the hours of 12.00am-6.00am. This area is residential. My apartment, my bedroom and my son's bedroom are on the Rialto Lane side of 25 Wentworth Street. The noise would severely disturb the peace and sleep of residents. Deliveries are already being made at 5.00am every morning, and every morning I am woken by the engine of the trucks, by opening and closing of sliding doors, by the hauling of trays off the trucks and back onto the trucks. The refrigeration trucks leave the engine running during deliveries which take over one hour at a time. This causes extremely loud noise and also fumes from the exhaust, both of which invade my apartment. During 12am-6am when Manly is less noisy, the commotion from trucks, engines, exhausts would be magnified and extremely invasive to residents. Sleep deprivation is a form of torture. The noise from Rialto Lane echoes upwards. Please consider the residents and their right to restful nights and undisturbed sleep.</p>	<p>This submission has been taken into consideration and responses added in Section 6.10 of the report.</p>
<p>We are extremely disturbed about the proposal to change loading zone hours in Rialto Lane, Manly. The proposal will have a significant adverse impact on residents of the Peninsula complex. The proposed hours will severely impact the quiet enjoyment and make sleep all but impossible. We are happy for council to install noise monitoring equipment on our balcony to see how noisy current vehicles using the lane are. Also these hours will make it impossible for residents to move into or out or have tradespeople, delivery of furniture occur during the day. We urge the council to not proceed with this proposal</p>	<p>This submission has been taken into consideration and responses added in Section 6.10 of the report.</p>
<p>Crossing for whistler across raglan: Suggest a pedestrian crossing for the foot traffic to and from the ferry along whistler st to make it easier to cross raglan st. Whistler st is the main street people use to walk from the majority of manly and it is dangerous crossing raglan, the pedestrian crossing currently on raglan is in a very silly spot that nobody uses and cars often don't see because it is not near an intersection - I have seen many accidents almost occur at this crossing. Any crossing on raglan st should be made more noticeable and put on a speed bump. Crossing for Steinton across North Steyne: Suggest a pedestrian crossing at the end of Steinton St crossing North Steyne due to the increased number of shops and cafes in this area and due to there being no crossings near here.</p>	<p>In regards to the crossing at the intersection of Whistler Street and Raglan Street, crossings already exist at the traffic signals 50 metres west of this intersection and 60 metres east of the intersection. The installation of another crossing at the intersection of Whistler Street and Raglan Street would be inappropriate.</p> <p>In regards to the existing pedestrian crossing on Raglan Street outside St Mary's Catholic School, refer to section 6.11.5 of the report. This section refers to the issues highlighted at this crossing and makes suggestions for improvements.</p> <p>Please refer to section 6.5 of the report. This section makes recommendations for the installation of crossing infrastructure on North Steyne in proximity to Steinton Street.</p>

Respondent Comments	Bitzios Consulting Response
<p>I refer to Rialto Lane and Paragraph 6.10.2 in particular "Strategy to Restrict Loading Times" . On one side of Rialto Lane are the Peninsula Apartments and they can be seen on the right in the photo on Page 89. Many residents have their apartments and their bedrooms facing on to Rialto Lane. The restriction of Loading Times to late evening and early morning hours would be absolutely disastrous for the residents of Peninsula in view of the noise generated by delivery trucks and vans. Delivery vehicles parking in Rialto Lane often have air conditioning or freezing units mounted on them and these are very noisy. In addition there is the beeping sound when trucks reverse which is a very irritating noise. By all means restrict the Loading Times in Rialto Lane but there should be no deliveries before 7 am on weekdays and later on weekends. If Loading Times were restricted to, say, 7 am to 10 am there would be still space for pedestrians at that times.</p> <p>lengthy submission outlining issues with conflict between Loading Zones and Pedestrian access on Rialto Lane and addressing sections 6.10-6.10.3 of the report</p>	<p>This submission has been taken into consideration and responses added in Section 6.10 of the report.</p>
<p>I refer to Section 6.10.2 regarding Rialto Lane. Yet again I am forced to protest against attempts to destroy the amenity of central Manly as a village and a tourist destination. Members of our 160 strong apartments love the fact that every day we are visited by thousands of tourists who pour off the ferry to experience our beautiful area. But in the evening we greatly value the opportunity to return to the peace and quiet of our homes and village. We realise that deliveries must take place in an orderly fashion, but it would not be difficult for service vehicles to make Manly suitable for residents, especially as tourists do not require substantial services before 10.00am, even in the height of summer. The proposed times of delivery i.e. 12.00am to 6.00am are a threat, not only to the health of residents in central Manly, but also to the unique quality of this place and its environment. Yours sincerely, Dr. Janet West.</p>	<p>This submission has been taken into consideration and responses added in Section 6.10 of the report.</p>

## 11. CONCLUSIONS AND RECOMMENDATIONS

This PAMP presents a plan to improve pedestrian safety and encourage more walking within the Manly Beach, Manly Wharf and Manly Town Centre Study Area in the Manly Local Government Area.

Issues affecting pedestrians were discussed with local businesses and community groups, although the responsiveness of many of these groups was relatively limited. The key pedestrian issues identified were the kerb ramp connectivity and alignment, and the number of trip hazards on footpaths in some locations. Other issues included poor surfaces, overgrown vegetation, and poor sign posting.

High Priority PAMP routes were defined, and a comprehensive field audit was conducted to catalogue issues with local footpaths, kerb ramps, bus stops, and the walking environment. A number of recommended works were then proposed with indicative costs given for each all recommended treatments.

The total cost of the improvements identified is approximately \$2,126,000 excluding GST, at an average of about \$425,200 per year over a 5-year program.

If implemented, the proposed works will help to improve pedestrian safety and amenity across the Manly LGA and encourage residents and employees to undertake walking trips for shopping, work, and leisure. It is recommended that these works be implemented as funding becomes available from Northern Beaches Council, and Roads and Maritime Services. Consideration could also be given to including some items, as appropriate, in Council's Section 94 contribution plan when it is updated.



## GLOSSARY OF TERMS AND ACRONYMS

**PAMP:** Pedestrian Access and Mobility Plan

**DDA:** Disability Discrimination Act

**GIS:** Geographic Information System

**DCP:** Development Control Plan

**LEP:** Local Environmental Plan

**Historical Crash Data:** The data are confined to crashes that conform to the national guidelines for reporting and classifying road vehicles crashes. The guidelines include crashes that meet all of these criteria:

- Were reported to the police
- Occurred on a road open to the public
- Involved at least one moving road vehicle
- Involved at least one person being killed or injured or at least one motor vehicle being towed away

**PAMP Route:** Key pedestrian routes identified in the study, and prioritised and audited based on their proximity to pedestrian attractors and generators, pedestrian crash clusters, community feedback, and relation to road hierarchy.

**Pedestrian:** Any person walking including: a person driving a motorised wheelchair that cannot travel at over 10 kilometres per hour (on level ground), a person in a non-motorised wheelchair, a person pushing a motorised or non-motorised wheelchair, a person in or on a wheeled recreational device or wheeled toy. (Source: *Roads and Maritime Services How to Prepare a Pedestrian Access and Mobility Plan*)

**TGSI:** Tactile Ground Surface Indicators

## SUMMARY OF CHANGES MADE FOLLOWING EXHIBITION

Section	Details of Change
2.6.2	Updated Public Transport to include information relating to the Hop Skip Jump Bus service.
6.4	Updated section to reflect how pedestrian desire lines impact the recommendations suggested.
6.4.1	Reiterated pedestrian desire line and discussed impact on recommendation.
6.4.2	Updated to include need for study addressing impact relating to queue lengths.
6.4.3	Reiterated pedestrian desire line and discussed impact on recommendation.
6.7	Included comments relating to community submission about excessive speeding in vicinity to the Manly Andrew Boy Charlton Swim Centre
6.10	Updated recommendation to include information from community submissions, specifically relating to time of restricted loading zones and wayfinding.
6.10.1	Included comments relating to bollards.
6.10.2	Updated comments relating to time restrictions and loading zones.
6.10.3	Inserted new section relating to new recommendation. Outlines potential for a shared loading zone/bay.
6.10.4	Moved from 6.10.3, Clarified size requirement for onsite loading dock.
6.15.1	Updating recommendation to include comments from community submissions and commented on works already underway/completed.
6.16	Included new recommendations for traffic calming devices. New figure inserted.
6.18	New Section included. Highlighted issue relating to narrow footpath on Pittwater Road bridge and made recommendations.
7.3	Split costing into "New Works" and "Maintenance".
10	Inserted comments from respondents and consultants following community submissions.
Summary of Changes	New section included, highlighting changes made to report post community exhibition.



**BITZIOS**  
consulting

## APPENDIX A

### DESIGN STANDARDS



## DESIGN STANDARDS

Below is a list of links (where applicable) to all design standards and codes referenced in the PAMP. The design standards adopted include a combination of Australian Standards, Austroads Guides and local Roads and Maritime Services technical directions and model drawings.

- Australian Standard AS 1158.4:2009: Lighting for Roads and Public Spaces
- Australian Standard AS 1428.4.1 – 2009: Design for Access and Mobility
- Australian Standard AS 1742.10: Pedestrian Control and Protection
- Austroads Guide to Road Design Part 4. Intersections and Crossings
- Austroads Guide to Road Design Part 6A, Pedestrian and Cycle Paths
- Disability Standards for Accessible Public Transport 2002  
<https://www.comlaw.gov.au/Details/F2005B01059>
- NSW Bicycle Guidelines (RTA 2005).  
[http://www.rms.nsw.gov.au/business-industry/partners-suppliers/documents/technical-manuals/nswbicyclelev12aa\\_i.pdf](http://www.rms.nsw.gov.au/business-industry/partners-suppliers/documents/technical-manuals/nswbicyclelev12aa_i.pdf)
- Roads and Maritime Services model drawings MD R173.B01.A1,  
<http://www.rms.nsw.gov.au/business-industry/partners-suppliers/design-documents/model-roaddrawings/mrd-general-concrete-paving.html>
- Roads and Maritime Services Technical Direction TDT 2002/12b (Stopping and Parking Restrictions at Intersections and Crossings)  
[http://www.rms.nsw.gov.au/trafficinformation/downloads/td02\\_12b.pdf](http://www.rms.nsw.gov.au/trafficinformation/downloads/td02_12b.pdf)
- RUM Codes (from Definitions and notes to support road crash data, TfNSW June 2014).  
<http://roadsafety.transport.nsw.gov.au/downloads/definitions-notes.pdf>



**BITZIOS**  
consulting

## APPENDIX B

### TRAFFIC COUNT DATA

**Summary of Count Data Provided for Use in the PAMP**

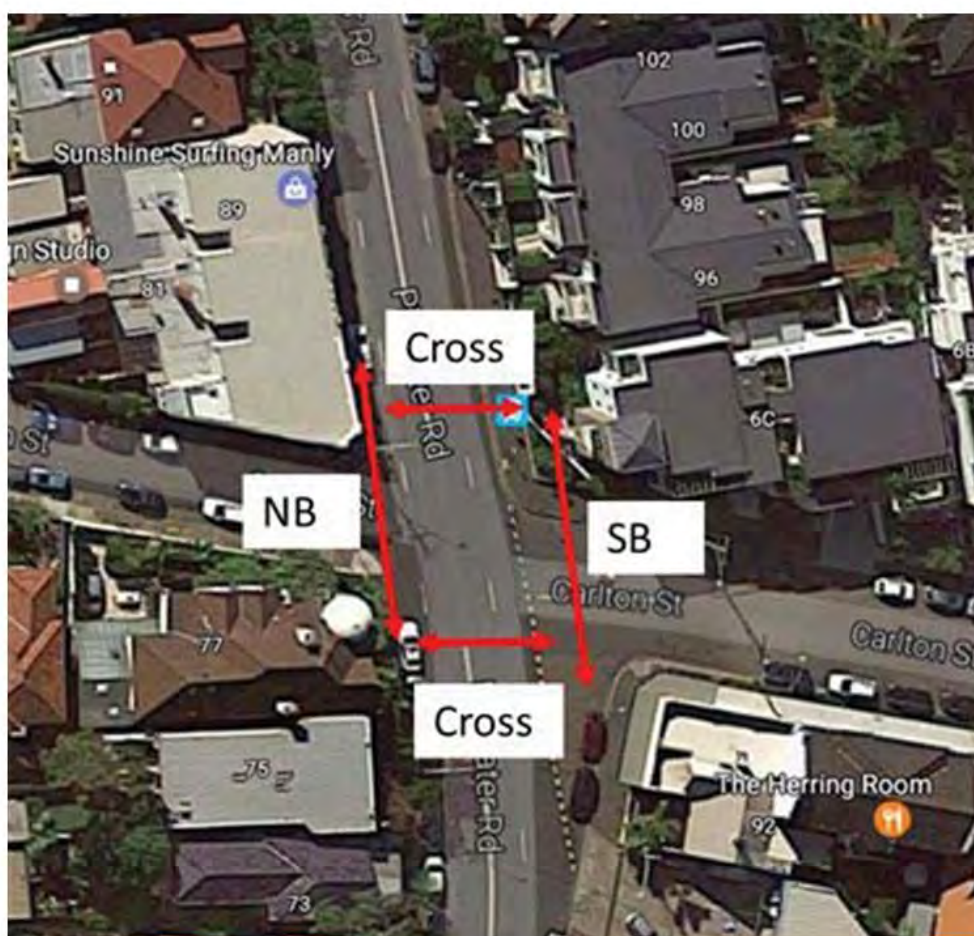
Location	Count Type	AM Peak	PM Peak	Weekend Peak
Pacific Pde (between Balgowlah Rd and Smith St)	Vehicle	✓	✓	✓
Alexander Street (between Balgowlah Rd and Pittwater Rd)	Vehicle	✓	✓	✓
Rolfe Street (between Balgowlah Rd and Pittwater Rd)	Vehicle	✓	✓	✓
Golf Parade (between Balgowlah Rd and Smith St)	Vehicle	✓	✓	✓
Collingwood Street (between Pine St and Golf Pde)	Vehicle	✓	✓	✓
Addison Road (between Manly Point and Reddall St)	Vehicle	✓	✓	✓
West Esplanade (between Fairlight St and Belgrave St)	Vehicle	✓	✓	✓
Commonwealth Parade (between The Crescent and West Esplanade)	Vehicle	✓	✓	✓
Cohen St- Adj. No. 6	Vehicle	✓	✓	✗
New St West- Adj. No 20	Vehicle	✓	✓	✗
Waratah St - Adj. No 16	Vehicle	✓	✓	✗
Balgowlah Pde- 17m north of Golf Pde	Vehicle	✓	✓	✗
Scales Pde - Adj. No. 10	Vehicle	✓	✓	✗
Balgowlah Road West (Daintrey St)	Pedestrian	✓	✓	✗
Balgowlah Road (outside 29-31)	Pedestrian	✓	✓	✗
Balgowlah Road East (Francis St)	Pedestrian	✓	✓	✗
Eurobin Avenue (exact location unknown)	Pedestrian	✓	✓	✗
Kenneth Road West (just past of Pool driveway)	Pedestrian	✓	✓	✗
Kenneth Road (Pedestrian Refuge)	Pedestrian	✓	✓	✗
Kenneth Road East (west of Balgowlah Road)	Pedestrian	✓	✓	✗
Eurobin Avenue (outside 25)	Vehicle	✓	✓	✗



## TRAFFIC COUNT SURVEY CONDUCTED BY BITZIOS CONSULTING

Pittwater Road and Carlton Street

Pedestrian Spot Count	15 minutes			Hour		
	SB	NB	Cross	SB	NB	Cross
15 minutes; 13:52 – 14:07	10	16	0	40	64	0



Pittwater Road and Denison Street

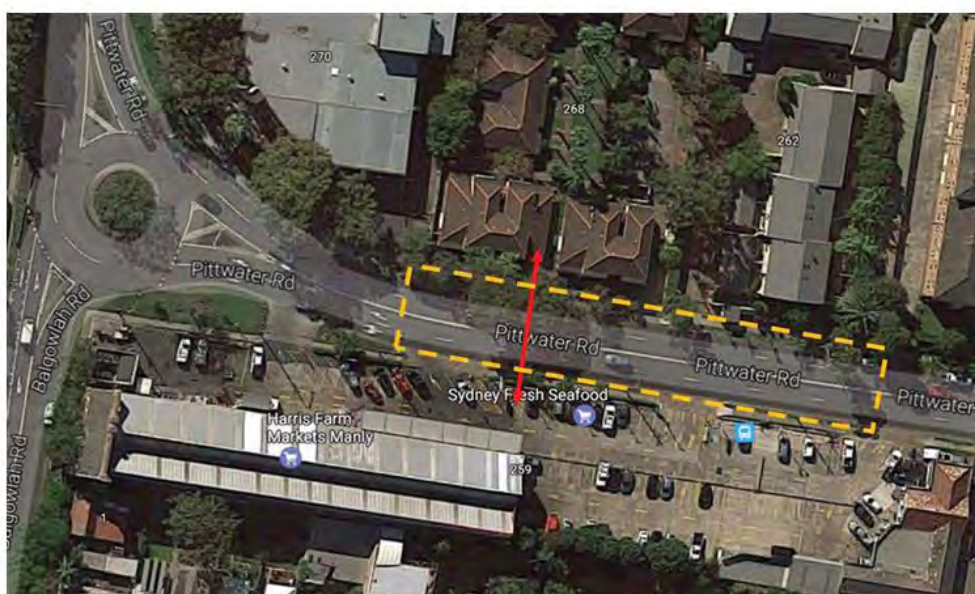
Pedestrian Spot Count	15 minutes			Hour		
	SB	NB	Cross	SB	NB	Cross
Denison Street / Pittwater Road						
15 minutes; 13:26 – 13:41	35	33	0	140	132	0





**Pittwater Road and Harris Farm**

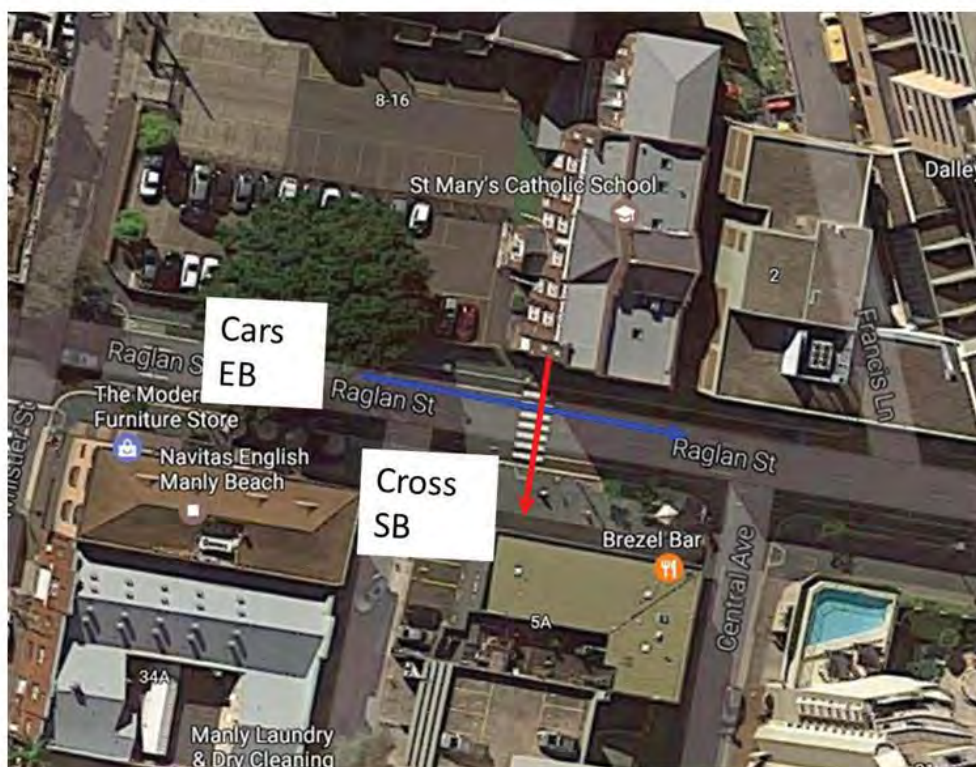
Pedestrian Spot Count	15 minutes			Hour		
Harris Farm Market / Pittwater Road	SB	NB	Cross	SB	NB	Cross
15 minutes; 11:50 – 12:05	-	-	17	-	-	68





**Pittwater Road and Raglan Street**

Crossing Spot Count	15 minutes				Hour			
Raglan Street / Pittwater Road	EB Veh	WB	SB Cross Ped	NB Cross Ped	EB Veh	WB	SB Cross Ped	NB Cross Ped
15 minutes; 13:52 – 14:07	61	60	12	11	244	240	48	44





Traffic Counts for Manly PAMP Study Area



**BITZIOS**  
consulting

## APPENDIX C

### CRASH DATA SUMMARY



## Appendix C: Crash Data

### Summary of Pedestrian Crashes in each zone between 2010-2015

Location	Cross Street or Nearby Feature	Crash Type	Time	Natural Light	Year
Pittwater Rd	30m North of Raglan St	1: Pedestrian Emerging	10:50	Day	2010
Pittwater Rd	1m North of Raglan St	2: Pedestrian Far Side	17:55	Dusk	2010
Eurobin Avenue	205m East of Pittwater Rd	7: Pedestrian on Driveway	9:00	Day	2010
Sydney Rd	15m West of Belgrave St	2: Pedestrian Far Side	1:28	Dark	2010
East Esp	10m East of Belgrave St	0: Pedestrian Near Side	8:25	Day	2010
Belgrave St	On the spot of Raglan St	2: Pedestrian Far Side	21:00	Dark	2010
Sth Steyne Ms	20m South of The Corso Ot	0: Pedestrian Near Side	12:00	Day	2010
Pittwater Rd	50m North of Collingwood St	7: Pedestrian on Driveway	9:35	Day	2011
Pittwater Rd	170m East of Balgowlah Rd	0: Pedestrian Near Side	14:20	Day	2011
Nth Steyne Ms	20m South of Raglan St	3: Pedestrian Playing / Working on Road	4:55	Dawn	2011
Pittwater Rd	On the spot of Collingwood St	99: Unknown	3:50	Dark	2011
Pittwater Rd	On the spot of Raglan St	2: Pedestrian Far Side	19:00	Day	2011
Pittwater Rd	On the spot of Rta Ent	7: Pedestrian on Driveway	15:15	Day	2011
Belgrave St	On the spot of Gilbert St	0: Pedestrian Near Side	1:10	Dark	2011
Belgrave St	1m North of Est Esplanade Ms	2: Pedestrian Far Side	20:30	Dusk	2011
Belgrave St	On the spot of Raglan St	0: Pedestrian Near Side	12:10	Day	2011
Belgrave St	On the spot of Sydney Rd	0: Pedestrian Near Side	1:50	Dark	2011
Sth Steyne Ms	115m North of Wentworth St	0: Pedestrian Near Side	14:20	Day	2011
Pittwater Rd	20m North of Raglan St	0: Pedestrian Near Side	21:00	Dark	2012
West Esp	20m East of Eustace St	1: Pedestrian Emerging	12:10	Day	2012
Raglan St	2m East of Pittwater Rd	0: Pedestrian Near Side	20:50	Dusk	2012
Wentworth St	40m East of East Esp	2: Pedestrian Far Side	11:00	Day	2012
East Esp	1m West of Wentworth St	0: Pedestrian Near Side	9:00	Day	2012
Belgrave St	2m North of Sydney Rd	0: Pedestrian Near Side	14:00	Day	2012
Francis Lane	50m North of Raglan St	4: Pedestrian Walking with Traffic	7:30	Day	2013
Nth Steyne Ms	2m South of Denison St	2: Pedestrian Far Side	17:54	Dusk	2013
Collingwood St	15m East of Bonner Avenue	0: Pedestrian Near Side	15:40	Day	2013
Belgrave St	1m West of Sydney Rd	0: Pedestrian Near Side	12:45	Day	2013
Belgrave St	2m South of Raglan St	0: Pedestrian Near Side	12:30	Day	2013
Central Avenue	50m South of Raglan St	9: Other Pedestrians	11:15	Day	2013
Osborne Rd	90m South of Addison Rd	1: Pedestrian Emerging	10:40	Day	2013
Pittwater Rd	On the spot of Pine St	0: Pedestrian Near Side	13:00	Day	2014
Pittwater Rd	On the spot of Raglan St	0: Pedestrian Near Side	14:41	Day	2014
North Steyne Ms	10m North of Collingwood St	2: Pedestrian Far Side	11:18	Day	2014
West Esplanade	On the spot of Rowe St	2: Pedestrian Far Side	15:40	Day	2014

Belgrave St	On the spot of Gilbert St	2: Pedestrian Far Side	9:22	Day	2014
Whistler St	20m North of The Corso Ms	0: Pedestrian Near Side	11:45	Day	2014
Belgrave St	On the spot of Sydney Rd	0: Pedestrian Near Side	0:20	Dark	2014
Augusta Lane	On the spot of Raglan St	0: Pedestrian Near Side	12:00	Day	2015
Fairlight St	5m West of Commonwealth Parade	2: Pedestrian Far Side	14:50	Day	2015
Belgrave St	On the spot of Sydney Rd	2: Pedestrian Far Side	20:20	Day	2015
Belgrave St	100m North of East Esp	71: Left Off Carriageway into Object / Parked Car	21:00	Dark	2015
North Steyne Ms	On the spot of The Corso	2: Pedestrian Far Side	2:15	Dark	2015
Addison Rd	On the spot of Darley Rd	2: Pedestrian Far Side	19:15	Dark	2015
Addison Rd	On the spot of Stuart St	10: Cross Traffic	12:00	Day	2015



**BITZIOS**  
consulting

## APPENDIX D

### BUS FREQUENCIES



**Appendix D:**

**Bus services and frequencies during peak hours within the study area**

Route Number	Destination	Number of Services on Weekday (2 hours peak hour)	
		AM Peak (7-9am)	PM Peak (4-6pm)
130	Manly to Beacon Hill & Dee Why (Loop Service)	0	0
131	Manly to Seaforth & North Balgowlah (Loop Service)	0	0
132	Manly to Warringah Mall via North Balgowlah	1	4
	Warringah Mall to Manly via North Balgowlah	3	1
135	North Head to Warringah Mall via Manly	4	5
	Warringah Mall to North Head via Manly	5	4
136	Chatswood to Manly	9	6
	Manly to Chatswood	9	8
139	Warringah Mall to Manly via South Curl Curl	4	4
	Manly to Warringah Mall via South Curl Curl	4	4
140	Epping to Manly Wharf via Macquarie University	0	1
	Manly Wharf to Epping via Macquarie University	1	0
142	Allambie to Manly	5	3
	Manly to Allambie	3	4
143	Manly to Chatswood via Balgowlah & St Leonards	8	4
	Chatswood to Manly via Balgowlah & St Leonards	3	5
144	Manly to Chatswood via Royal North Shore Hospital	5	7
	Chatswood to Manly via Royal North Shore Hospital	6	10
151	Mona Vale to City QVB	0	0
	City QVB to Mona Vale	0	0
155	Bayview Garden Village to Manly	10	5
	Manly to Bayview Garden Village	4	4
156	McCarrs Creek to Manly	1	2
	Manly to McCarrs Creek	2	2
158	Cromer to Manly	0	1
	Manly to Collaroy Plateau via Cromer	0	0
159	Dee Why to Manly	0	1
	Manly to Dee Why	0	2
169	Manly to City Wynyard via Narraweena	2	4
	City Wynyard to Manly via Narraweena	4	0
171	Manly to City Wynyard	2	0
E36	North Curl Curl to Manly	4	0
	Manly to North Curl Curl	0	4
E41	North Balgowlah to Manly	4	0
	Manly to North Balgowlah	0	4
E50	Manly to Milsons Point	10	0
	Milsons Point to Manly	0	5
E69	Manly to City Wynyard via Narraweena	0	0
	City Wynyard to Manly via Narraweena	0	2

Route Number	Destination	Number of Services on Weekday (2 hours peak hour)	
		AM Peak (7-9am)	PM Peak (4-6pm)
E70	Manly to City Wynyard	12	0
	City Wynyard to Manly	0	5
E71	Manly to City Wynyard via Clontarf	3	0
	City Wynyard to Manly via Clontarf	0	3
Total		128	114



**BITZIOS**  
consulting

## APPENDIX E

### COMMUNITY CONSULTATION RESULTS



## Access Issues Raised by Council

This paper outlines issues with pedestrian access in Manly area. Some of these issues have been on the agenda of the former Manly Council Access and Mobility Committee.

### Pedestrian crossings

The most significant issue which was a subject to a previous PAMP study by Bitzios in 2014 is the **Balgowlah Road and Pittwater Road roundabout**. The recommendations of this report have not been fully implemented. The community preference for Option 1 (traffic lights controlled intersection) was not supported by RMS. Instead, Council proceeded with Option 3 – pedestrian traffic islands. Only one of the proposed 2 sites were implemented at Balgowlah Road opposite Golf Parade.

There is an urgent need to implement the second proposed pedestrian crossing with traffic islands at Pittwater Road opposite Harris Farm. Reportedly, people in wheelchairs who live in the social housing at this site have been seen trying to cross there against the traffic.

The second most significant pedestrian crossing in Manly is **The Corso opposite Manly Wharf**. Suggested improvements are **traffic lights with a timer** and considering **level access across** to the Corso similar to other wide pedestrian crossings, e.g. Victoria Parade & East Esplanade and installing bollards.

### Footpaths and pavements

A number of major pedestrian walkways in the Manly CBD and along the beach and harbour front have a deteriorating pavement, rough surfaces and are inaccessible for wheelchairs. For example:

- North Steyne – western side between Raglan Street and Collingwood Street
- Pittwater Road between Collingwood Street and Belgrave St.
- Whistler Street
- East Esplanade
- Darley Road

The pavement at the bus stop shown below (picture on left) has a steep cross fall (incline). This is difficult to traverse and is unsafe for wheelchairs or walking frame users proceeding along to a major intersection crossing at Manly Wharf.



West Esplanade & Belgrave Street bus stop



Rough footpath on Whistler Street

Appropriate accessible pathways are required to be in place and compliance enforced during major ocean beach events or in front of constructions sites, like the one shown below:



Construction site on North Steyne

Better management practices for maintaining a footpath clearance are required in many places. Common barriers on the footpaths in the CBD include misplaced rubbish bins, tables and chairs from coffee shops, bicycles chained on poles, A-frames, planter boxes, fences surrounding outdoor dining areas encroaching on the footpaths, customers with prams & dogs lying on the footpath, etc.

In particular, the **triangular space** between Whistler Street, the car park and Market Lane is extremely busy with pedestrians, shops and vehicular traffic. This area is on the main route between Market Place, Manly Library, Town Hall, Post Office, Whistler St car park, Coles supermarket, The Corso, Sydney Buses stops and the Wharf. The footpath on the eastern side of Market Lane (picture below) is extremely narrow, uneven and congested at peak traffic times at noon and around 5-6pm.



Market Lane near the Whistler Street car park forecourt

**Recommendations:**

1. Council's engineering services to audit and prioritise program for footpath upgrades.
2. Council to review and redesign the pedestrian walkways around Whistler Street and Market Lane triangle.
3. Council to require and monitor the provision of temporary accessible footpaths at construction sites and during events.
4. Council regulatory services to monitor footpath clearance around shops, corner stores and enforce compliance.



## Footpath & Driveway Crossings

A number of private residential and commercial driveways are intersecting with public footpaths without any warning signage. The footpath in such intersections often changes in gradient and texture and is a hazard for people with walking aids, children and people with visual impairment.

Typical sites include driveways at Petrol stations & Car Wash facilities on Pittwater Road, public car parking stations in Manly CBD, large residential car parking stations & garages, constructions sites and school yards used for car parking. Some examples are shown below:

### Royal Far West School, South Steyne.



A private driveway to the residential RFW car parking (internal) opens onto a major walkway on South Steyne adjacent to the Manly Medical Centre (on left). One accessible parking space with no shared zone bordering the driveway (on right).

### Manly Village School, Darley Road & Wentworth Street & Victoria Parade

Multiple driveway entries open on main walkways on the above streets.

The zebra crossing on Victoria Parade shown below was implemented opposite the school back yard entry, which is now fenced off and unused. This may need to be reviewed.





Three unmarked driveways at the **St Mary's Catholic Church and School** (below) open on two roads:



St Mary's Church, Whistler Street entry



St Mary's Church, Raglan Street entry



Further driveway at St Mary's Church Hall and archbishop residency on Whistler Street.



Private driveway from a residential complex parking opens onto footpath, Darley Road near Coles (secondary) entry

A couple of zebra crossings exist on Whistler Street about 30 m apart – one at the intersection with Raglan Street, the other one is a remnant from the past when the primary school was located at the building on Raglan Street and this entry was the main school entry for students. Now it is a car park.



Two zebra crossings at St Mary's Whistler Street may need to be reviewed.

**Recommendations:**

1. Review old zebra crossings around schools.
2. TGSs and/or traffic warning signage should be installed at major walkway and driveway intersections for safety of children, frail older people and people with visual impairment.
3. Pavement gradient and rough surfaces at such intersections should be minimised.

## Accessible Bus Stops & Drop Off Zones

### Manly Beach

A drop off zone or **Community (mini) Bus area** is needed at the northern side of Manly beach. Numerous Community Transport buses, Aged Care or Retirement Villages mini buses and disability group homes or schools are bringing people with high mobility needs to Manly Beach daily to have a bit of fresh air and enjoy the sea view. Majority of these users have poor mobility, most have wheelchairs or walking frames and usually sit at the picnic benches and tables provided in the park. This area is preferred by such users as it is quieter and has more sun shine (smaller trees).

The existing **Tourist Bus area opposite Raglan St.** (2 pictures below) is very busy and is at a distance of more than 500 m away. This bus area is also lacking a kerb needed for wheelchairs to alight. The nearest toilet amenities are located at the junction with the Corso.



North Steyne bus zone opposite Raglan Street is insufficient to accommodate all buses

It is recommended to explore and implement an accessible community bus stop or drop off zone at the northern end of Manly Beach, possibly, at the cost of a few parking spaces. Suggested sites:

- Manly Lagoon Park near the amenities block (has 2 unisex accessible cubicles) – picture on left, or at
- North Steyne near Queenscliff SLSC (has 1 unisex MLAK toilet) – picture on right



Manly Lagoon Park, Cameron Avenue



North Steyne, near Queenscliff SLSC

Note: Availability of **accessible amenities in the vicinity** is essential for this type of users.



### Manly Wharf

The need for a **Kiss & Ride zone** at the wharf side of East or West Esplanade (shown below on right) has been considered by the Access and Mobility Committee due to high demand and increased number of 'illegal' drop-off's in this area. A suggested site could be adjacent to the Tourist Bus zone (picture on right).



West Esplanade



Tourist Bus zone, West Esplanade

### Manly Art Gallery and Museum

One accessible space is available at the harbour side in front of the Art Gallery. However, it is not visible from the road due to a steep driveway down from West Esplanade.

Question: Is the time limit (2P) attached to an accessible space there legal and/or enforced?



Lack of directional signage at West Esplanade indicating the driveway (picture on left) leading to a Loading zone containing one accessible parking space (picture on right).

## Accessible Bus Stops

### Bus Zone (Drop Off only) on East Esplanade

A Bus zone on East Esplanade is long enough to accommodate up to three buses. However, the footpath beside is very narrow for 2/3 of the length of the Bus Zone and is not accessible for disembarking wheelchair passengers.





East Esplanade bus zone prior to Wentworth Street.

Two pedestrian islands have been constructed at bus stops along North Steyne to allow wheelchair access from buses. The kerb ramp at one of the islands pictured above is unnecessary – it leads to a busy road (there is no crossing there) and is unsafe. What is needed is just a proper kerb.



**Recommendations:**

1. Council to audit all bus stops and implement accessible bus stops where necessary.
2. Council engineers to use the Public Transport Bus Stop Site Layout Guidelines in designing and implementing such upgrades.



Public Transport Bus  
Stop Site Layout Guid

## Kerb ramps

An audit of the kerb ramps in Manly Town Centre and Manly - Pittwater Road area shows a variety of issues. The most common issues are outlined below with some examples in pictures.

### Missing kerb ramps at footpaths on road intersections



Gilbert & Eustace Streets



Whistler & Carlton Streets



Whistler St & Denison Street

### Missing kerb ramps and footpaths at residential streets



Birkley Lane, at Independent Living Residential facility, Uniting Aged Care

**Inappropriately located kerb ramps**



Inappropriately constructed kerb ramp opposite Coles car park entry, Darley Road, located just after No Stopping sign



Inappropriately constructed kerb ramp on North Steyne near Ceramic Lane opposite beach – no pedestrian crossing there

**Poor alignment / misalignment of kerb ramps on pedestrian crossings and intersections**



Belgrave Street & Sydney Road



North Steyne & Pine Street

**Kerb ramps encroaching on the footpath, causing a dip and/or limiting the circulation space around corners**



Whistler Street, at St Mary's school





**Inconsistent types and shapes of kerb ramps on all 4 corners of the same intersection**



Darley Road & Wentworth Street



Belgrave St & Pittwater Rd & Raglan St

**Inappropriately or poorly constructed kerb ramps**



North Steyne & Denison Street



Pittwater Road & Pine Street



TGS inside the kerb ramp at Manly Wharf



East Esplanade & Wentworth St

## Obstacles for visually impaired people

Bollards of various sizes and shapes are abundant in the town centre to control vehicle traffic. Contrasting marking is needed to assist people with low vision.



Market Lane around Manly Library



The Corso and Darley Road corner



Sydney Road and Central Avenue

Other obstacles include trees and low branches overhanging on footpaths and wet surfaces around fountains.



Pittwater Road near Pacific Lane



The Corso fountains



Whistler St Car Park Forecourt – accessible parking bays without shared zone and various dimensions



Lack of marked continuous accessible pathway from the car parking to the library or the surrounding area; inappropriately designed parking bay with obstacles





**Dangerous crossing over the driveway exit from the car park; inappropriate kerb ramps; rubbish bins and bikes chained on poles often present in this area - obstructions and congestion on the main route to the library and Market Place.**



**2P Accessible parking spaces located inside the car park on Ground Level. Fees apply after 2 hours.**



**Insufficient lighting at accessible parking area, Ground Level**



Inaccessible height Parking Ticket machine, Ground floor.



Large delivery trucks are often parked in NO Parking area blocking the walkway to Manly Library and the pedestrian ramp at Whistler Street car park



Bollards on the pedestrian walkway around the library building (hazard for vision impaired people)



Uneven pathway surface with paddles around the library; lack of contrast

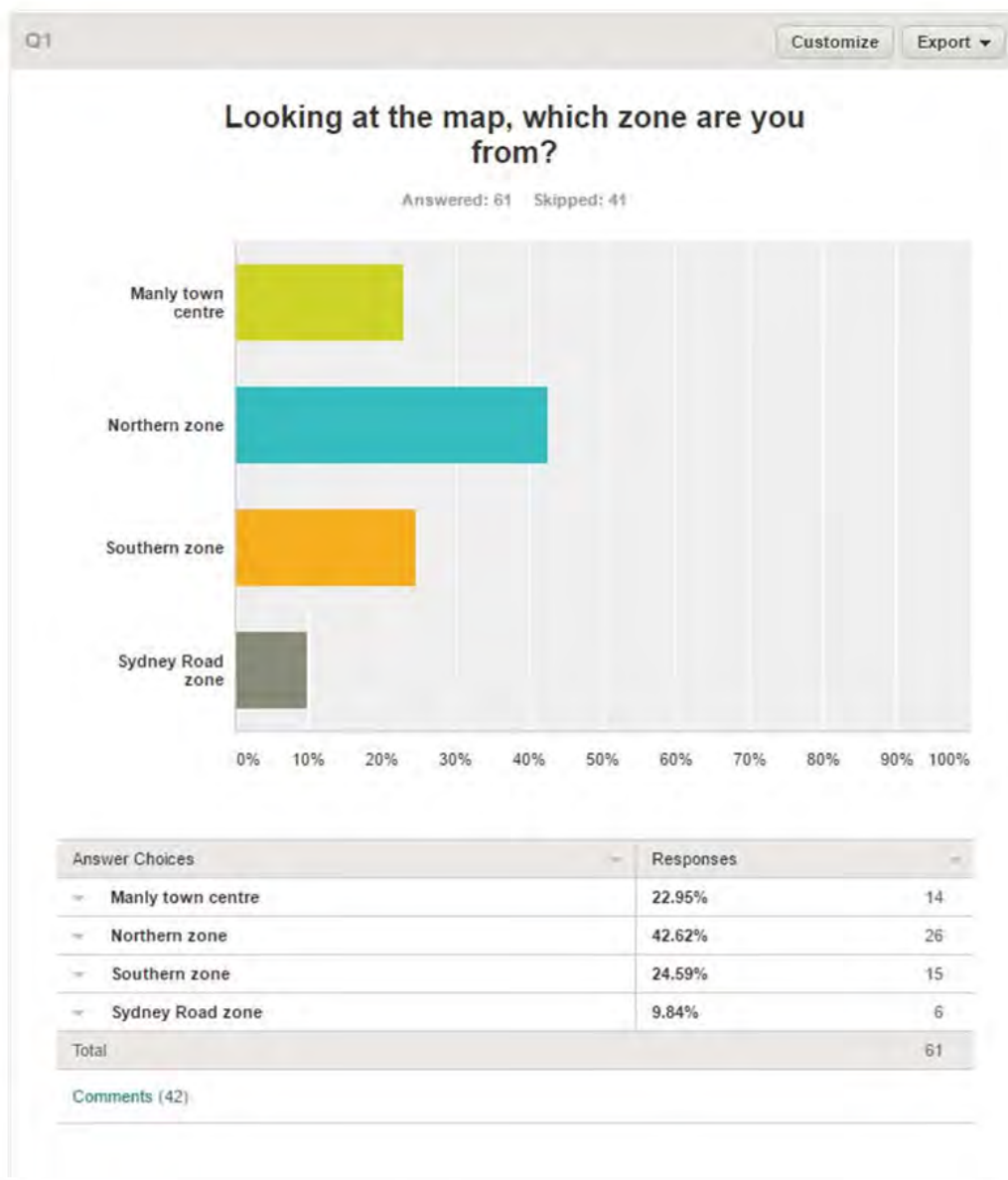


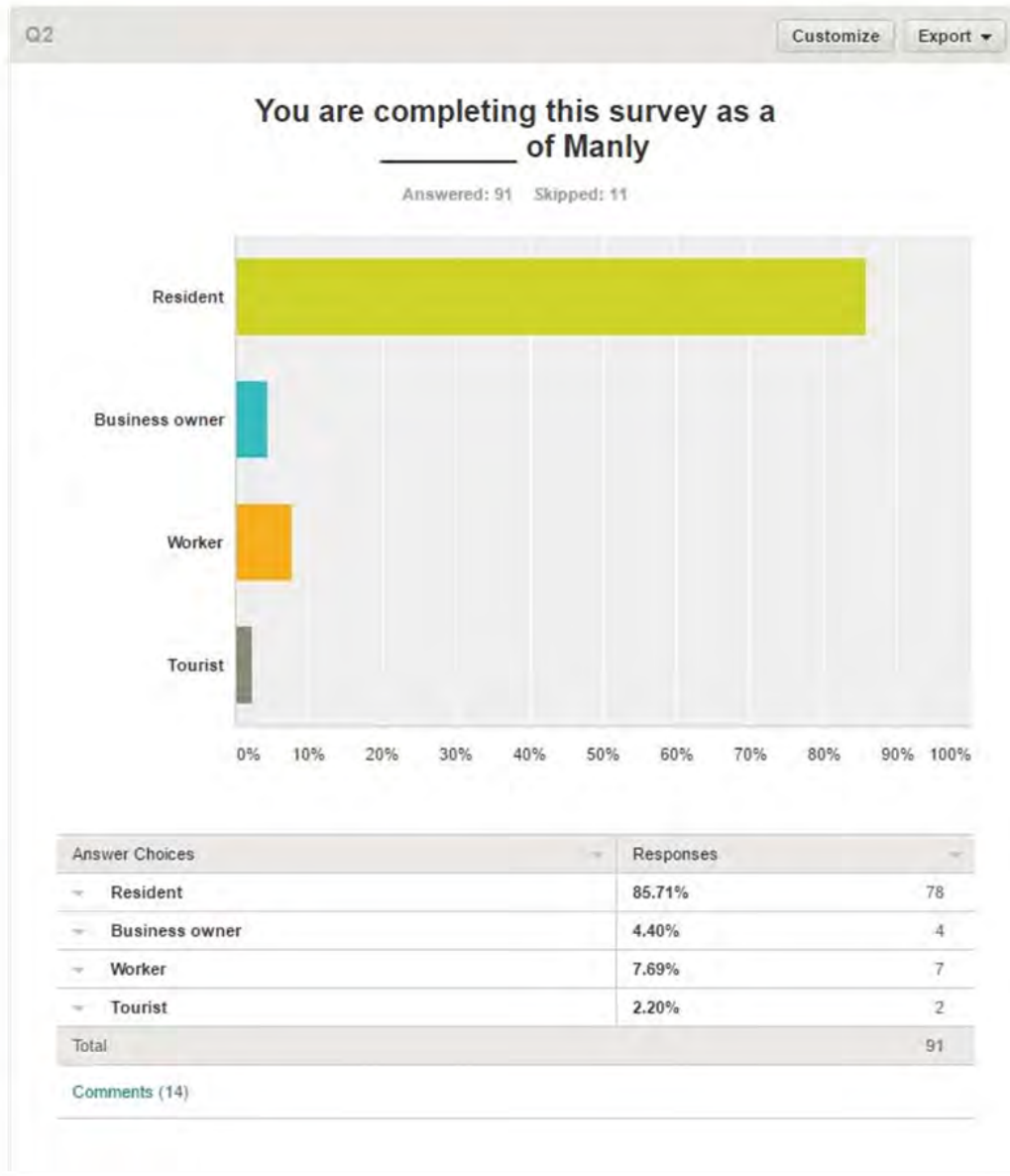
Low bollards at Manly Library main entry – hazard for people with visual impairment



Various types of bollards around Manly Library – major pedestrian walkway

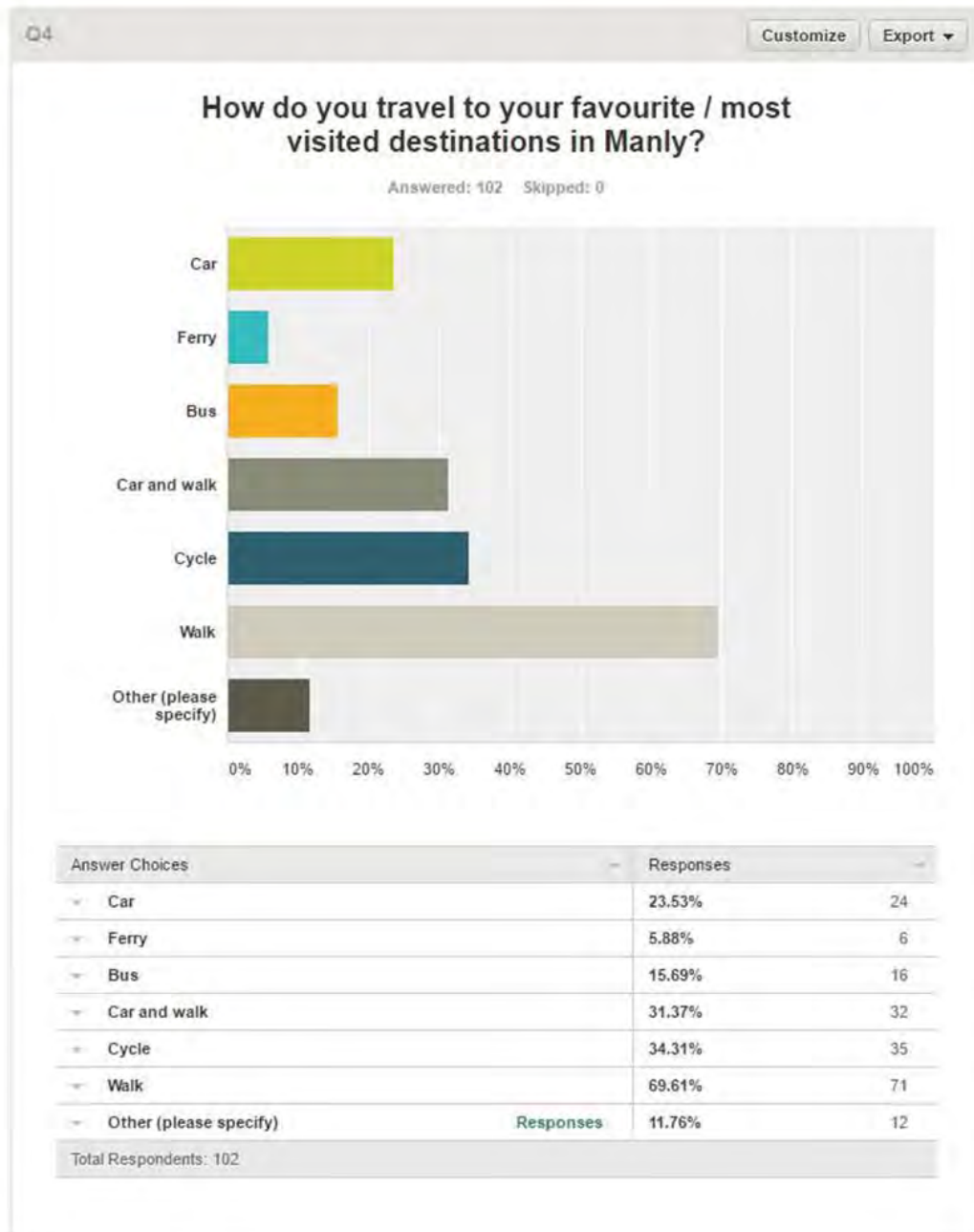


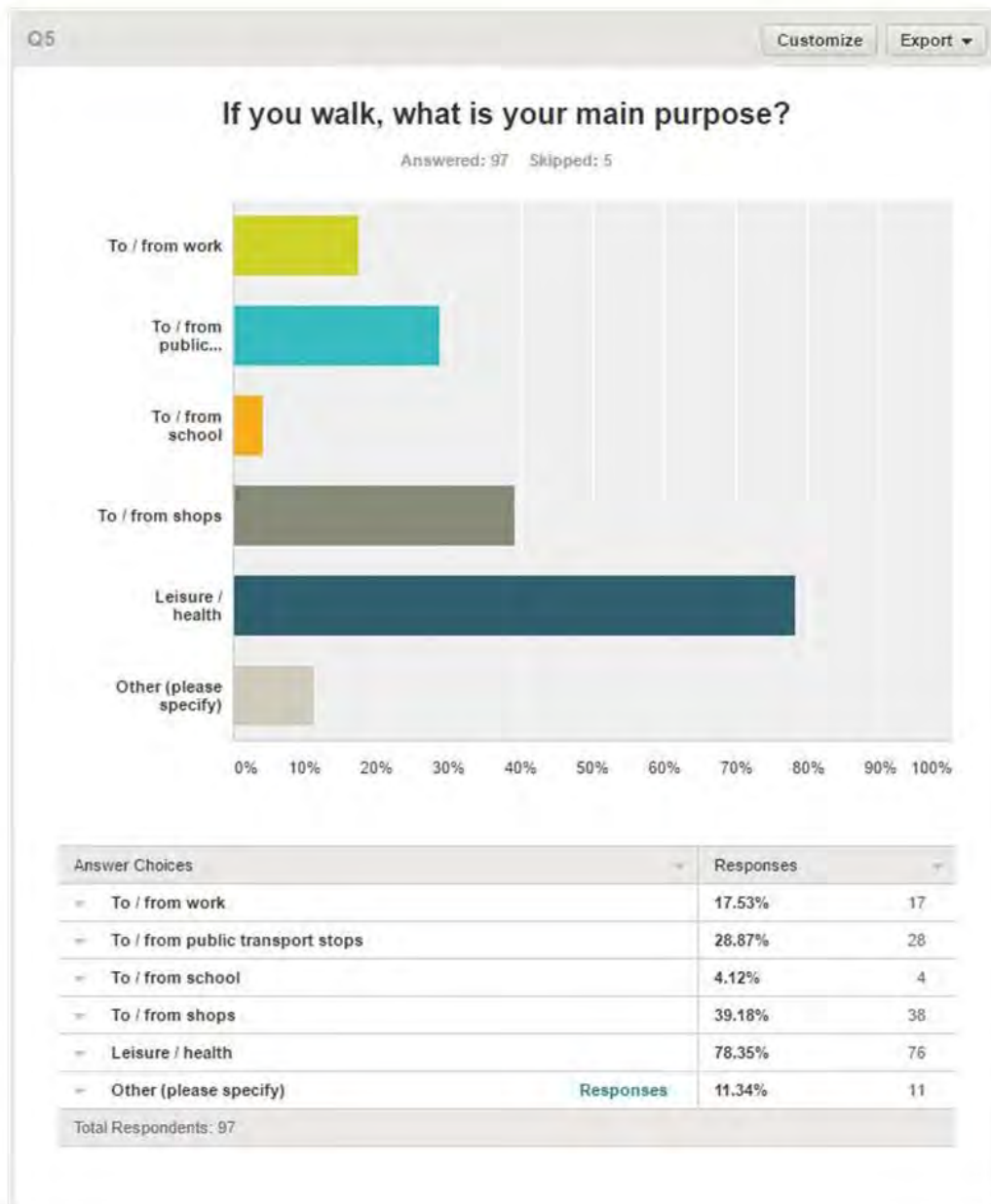


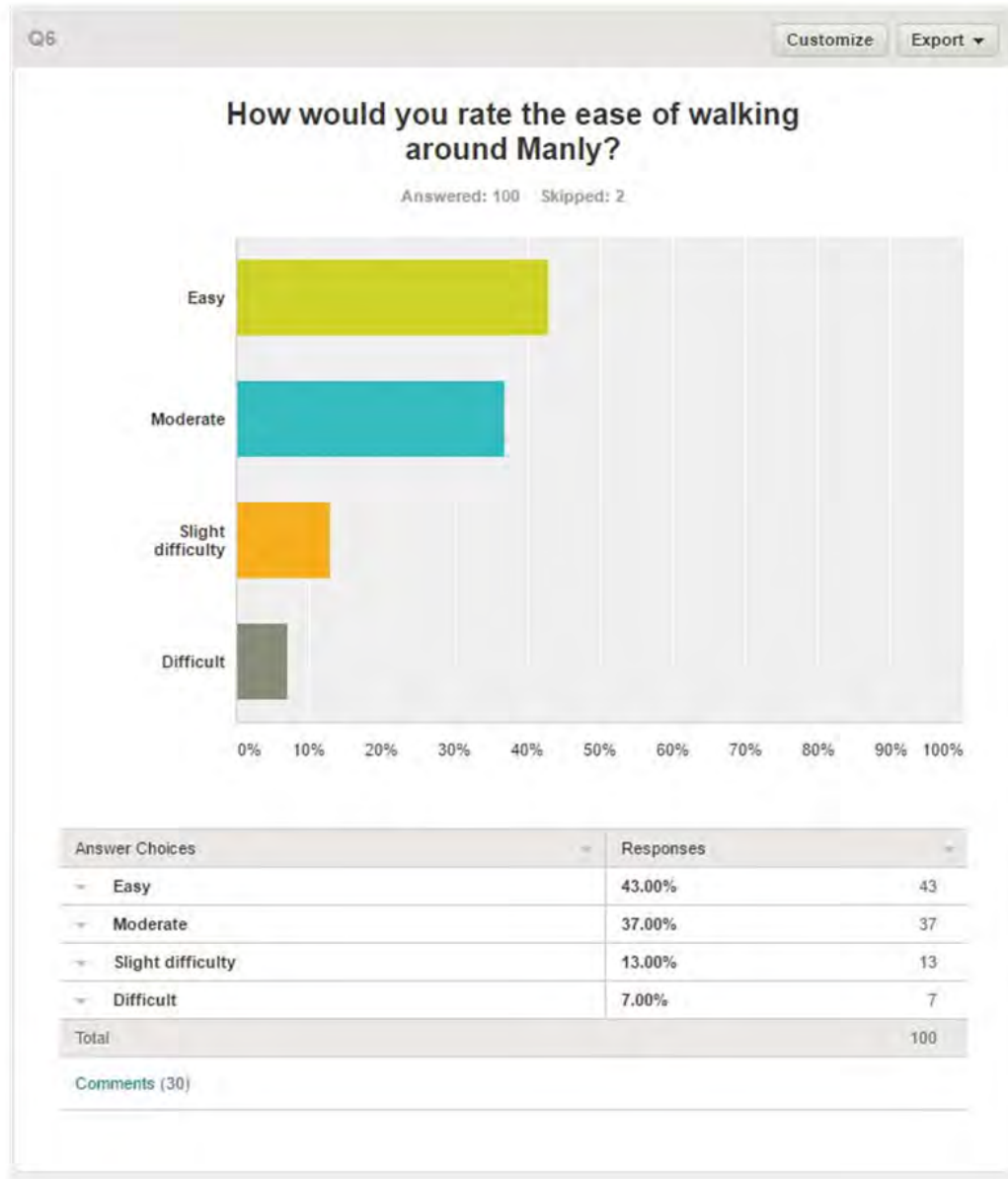




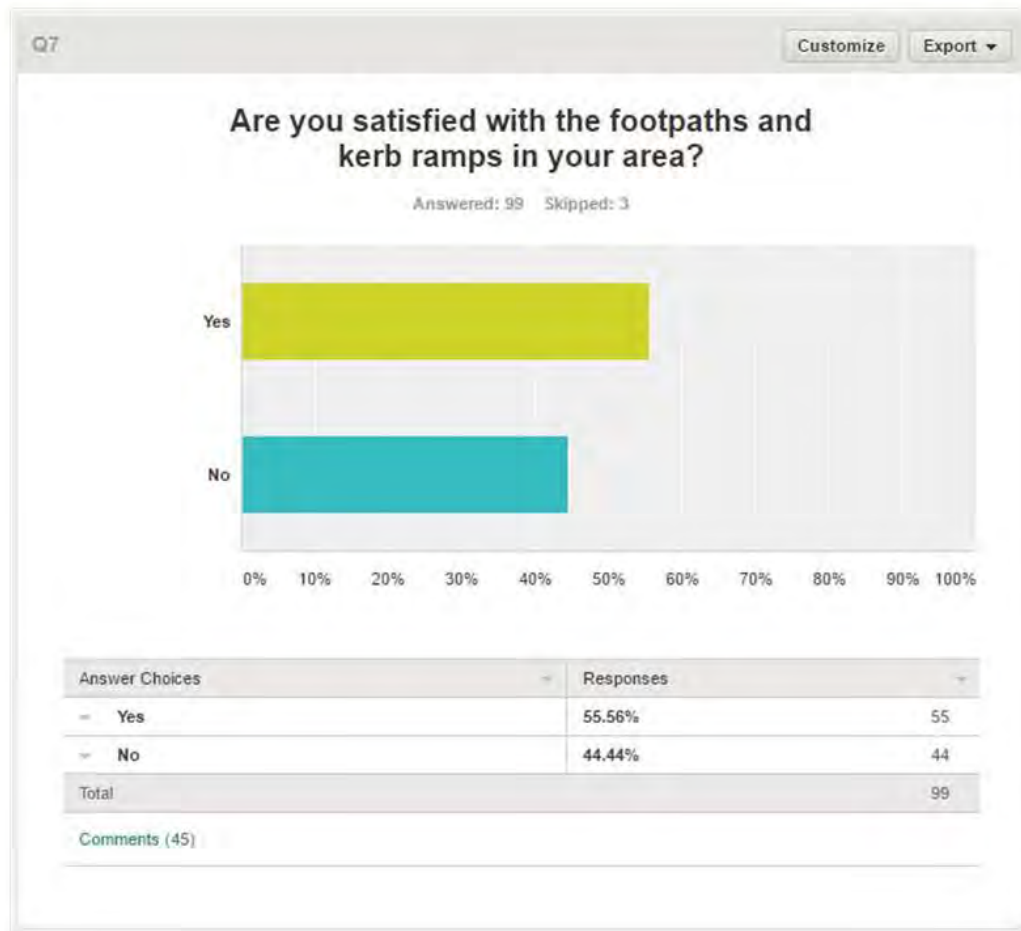


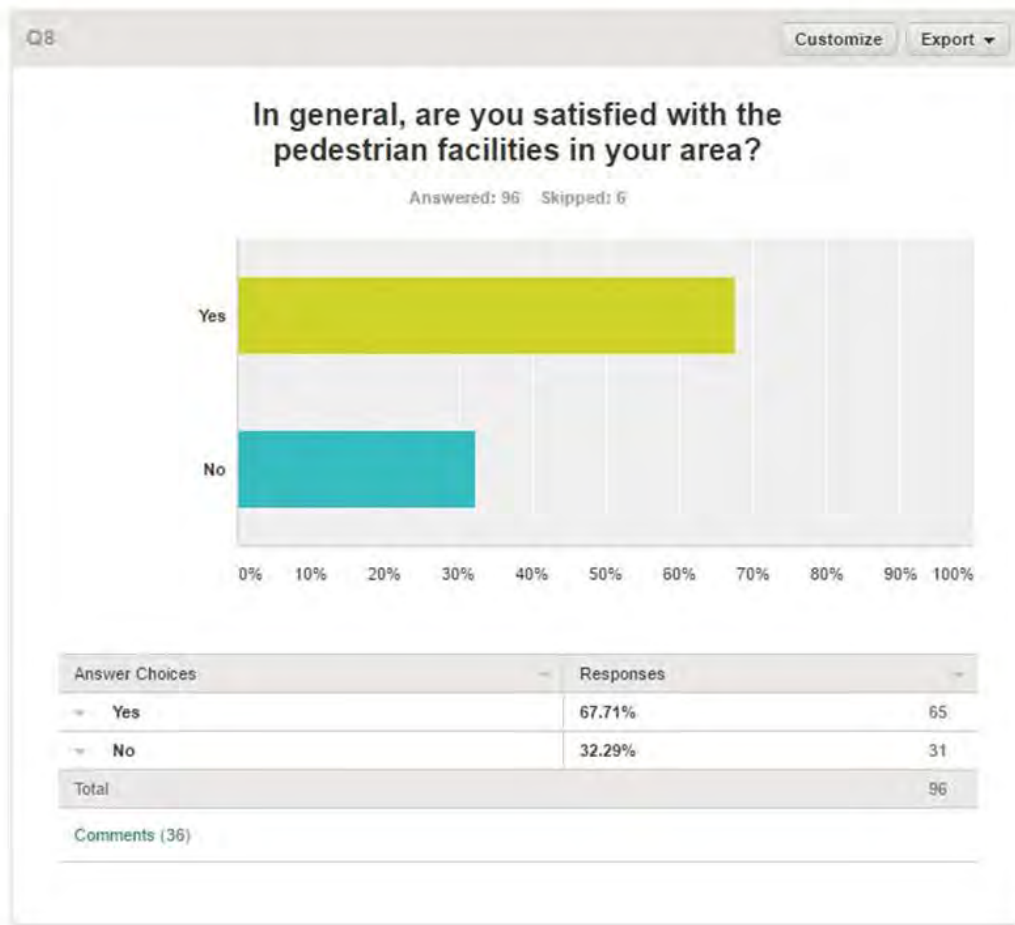


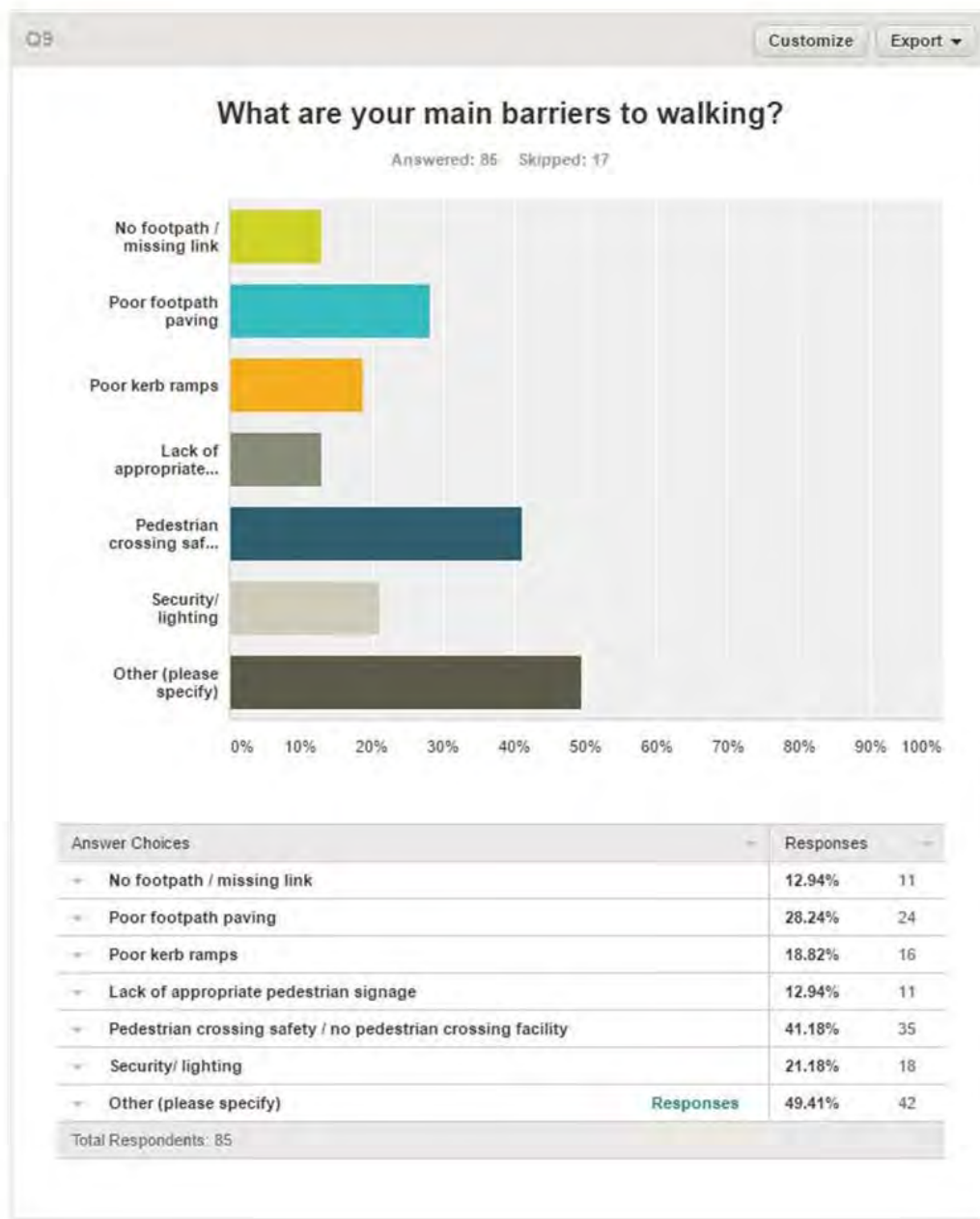




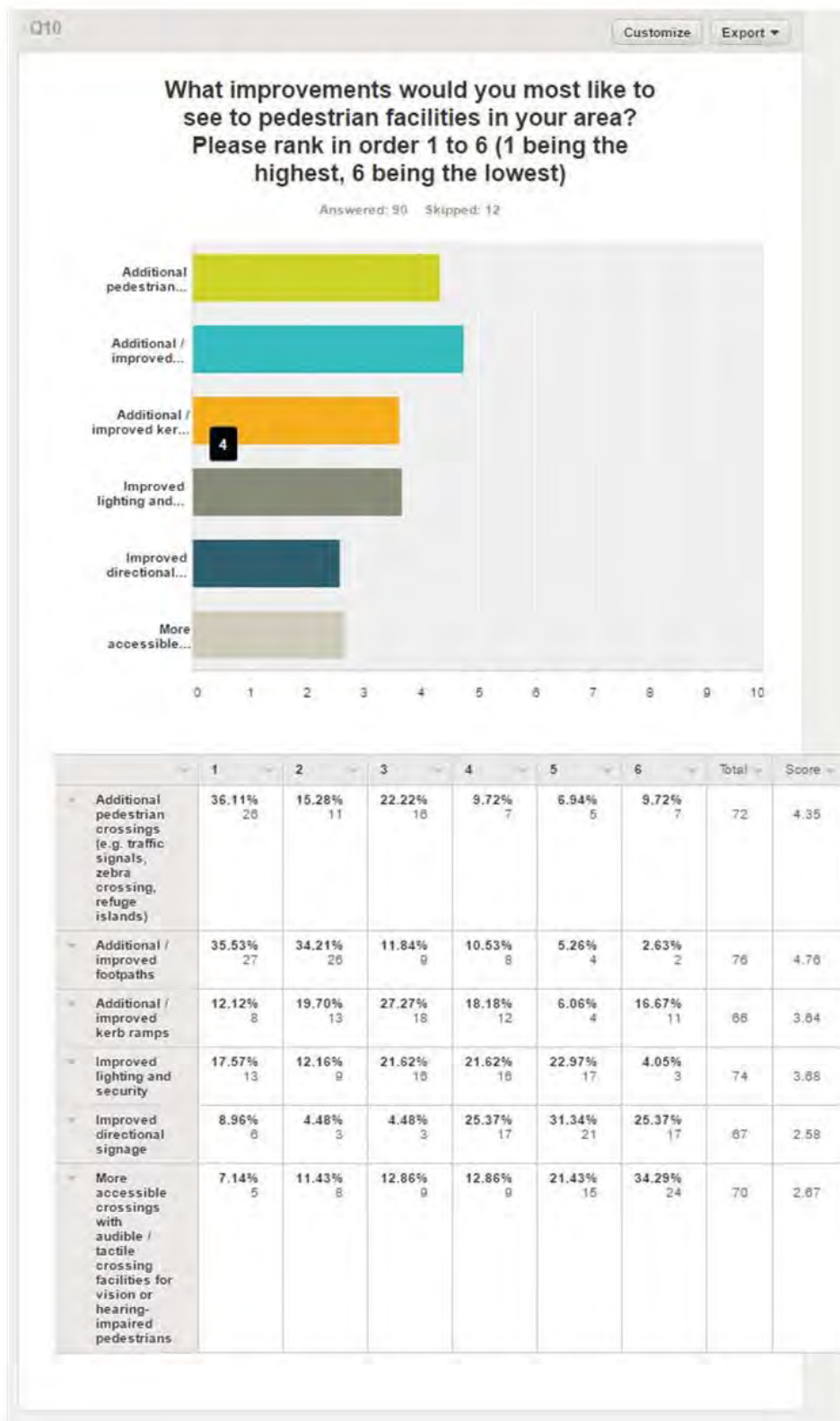












The answers to questions eleven (11) and twelve (12) have can be found immediately following question fourteen (14).

Q11

Export ▾

**Are there any specific locations where you have concerns about pedestrian access and mobility? Please provide the street name and brief description of the issue, if possible.**

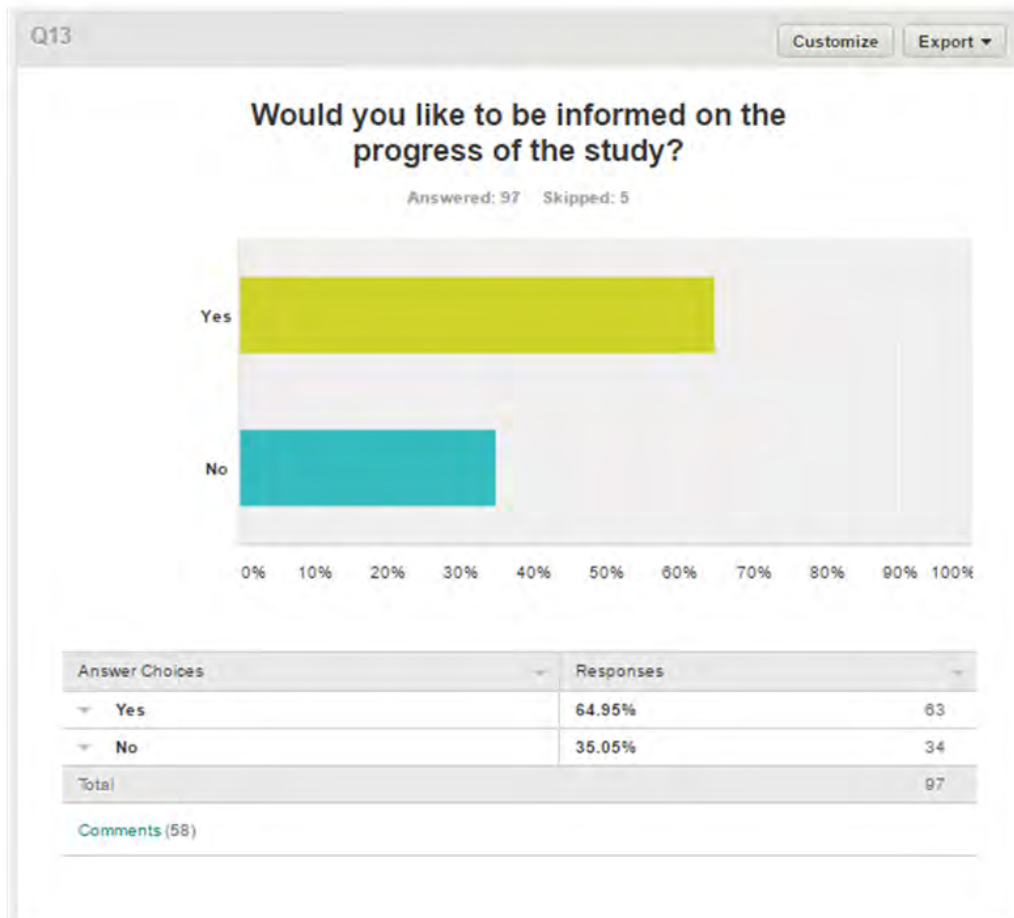
Answered: 81 Skipped: 21

Q12

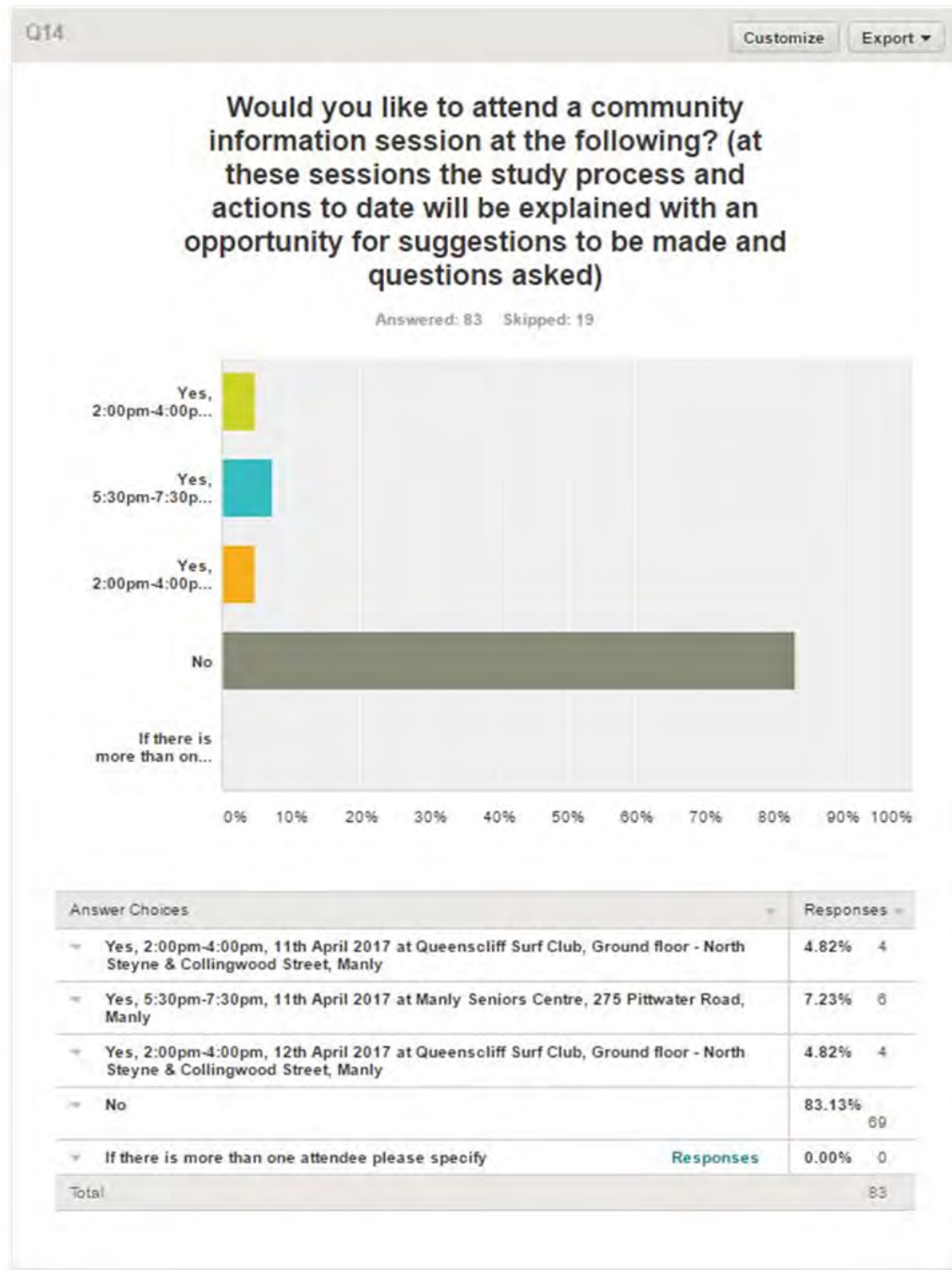
Export ▾

**Are there any other issues regarding pedestrian access and mobility that you would like to raise? Please provide us with your comments below.**

Answered: 43 Skipped: 59







Respondent #	Barriers of Walking	Feedback
1	Lack of disabled parking	Lack of disabled parking . No parking on eastern hill or fair light that is more than 2 hours and too far to walk from parking station
2	Pedestrian crossing safety / no pedestrian crossing facility	The zebra pedestrian crossing at Queenscliff is becoming a very bad issue at peak times like morning peak hour week days and more so on weekends all day. It is due to the constant flow of pedestrians frustrating motorists who are queued up all the way up over the bridge and up Greycliffe St. Bike riders cause problems too by not dismounting at this crossing. The other zebra crossing along the beachfront are similar with these issues
		At the crossing at Queenscliff, corner of Collingwood St and Bridge Rd, where the corner shop and the Queenscliff Surf Club are opposite each other. This crossing creates a nightmare for cars and pedestrians and bike riders who do not dismount. It happens in the morning weekday peak hours and on weekends all day. If this crossing could be eliminated, with barriers on both sides of the road to prevent pedestrians and bike riders crossing there and signage to direct them under the bridge, all would be much safer and traffic would flow freely
		All zebra crossings along the beachfront need to be accessed as bike riders do not take note of the dismount signs and constant pedestrian flows ,particularly on weekends create traffic queues
4		As people bike ride along beach front and around on footpaths you have to keep an eye out when on footpaths. Pedestrians should keep off path nearest the road along the beachfront. Leave it to bikes and pedestrians should stick to the beach side
5		Near Manly Wharf - cars queuing through intersection at times. Whistler St near carpark - cars often do not signal turns or stop for pedestrians
		Seem to be a large number of parents with prams - ? better kerb ramps
6		am elderly but fit and am constantly harrassed by cyclists, skateboarders, toddlers out of control on scooters with no parental control and strollers wielded by parents with no regard for anyone on the path. No cycling signs totally disregarded and not enough appropriate signage
		Fairlight walkway is a hazard.NO CYCLING SIGNS NEED UPDATING. Manly Wharf crossing is a deathtrap. PEDESTRIANS ignore the lights constantly even pushing strollers out in front of traffic which has a green light.A BARRIER NEEDS TO BE INSTALLED IMMEDIATELY
		PEDESTRIANS AT THE WHARF NEED TO BE CONTROLLED SAFELY FOR THEMSELVES AND ROAD USERS
		LOCALS HAVE THE RIGHT TO WALK AND DRIVE SAFELY WITHOUT HARRASSMENT
7	No footpath / missing link	foreshore acces mainly in southern Zone
		pedestrian access and mobility in southern zone mainly
		increase in seating and shelters
8	Pedestrian crossing safety / no pedestrian crossing facility	
9	No footpath / missing link	Wharf crossing - East/West Esplanade, Corso and Belgrave St needs a vehicle tunnel. Beach crossing at eastern end of The Corse and surrounds also needs a vehicular tunnel.
	Pedestrian crossing safety / no pedestrian crossing facility	
10	Security / lighting	Manly Lagoon at night has no lighting so I avoid walking home through it at night
11	Poor footpath paving	Between Whistler St and Manly Plaza (Short St) corridor
	Security / lighting	Shared paths are too narrow for safety
12	Cyclists going too fast and disregarding signage	As someone who regularly uses disabled and mobility impaired facilities, the surfaces and steep ramps are frightening. Also the disregard by cyclists of pedestrians, especially the elderly and disabled is terrible - cyclists seem to believe they have a right to move as fast as they wish where they wish - it is scary and not acceptable.

13		At the pedestrian crossing / intersection on North Steyne, there is flooding everytime it rains. Today, again, the road was closed and I was walking in water up to my knees at the interscetion. The footpath was well under water.
		People riding bikes on the beachfront and Corso should be policed more carefully.
		Fix the gutters on North Steyne where the water will not drain away because the gutters slope the wrong way. Even in dry periods there is water there. It is dirty and a health and mosquito hazard.
15	Lack of appropriate pedestria signage	Too many pedestrians wat the wharf in summer and tourists not coming with the crowds and confusion
		Raglan St and Whistler St used as a handy parra let back street to Pittwater has become more difficult to get across and crossing is not desirable.
		Bikes think they are able to ride on the footpaths on Pittwater Rd betwee Pine St and Pitt St and I have to watch when I leave my front gate. It's dangerous and I have even been told to get out of the way. Bikes should be on the road in that area. They go whizzing past at great speeds with no concerns for pedestrians. mostly with no helmet.
16	Pedestrian crossing safety / no pedestrian crossing facility	The pedestrian corssing at the Balgowlah Rd / Kenneth Rd intersection is a death trap, with many, many near misses of local residents using that crossing. Please spend an hour or so there any morning and you'll soon see this for yourself. We have reported this danger several times without any results.
		The Balgowlah Rd / Kenneth Rd intersection and several nea misses at the Pacific St and North Steyne crossing.
17	Poor footpath paving	Marine walk to Shelley Beach. Bike riders and skate boards at times very dangerous.
	Lack of appropriate pedestrian signage	
18		Slower compared to bike, have kids - time and safety issues come with this
		Trees have damaged path outside of house and trees / hedges near the Roundhouse
19	Pedestrian crossing safety / no pedestrian crossing facility	Pedestrians not given enough priority over cars
		The Darely Rd / The Corso crossing is prone to people trying to cross on the red man. No need to make pedestrians wait so long. Wen the ferry has just come in, sometimes the build up of people is huge.
		The zpedestrian crossing really fail during events (the back log of traffic can be insane). Either you need to police them or use temporary traffic lights, which should give pedestrians priority, but controlled access to cars..
20	Poor footpath paving	Pittwater Rd
	Poor kerb ramps	
22	Pedestrian crossing safety / no pedestrian crossing facility	Improve crossing at Balgowlah Rd / Pittwater Rd roundabout. Give pedestrians higher priority crossing roads to wharf. Eg many buses connecting to ferry terminate at Park opp Police station meaning pedestrians have to run across 2 sets of lights to get to wharf. Narrow footpaths on blind corners e.g. corner of Sydney Rd / Whisler St - covers on scaffolding cause pedestrians to almost collide. Also corner of Balgowlah Rd / Pittwater Rd .
		More dual bike/pedestrian pahs needed fro locals and tourists. Not everyone is confident to ride on busy roads such as Belgrave St, Pittwater Rd, Whisler St. This would also improve safety for pedestrians as bike riders to Wharf and shops would be on a defined path instead of all over the place. Also design of drivewat out of new large development in CBD should be pedestrian friendly.
23	Security / lighting	Lighting on Raglan St.
24	Poor footpath paving	Pedestrian crossing of the corner near the Boy Charlton pool (Balgowlah Rd / Kenneth Rd). This has been discussed with Manly Council. Confused traffic flow; sight lines behind trees; no raised pedestrian crossing; death trap! Many near misses as cars fly through this crossing even though there is a stop sign that is mostly ignored! Requires traffic calming infrastructure to the approaches to the crossing not squiggly lines (zig zags), which are ignored.
	Lack of pedestrian signage	



	Pedestrian crossing safety / no pedestrian crossing facility	
25	Pedestrian crossing safety / no pedestrian crossing facility	Following at the hotspots for pedestrians in Manly CBD. Also need to consider bike riders, not dismounting at these crossings: Corner of The Corso / Whistler St; Raglan St and Ocean beach; Ocean Beach / Victoria St; Victoria St / Darley Rd.
26	No footpath / missing link	The pedestrian crossing corner of The Corso and Whistler St is dangerous for both pedestrians and drivers - it's been improved slightly with the narrowing of it but it remains a challenge for both, drivers and pedestrians.
		Pedestrians are not careful enough at the Wharf / The Corso crossing - I have seen a few near misses when people are not paying attention and simply cross because others are, when the traffic has started travelling through the intersection. Improved "Don't walk"/ Danger lighting on the ground may help. I think Manly is easy to walk around and is geared towards pedestrians - one of the most pedestrian friendly towns on the Northern Beaches.
27	Pedestrian crossing safety / no pedestrian crossing facility	Wharf to The Corso
28	Security / Lighting	Opposite Manly Yacht Club - East Esplanade. Cars parked both sides and the road is narrow and cars have trouble passing each other. Would be safer with parking on one side only.
29		People with surfboards on the roofs of their cars who take them off and cross the cycle/footpath to the beach with them on their shoulder sticking out into oncoming walkers and cyclists and can't see them.
		As there are both pedestrian and shared pedestrian/cyclists paths along the beach front, it would be good if pedestrians and cyclists didn't use both. It is mainly pedestrians who use the shared path and get cross with cyclists. One or the other would be good.
30	Poor footpath paving	
31	Pedestrian crossing safety / no pedestrian crossing facility	Cars drive too fast and furious when walking with small kids and prams. Some intersections are very dangerous in this regards e.g. Ashburner St / Darley Rd, Ashburner St / East Esplanade and Darley Rd / Victoria Rd on east side.
		Need to properly slow cars down to make it impossible to speed. Currently 40km/hr zones are rarely respected, especially on East Esplanade and Darley Rd. I frequently report speeding trucks (large ones) who speed on Darley Rd. The trucks are either speeding up the hill or are not in low gear speeding down the hill. They are very dangerous for pedestrians on the pedestrian crossing at the corner of Darley Rd/ Ashburner St as they cannot simply stop in time.
		Intersection of Darley Rd/Ashburner St. Also, Ashburner St/East Esplanade - cars travel too fast to safely cross with children and many families use this intersection to walk to the harbour beach. Darley Rd/Victoria Rd on the east side is an issue as not many people indicate on the roundabout, on whether they're turning left coming down the hill towards town. They are frequently looking to their right for oncoming roundabout traffic- there is not enough time to cross from when you first see the car as a pedestrian to when they make it to the turn making you run to the refuge.
32		Pedestrians on bike paths on beach front. Walkways have raised gutters so prams cannot pull off.
33	footpaths	Many footpaths are dangerous with raised lip Although would like to see public seating better maintained eg painted
34	Pedestrian crossing safety / no pedestrian crossing facility	Walk kids to schools at Manly Village and think the flashing red filter at the lights on Wentworth/Darley is unsuitable for a school crossing at peak hours. I see so many cars inching to get through the lights and lots of young, short un-noticeable kids running across this. Please introduce a green filter arrow for traffic to prevent an accident.
		Stop the right/left turn on flashing red man. It is too dangerous for kids.

35	Poor footpath paving	Some footpaths around Augusta / Birkley Rd are very uneven and have caused people to trip and fall in the past.
	Poor kerb ramps	Traffic through Birkley Rd is too fast, hence Augusta/Birkley Rd intersection is dangerous to cross, especially for elderly from nearby facilities who frequent corner store or go to Bus stops on Augusta (HopSkipJump service). Also, for so many children living in this most densely populated area, street crossing is dangerous. Also, crossing Pittwater Rd between Pine and Raglan to access beach is dangerous and difficult, especially with children (walkign or on bikes). Denison or Carlton St need pedestrian crossings for Pittwater. Generally more trees along footpaths would help shade footpaths.
	Pedestrian crossing safety / no pedestrian crossign facility	Pedestrian safety is dependent on traffic management as much as on the quality of pedestrian facilities i.e. reducing speeds on residential roads will make pedestrians much safer. going up and down Birkley Rd and crossing Birkley at Augusta intersection I have witnessed 3 accidents in the last 2 years at this intersection!
36		People always run orange and even red lights, especially in front of the wharf.
		crossing from the Wharf is insane. Traffic speeds through the lights almost always.
37	Poor Footpath paving	Many of the street trees need the lower branches pruned.
		The footpath from Collingwood to Harris Farm along Pittwater Rd is too narrow and the street trees need their lower branches pruned.
38	No footpath / missing link	Some footpaths are uneven or crowded by overgrow plants not leaving enough room to pass through easily. Even though I don't use a pram now, when I did, I found some routes very difficult to travel because of the width of path (Smith St), no ramp when crossing the road (cnr Pacific / Collingwood). The intersection of Raglan / Whisler on the Wharf side is very unsafe for pedestrians, as is Raglan and Belgrave / Pittwater.
	Poor kerb ramps	
	Pedestrian crossign safety / no pedestrian crossign facility	
39		Pedestrian paths from Manly hospital up to North Head. No pavements.
40		
42	Poor footpath paving	Too dangerous - I usually walk on the road as surfaces are maintained there.
		Lived I area for 45 years - never seen maintenence of footpaths. Suffered serious injury as a result of tripping over broken paving. Suggest you visit Manly Waters Private Hospital. Most of the paitents there recovering from injuries sustained on broken pavements. Utterly disgraceful.
		Everywhere that is adminstered by old Mnaly Council. Incompetent. Impossible to find well maintained footpaths outside of tourist zone.
		Start providing amenity for residents not just tourists.
43		The intersection of Whistler St and the Corso. It is dangerous when cars are attempting to get through the constant stream of traffic. Maybe if the cars and also make pedestrians take a little more care/Wharf end of the Corso became a mixed pedestrian / car zone it may reduce some of the
44	Poor footpath paving	
45		The Shelly beach to Mnaly walkway should be pedestrian only. NOT a shared pedestrian/cycleway.
		All the walkways are fine. I do a massive amount of walking all through the area. Please leave well enough alone. It is plesant and informal the way it is. Don't go making it some structured nanny environment.
46	Lack of appropriate pedestrian signage	High risk to pedestrians crossing from The Corso to the Wharf - soemtimes not payign attention to the lights and drivers are held up. Tunnel / overpass to allow continuous movement of pedestrians would be a great solution.
47		Bicycles being ridden on footpath and in no bike areas - on the walkway and the path down beside the Art Gallery
		The path next to the Art Gallery, bikes ridden on this path sometimes at speed. Bikes being ridden on the Selley Beach path on the weekend- More signs needed!

		Need Ranger presence in these no bike areas. I am not against bikes but they should be ridden responsibly.
48	Poor footpath paving	Lifted paving is especially poor along the North side of East Esplanade and on Osborne St.
		Very uneven footpaths with many lifted pavers outside of the main Corso and Steyne area.
49		Traffic is too fast on Raglan St. Footpath too narrow as hedge next to oval is always overgrown.
		Southern path up Raglan St
50		Please no more signage! Much of what is already in place is far too often ignored
		The clarification of Collingwood ST east and west - too often essentials services go to the wrong side of Pittwater Rd
		Majority of Stella Maris students and staff using the crossing provided from them
		Pedestrian crossings have been improved in this area
		Need to make paving safe without destroying tree roots. Would help if grass verges have sunk below the level of the paving could be topped up and turfed. Too many accidents, most unreported. During flooding, due to the inadequate infrastructure, areas such as a scorne of Pacific / Collingwood the dirt gets washed into our stormwater. Kerb ramps seem adequate.
51	Poor footpath paving	Trailer boat in Darley Rd (for years) near Marshall T and Caravan (months at a time) at same intersection. Hazardous pavements both sides of Darley Rd from Ashburner to Manly Hospital.
	Poor kerb ramps	Need a way to prevent pedestrians and cyclists crossing East Esplanade at Victoria Pde without halting to take a safety check. Most seem to just step or ride out as if it is a right.
	Security / lighting	The old Manly Council area has been so mismanaged that it is filthy and derelict. It requires 24/7 cleaning of the CBD during peak tourist season. Cleaning regime needs to be updated.
		Pavements are cracked, uneven and dirty. They are conducive to falls. Despite car drivers and arrogant van and trailer boat owners park too close to corners, obscuring traffic line of sight.
		Also the lack of street/pavement washing leaves caches of new and old leaves to slip in, especially on the steeper hills.
52	Pedestrian crossing safety / no pedestrian crossing facility	Crossing West Esplanade is often difficult due to traffic and street lighting in James St is not good enough, and also patchy on Rowe/Upper Gilbert St.
	Poor footpath paving	Would like to move garbage bin day to a day during the week as there are thousands of visitors on the weekend who have to walk through rows of garbage each Sunday. The bins take up a lot of pedestrian space and also smell, not very inviting!
53		Crossing at Ashburner / Esplanade to the harbour front is a nightmare. Majority of people cross the street here instead of at the pedestrian crossing on Esplanade. They do this because when you're walking to the eastern hill of Manly, you want to walk the scenic way along the harbour front till the end.
		Trying to safely cross Cliff ST when walking through Darley Rd is a bit dicey, especially with children! Cars are constantly turning, the hill incline obstructs views and the street is too wide to cross.
54	Pedestrian crossing safety / no pedestrian crossing facility	Crowding, need for wider pathways
55		Trucks accessing walkways near the library and closed section Sydney Rd
		Refuge island at West Esplanade / Fairlight St is dangerous. Pedestrians are very exposed in the middle of the island, especially because cars speed around the corner and the rail would not protect them. Possibly install a pedestrian warning sign around the bend.
		Short pedestrian walkway behind Manly Art gallery needs to be pedestrian only, no cyclists as they speed and have no regard for pedestrians.



		Footpaths around the Wharf and in front of 4Pines are very bumpy for people with disabilities.
56		The crossing opposite Coles, at the council chambers, near the coffee shop on The Corso is unfair to drivers and causes unnecessary traffic jams in the western end of The Corso.
57	Poor footpath paving	Crossing Cameron Ave from pedestrian crossing to park; lagoon Park needs wider path and second connection to Pittwater Rd past gym equipment; narrow road crossign point at Bonner Ave / Collingwood St; and narrower road crossing point at cnr Pacific St / Collingwood St.
	Poor kerb ramps	Inadequate kerb ramps. Road crossing unsafe, need more road narrowing at interscations and pedestrian refuges
	Pedestrian crossing safety / no pedestrian crossing facility	Need awider path in Lagoon Park for the amount of shared cycle/pedestrian use and lighted paths.
58	Security / lighting	Lagoon Park shared path between Pittwater Rd and beachfront is pitch black after 5pm and dangerous without lighting.
		Crossing from The Corso and Manly Wharf, where barriers between traffic and pedestrians are needed - too exposed and risky. At times hundreds of people there and also a countdown pedestrian lights.
59	Security / lighting	Cnr Pittwater Rd / Carlton St needs a crossing as distance between pine and oval is too big.
		Crossing road to the beach with cyclists and pedestrians all using the cyclist lane.
60	Poor footpath paving	Balgowlah / Kenneth Rd; Pittwater Rd between Raglan / Pine St; and Balgowlah at Daintrey
	Pedestrian crossing safety / no pedestrian crossign facility	Lack of bike racks eveywhere, particularly at The Wharf and councils inactivity to removing abandoned bikes.
		Not enough attention to pedestrian facilities but rather, a focus on cars.
		A zillion trip hazards with uneven foothpaths. And where I live (Thornton St), kerbs are too high and you can't open the passenger car door if you park close to the kerb, which you need to do given our street is so narrow. I have to be let out and then the driver parks the car.
		Too many people and not wide enough footpaths, especially around Manly SLSC and parts of the path to Shelley Beach. Parts are unpleasant with bins and rubbish, eg Market Lane Cafe, and the arcade between Market Lane and Sydney Rd. The junction of Balgowlah Rd at Kenneth Road is a dogs breakfast - as both a pedestrian and car driver I take my life into my hands there. And crossing Balgowlah Rd at Daintrey St when exiting LM Graham's Reserve - impossible, esp at morning and afternoon peak when it takes forever to cross and are trying to manage cars from both directions on Balgowlah Rd, cars turning out of Daintrey, and cars coming out of the Roundhouse car park. Also, try crossing Pittwater Rd between the crossings at Raglan and Pine St - some crossing options would be useful.
61	Poor footpath paving	manly Wharf area and the people coming off the ferry
		Smoother footpaths and more signage on the footpath to guide people when they are walking.
62	Poor kerb ramps	Wentworth St / South Steyne crossing is regularly ignored by mtoorists who are busy looking at the beaching/parking. Similarly, outside Roma Café.
	no footpath / missing link	Cracks in footpaths
63	Pedestrian crossign safety / no pedestrian crossing facility	Shared path beside Commonwealth Pde as it crosses Waterworks car park. Refuge island on Pittwater Rd east of Harris Farm; refuge island on Pittwater Rd near Carlton St if coming down path from Kangaroo St.
		Missing railings/countdown timer at Manly Wharf
64	Poor footpath paving	Poor quality footpath on western side of Whistler St between Steinton St and Raglan St. Residents dumping unwanted household goods on streets in the Northern Zone.
65	Poor footpath paving	Traffic lights change too quickly
	Poor kerb ramps	Lack of ramps on Ocean Rd, uneven paving on Raglan St.

67	No footpath / missing link	the new pedestrian crossing at the end of victoria parade across the esplanade is only 30 metres from the traffic lights and crossing further west..this new crossing prevents buses from arriving on a timely manner
		crossing east esplanade east of the bus stop to catch a last minute bus is tricky due to the aldi car park giving no pedestrian walkway outside it
68	Lack of appropriate pedestrian signage	Crossing Fairlight ST to Manly Art Gallery can be scary at times. Cars comign from the Manly Wharf direction can be impossible to spot in time if ddriever is speeding. Such a heavy pedestrian use at this intersection - requires not safer options.
	Pedestrian crossing safety / no pedestrian crossing facility	
69	Pedestrian crossing safety / no pedestrian crossing facility	Crossing Pittwater Rd, between Raglan and Collingwood St
	Security / lighting	
70	Pedestrian crossing safety / no pedestrian crossing facility	Manly Wharf forecourt
		Excessive wait on traffic lights as a pedestrian
		unevenness, some are too narrow to be shared with cyclists
71	Security / lighting	sufficient lighting is not continuous along Manly Lagoon
		Shared bicycle and cycling path along North Steyne. This needs improvement and is "an accident waiting to happen" since 1) people walk from parked cars straight onto the shared path are often startled to see a bicycle in "their" path; 2) car parking ticket machines are on the edge of the path so people have to stand on the shared path in order to use the machines, thus restricting the available width of the path and creating a safety issue; 3) there are insufficient signs to inform / warn people that the path is for shared use by pedestrians and cyclists.
72		Walkway from Shelly Beach to Manly Surf Club is inconstant in quality. This is one of Australia's greaest walks and the quality of the pathway does not do it justice.
73		
	Security / lighting	I don'twalk at night, would like to walk from ferry to Eastern Hill but worry about security
		Addison and Osborne can be difficult, the two close by zebra crossings on East Esplanade are a difficult sometimes
		Leisure/health, to/from shops and to/from transport. We never take our car unless we are going outside of Manly and no public transport available
74	Lack of appropriate pedestrian sisgnage	Little separation between cyclists and walkers
		Marine Parade is not wide enough to cope with the increased popularity.
75		Better crossing at Corso/ Wharf area
76	Pedestrian crossing safety / no pedestrian crossing facility	At Wharf area
		Worst spot is Manly Wharf crossing - a tunnel or overpass is required
78		Manly Wharf leading to West Esplanade
		The general safety of the Wharf traffic lights should be considered. The phasing of the traffic lights at Manly Wharf should reconsidered. A countdown light for pedestrians or cars could be considered. there are safety issues with the left turn from Belgrave St to East Esp as the pedestrians are often very close to the turning cars and often there is a car stopped illegally in the left lane
		The pedestrian crossing along East Esplanade at Wentworth st should better lit. Coming from the east a night the is a tree about two paces in from the crossing and often the pedestrian cannot be seen till the last minute when they step onto the crossing. The area is also poorly lit on this harbour side of the road.
		The cycle icons on the road leading up to north need renewing.

		the lighting along the Manly lagoon path from Queensie to Kierle Park during winter needs attention. Lots of consultation and 'trials' and no resolution. Surely some inground LED lights could be installed. There is no need for big tall street lights!
		The state of footpath along Pittwater Rd in the vicinity of Harris Farm from the petrol station is appalling. the path concrete slabs are uneven but more importantly the has been a lot of 'hedge creep' over the years. All the private resident's hedges/trees/fences etc need to be trimmed right back to the boundary to give the path its full width. No one should be ducking and weaving around these poorly maintained barriers. The council street trees are fine.
		open up the 'bike central' at the swim centre. why is this closed and locked? The pedestrian/cycle/car pinch point should be improved at this location. A shared pathway was promised from Balgowlah Rd to Kenneth Rd adjacent to the swimcentre building. (I know there is one on the other side but there should be one along the swimcentre building and general improvements made to the footpath, leading to and around the Manly Swim centre. (even though it is just outside the PAMP)
79	Poor kerb ramps	Insufficient pedestrian crossing Balgowlah road especially Traffic travelling fast Crossing distances too long at street junctions ie need to reduce the width of roads at crossing points Bike / pedestrian paths not wide enough New development not orientated to encourage walking and cycling eg swim centre Children should be able to cross roads to get to key destinations eg school, pool, park, bus stops
		See above Landscape blisters should be encouraged where possible at crossing points in incorporating bike/pram ramps Street trees to slow traffic and provide shade while waiting
		Not possible to cross streets safely to access shop and bus stops, swimming pool and parks
	Pedestrian crossing safety / no pedestrian crossing facility	Balgowlah between suwarrow and Daintree, am further towards pool Crossing Griffith to access shops and bus stops at cohen - lighting cohen Harris farm precinct Lights at wharf need greater pedestrian priority
	Security / lighting	Safer route to school and community facilities program like U.K. Should be developed. If kids can walk to school safely then everyone can
80		Trying to cross Pittwater Rd to get to Harris Farm is impossible
		Footpaths are very uneven and poorly lit at night
81	Pedestrian crossing safety / no pedestrian crossing facility	The street lighting outside of the main area of south/ north steyne is poor. For example in the north zone up on birkley road you can walk two blocks in the dark with only one street light. Three years ago 2 of the 4 sexual assaults occurred in this area. I was one of them, I complained to the council about poor lighting at night and had no response.
		The pedestrian crossing in manly corso need improvement. The crossing by the council chambers over towards Coles is still dangerous. It needs to be a signal crossing. There also needs to be a crossing established near Harris farms on Pittwater road. The first crossing After the round about by Harris farms is also dangerous and needs to be removed. It is too close the the roundabout and not well signed. The split crossing at the end of Kenneth road and bawgolah road is also dangerous, not well signed and needs to be revised.
		More Kurb ramps for prams in the northern zone along Pitt water road as you walk up the road and cross over connecting roads.
82	No footpath / missing link	Darley Road to north head and Pittwater rd and hill from freshwater to queens cliff (roadway)
	Pedestrian crossing safety / no pedestrian crossing facility	More dual paths for bikes and walkers
	Lack of appropriate pedestrian signage	Some too narrow. Bikes on footpaths
	Poor kerb ramps	
83	Pedestrian crossing safety / no pedestrian crossing facility	Safety and hazards from skaters/riders on footpath Unsecured at times with intoxicated patrons on Whistler street and North Stein



		Raglan st./Whistler st. crossing misplaced; Crossing missing on Pittwater st. between Denison st. and Pine st.; North Stein Pedestrian refuge at the level of Raglan St. should be a pedestrian crossing; East Esplanade / Wharf traffic light crossing over crowded due to long traffic waiting time
		Skaters in Whistler street
84	Poor footpath paving	Footpaths of various widths (new and old) look shabby, steep inclines, uneven surfaces make my road (Campbell parade) look untidy.
85	security/ lighting	
86	Poor kerb ramps	crossing griffins st near my house
	security/ lighting	
87		People often walk across the crossing near St Matthews church, oblivious to cars coming from The Corso who have a green light, as they are hidden by the foliage
88	security/ lighting	There must be more done to prevent pedestrians from crossing when cars have the right of way and more done to ensure lazy car drivers make way for pedestrians and bikes. Example : there are always problems where there a road signs that allow "Left turn after stopping". Cars never stop. They use it as a Give Way and keep moving without looking.
	pedestrian crossing safety/ no pedestrian crossing facility	Separating bike and pedestrian users more effectively. I'd rather lose a whole lane of traffic to make way for increased pedestrian and bike users. Maybe drivers will then get out of their cars. e.g.. North & South Steyne. Keep the pedestrians on the beach walk. Keep the other path for bikes. Then there won't be so many accidents and near misses.
		There are constant issues at the Whistler Street / Corso crossing by the Council Chambers and also the next one at Corso / Darley St. Pedestrians just walk where ever and when ever they want to. Green light or not. It's dangerous for the pedestrians and cars. How can this be made safer for both pedestrians and drivers? (other than both using some common sense or get run over)
89		When you go shopping for example, it's impossible to carry home groceries for four people while walking! Also, many of my (and our) trips involve stopping in Manly for some things (eg, to visit Post Office to post/collect parcels, visit the Library or chemist, drop off shoes for repair, visit Optometrist for appointment or pick up prescriptions, visit picture framer) then to go on to, eg, Warringah Mall or Balgowlah for further shopping not available in Manly, or to head elsewhere, eg, city, Mosman or further up the peninsula. Not everything is available in Manly - for example, we've got no bookshops - and I like books!
		As I have no physical disabilities, I think the access and mobility provisions are fine, my issue is that we don't need further impediments to traffic flow. As I live on the Eastern Hill, our access to areas PAST Manly is problematic. We have ceratin road closures for the Jazz Festival, Manly Food Festival, etc - these are fine, but with the increase in Eastern Hill population, due to the Spring Cove development and higher density developments, it is becoming increasingly difficult to GET OUT OF MANLY. Witness the dramas when something is closed, there's an accident blocking a street or just the general increased visitation to Manly, etc, etc, etc.

		<p>Don't restrict Eastern Hill residents' 'exit-ability' from Manly (as unfortunately not everything we need is in Manly). We have East Esplanade for south/westbound, The Corso/Whistler Street for west/northbound and the Ocean Beach for northbound traffic. Please don't make these exits more problematic. I work in a place that is difficult, time consuming and expensive to access via public transport (ferry/train/bus!) Due to the hours I work (eg, I can finish at 11pm or 4pm) it is not advisable for me to be catching public transport at these hours from Mascot), so being able to get into/our of Manly at strange hours is essential for me. I think to a large extent, Manly caters well for pedestrians. Unfortunately, many casual visitors to Manly seem to be in holiday mode (or reading their phones/have headphones on as they move around!), and don't think when they cross roads! There is not a need for more crossings/traffic calming - just a need for PAYING ATTENTION WHEN YOU DO! My case in point: the crossing at the beach end of the Corso - how someone has not been killed there is only due to the vigilance of motorists, not pedestrians being responsible for their safety! The number of mothers with children in prams pushing the pram onto the street while waiting to cross is unbelievable. I always slow down and say: 'don't you love your child/children? Well, keep them on the footpath until it is safe to cross!' I guess I'm a grumpy old person, but it's their children's safety at stake! And don't get me started on mothers pushing a pram while texting. Texting is the No. 1 problem for both drivers and pedestrians.</p>
		Eastern Hill (if you go down, you will eventually have to walk back up!)
90	Kerb Ramps - they always need repairing and when they are repaired looks like a patch up/done on the cheap	Pedestrian crossings don't give older/disabled people enough time to cross particularly Manly Wharf. Dangerous walking Corso/beachfront due to skateboards/cyclists, cyclists speeding, no bell not giving way to pedestrians j(most seem unaware of giving way or the need for a bell)
		Manly wharf crossing dangerous due to not enough time given also access to ferries difficult when Manly ferry disembarking due to shops blocking exitways in the centre of ferry wharf
91	Lack of appropriate pedestrian signage	Many of the streets have limited pathways. Most of the crossings are very dangerous if you have a pram or wheelchair.
	Poor kerb ramps	There is a lack of zebra crossings. At the roundabout near harris farm
	No footpath / missing link	Roundabout near harris farm/ senior citizens
92	Poor kerb ramps	water ponds in front of some pram ramps making crossing roads difficult in the wet
	Pedestrian crossing safety / no pedestrian crossing facility	Sydney Road Pedestrian plaza where it meets Central Ave, trucks and cars turn on the plaza area. This poses a danger to pedestrians.
	Security/ lighting	lack of crossing points over North Steyne. Difficult for pedestrians given the volume of traffic
		Rialto Lane has loading zones blocking pedestrian access to business/residential premises and no safe area for pedestrians to walk.
		pedestrians need to be prioritised in Manly
93	Poor kerb ramps	Some [footpaths] are good but some are not idea
		Darley Road (northern side) is missing a kerb ramp which makes it difficult to cross the road with a pram.
		Pedestrians always cross from Ben and Jerry's ice cream store to the beachfront. Perhaps consider a pedestrian crossing here.
94	Poor footpath paving	<p>The route from Town Hall to Whistler St car park and Manly Library is not well planned for the huge pedestrian traffic that occurs there. The footpath on Market Lane is too narrow and is not level. Traffic signs are limiting the space on the footpath and bicycles are often chained on them. There are many other obstacles there due to the shops opening on the same footpath and two pedestrian arcades from the Corso. This area is also very busy with cars entering the car park or delivery vehicles, some of them are parked in No Stopping zone behind Ivanhoe Hotel. The whole triangular space between these streets should be redesigned. As well, there are many disabled car spaces there, which are not provided with appropriate shared zone.</p>

	Poor kerb ramps	The highest volume of pedestrian traffic comes from the ferry to the Corso. The lights at the Wharf intersection should have a timer. Kerb ramp access should be extended along the entire length at the beachfront T-junction with the Corso and at the other end at the wharf. Directional signage should be provided to the public amenities, particularly, to Rialto Square amenities, which are not on the main route. A drop off area at the wharf side would be good as many cars stop at the bus stops to do so or double park.
	Lack of appropriate pedestrian signage	The fountains at the Corso are a hazard for pedestrians. When they are not in use, people cross them and the metal grills when wet are very slippery. Similar gutter drainage exist on Market Lane mentioned above. Once I had a fall there when my shoe heel got caught in the gap of the drain.
	Pedestrian crossing safety / no pedestrian crossing facility	The pedestrian arcade between Belgrave St and Whistler St. This is used by many people and is not linked with a crossing on Whistler St. The nearest zebra is at the corner with Sydney Road but most people cross directly into the driveway exit from the car park which is not safe.
95		Walking from the front of the wharf (visitor info kiosk) to the beach to the SE of the wharf is terrible; small closed in walking path, unfriendly, narrow, congested, not great for a tourist hot spot.
		The walking 'flow' from wharf to ocean beach is an embarrassing debacle and the road crossing at the front of the wharf is dangerous. Bike parking is dreadful; not enough and not in good locations.
96		Crossing Between Manly Wharf & The Corso pedestrians wait way too long.
97	No footpath / missing link	(nothing provided)
	Poor footpath paving	
98	Poor footpath paving	Many of the footpaths need repair and maintenance - removal of tree roots, broken and uneven pavement repaired
	Poor kerb ramps	I am very concerned about the safety of pedestrian access to the Manly Seniors' Centre. A pedestrian island was installed some time ago near Rolfe Street, but this is totally inadequate. The closest pedestrian crossings to the Manly Seniors' Centre are at Eurobin Avenue and Kenneth Road. We have almost 400 members using the centre and the Manly Croquet Club has a large membership using the premises so some safe access to the centre for older pedestrians must be a top priority!
	Pedestrian crossing safety / no pedestrian crossing facility	Many of the pedestrian ramps do not face the right direction for crossing and often the gradient on the wheelchair ramps is far too steep.
	Security/ lighting	
99	Poor kerb ramps	Just outside the Novotel hotel as the pathway joins the street pathway there is a slightly raised area that is difficult in the wheelchair. Some of the kerb ramps are steep for the wheelchair eg at crossing from beachside to the Corso and at street before Novotel.. It would be good if the path to Fairy Bower was made wheelchair accessible.
100	Pedestrian crossing safety / no pedestrian crossing facility	Balgowlah Road In Balgowlah Road, between Harris Park and Kenneth Road, consider a refuge island to facilitate E-W access to the Seniors Centre, Swim Centre and Graham Reserve. This would also provide E-W access to the pedestrian (traffic) lights to the north in Pittwater Road for people who want to get to the eastern side of Pittwater Road and Manly Lagoon Reserve.
		East Esplanade In East Esplanade, consider a refuge island to facilitate safe pedestrian access from Ashburner Street to the foreshore Park in East Esplanade. It is reasonably safe crossing in this location, but requires vigilance and patience depending on traffic.
		Smedleys Point Is there any public pedestrian access to or along the Harbour Foreshore around Smedleys Point? (not priority route)



		Grassed vs paved surfaces Grassed / soft surfaces put less strain on feet and ankle joints and in some locations are a preferred alternative to paved areas.
101	Poor footpath paving	Regarding foot paths and kerb ramps - Many are fine, but there are some rough places which are difficult when not able to walk well
	Lack of appropriate pedestrian signage	issues regarding crossing - Corso and along the beach front. Pedestrian Crossing at Darley RD
102	No footpath / missing link	During weekends & busy times Manly Beach Walk is crowded & has cyclists & skate boards in the pedestrian only area. Also crowding at peak times through Lagoon Park & Corso with cyclists & skateboards
	Lack of appropriate pedestrian signage	
	Pedestrian crossing safety / no pedestrian crossing facility	When pushing prams across several intersections there is no nearby pedestrian crossing or pedestrian refuge : e.g. Harris Farm & Kenneth St near Quirk Rd To Condamione St
		The signage relating to skateboards & bikes in pedestrian only areas is poor. Enforcement of the rules would improve awareness



**BITZIOS**  
consulting

## APPENDIX F

### SCHEDULE OF WORKS

ID	Scoring Criteria	Score
C1	Connectivity to pedestrian generator/attractor	High Priority Medium Priority 10 5
C2	Proximity to Generators/Attractors	< 250m > 350 - 500 m > 500 - 1000m > 1000m 10 8 5 0
C3	Pedestrian crash history	> 3 reported per year 3 reported per year 2 reported per year 1 reported per year 0 reported per year 20 15 10 5 0
C4	Concerns from community feedback	5 or more responses less than 5 responses no responses 5 2 0
C5	Relation to road hierarchy	State road Arterial/sub-arterial Collector road Local street/Pedestrian Mall 10 8 5 3
C6	Land Use	School / aged care Commercial / retail Residential 10 8 5
C7	Pedestrian Safety	Essential Desirable Little impact 10 5 3
C8	Pedestrian Desire Lines	Strong desire line Medium usage Very little use 5 3 1

Score	Looks Priority
> 50	High
50 - 30	Medium
< 30	Low

High	69	3.28%
Medium	1779	84.47%
Low	258	12.25%
<b>Total</b>	<b>2106</b>	



213

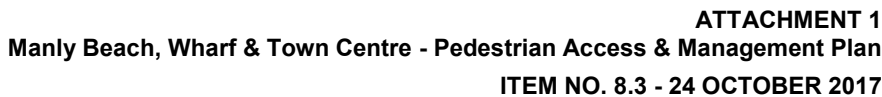
214

215



216

[illegible]

218



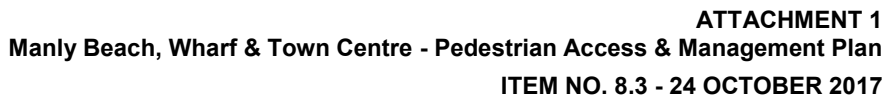
219

[illegible]

[illegible]



[illegible]

223

224



225

[illegible]

227



228

[illegible]





231

[illegible]





234

235

236



[illegible]

238

239



240



Whittier Street	WHIS 13	North of Raglan St	Whittier Street E	Kerr Ramp	Close gaps between Kerr Ramp at Pedestrian Crossing	Northside	Build compliant bike ramp	New Works
Whittier Street	WHIS 49	North of Market St	Whittier Street E	Kerr Ramp	Kerr Ramp to University Ave Safe	Northside	Build compliant bike ramp	New Works
Whittier Street	WHIS 50	North of Market St	Whittier Street E	Kerr Ramp	Unimproved Kerr Ramp	Northside	Build compliant bike ramp	New Works
Whittier Street	WHIS 64	North of Market St	Whittier Street W	Kerr Ramp	Non aligned Kerr Ramp	Northside	Build compliant bike ramp	New Works
Whittier Street	WHIS 7	South of Denison St	Whittier Street E	Kerr Ramp	Align Kerr Up	Northside	Build compliant bike ramp	New Works
Whittier Street	WHIS 74	South of Sydney Rd	Whittier Street W	Kerr Ramp	Unimproved Kerr Ramp and Porfing	Northside	Build compliant bike ramp	New Works
Whittier Street	WHIS 78	South of Sydney Rd	Whittier Street W	Top Hazard	Open Drain Side of Crossing	Northside	Build compliant bike ramp	New Works
Whittier Street	WHIS 79	South of Sydney Rd	Whittier Street W	Obstruction	Footpath Obstruction and Bikes Locked to Post	Northside	Install drain cover	New Works
Whittier Street	WHIS 29	North of Sydney Rd	Whittier Street W	Cyclists	Bikes parked to signage	Northside	Investigate the installation of bike racks	New Works
Whittier Street	WHIS 38	South of Sydney Rd	Whittier Street W	Cyclists	Bike Locked to Post, No Bike Rack	Northside	Investigate the installation of bike racks	New Works
Whittier Street	WHIS 50	North of Raglan St	Whittier Street E	Cyclists	Bike Locked to Post, Opposite full Bikes Parking Loop	Northside	Investigate the installation of bike racks	New Works
Whittier Street	WHIS 57	North of Market St	Whittier Street E	Cyclists	Sign and Bikes locked to Post and Sign	Northside	Investigate the installation of bike racks	New Works





**BITZIOS**  
consulting

## APPENDIX G

### SUMMARY OF COSTS

[illegible]

[illegible]



[illegible]

Baldwin Street	Western	Vegetation	Overgrown plants/low branch	Clean vegetation	Low	\$10,000	Maintenance
Baldwin Lane	N/A	Line Marking	Faded or missing line marking	Install new line marking	Medium	\$1,900.00	Maintenance
Ballville Sanctuary	N/A	Trip Hazard	Cracked and/or uneven surface	Re-slay and level pavers	Medium	\$116,000.00	Maintenance
Barthelme Sanctuary	N/A	Obstruction	Vehicle parked on footpath	Ensure paths is clear and items removed	Medium	\$0.00	Maintenance
Bell Street	Western	Line Marking	Cracked and/or uneven surface	Re-slay and level pavers	Medium	\$9,300.00	Maintenance
Bent Street	Western	Line Marking	Faded or missing line marking	Install new line marking	Medium	\$10,000.00	Maintenance
Bent Street	Eastern	Trip Hazard	Cracked and/or uneven surface	Re-slay and level pavers	Medium	\$1,000.00	Maintenance
Bent Street	Eastern	Trip Hazard	Cracked and/or uneven surface	Re-slay and level pavers	Medium	\$10,000.00	Maintenance
Bent Street	Eastern	Vegetation	Overgrown plants/low branch	Clean vegetation	Medium	\$10,000.00	Maintenance
Bent Street	Eastern	Vegetation	Overgrown plants/low branch	Clean vegetation	Low	\$8,000.00	Maintenance
Bent Street	Western	Other	Shovel footpath	Re-surface and level footpath/pavement	Medium	\$4,000.00	Maintenance
Bent Street	Western	Skip Hazard	Leaf litter/drop on path	Clean debris and monitor	Medium	\$1,800.00	Maintenance
Bent Street	Western	Trip Hazard	Cracked and/or uneven surface	Re-surface and level footpath/pavement	Medium	\$60,000.00	Maintenance
Bent Street	Western	Trip Hazard	Railed Lip	Grind Lip on Pavement	Low	\$1,121.00	Maintenance
Bent Street	Western	Trip Hazard	Cracked and/or uneven surface	Re-surface and level footpath/pavement	Low	\$16,815.00	Maintenance
Bent Street	Western	Trip Hazard	Cracked and/or uneven surface	Re-surface and level footpath/pavement	Medium	N/A	Maintenance
Bent Street	Western	Trip Hazard	Railed Lip	Grind Lip on Pavement	Medium	\$400.00	Maintenance
Bent Street	Western	Vegetation	Overgrown plants/low branch	Clean vegetation	Medium	\$114,570.00	Maintenance
Bent Street	Southern	Trip Hazard	Cracked and/or uneven surface	Re-surface and level footpath/pavement	High	\$10,000.00	Maintenance
Bent Street	Southern	Trip Hazard	Cracked and/or uneven surface	Grind Lip on Pavement	Medium	\$300.00	Maintenance
Bent Street	Southern	Trip Hazard	Re-slay and level pavers	Re-slay and level pavers	Medium	\$17,470.00	Maintenance
Bent Street	Southern	Trip Hazard	Broken/ loose service cover	Replace service cover	Medium	\$2,000.00	Maintenance
Bent Street	Southern	Vegetation	Overgrown plants/low branch	Clean vegetation	Medium	N/A	Maintenance
Bent Street	Southern	Obstruction	Item on Footpath	Ensure paths is clear and items removed	Medium	\$0.00	Maintenance
The Corso	N/A	Trip Hazard	Cracked and/or uneven surface	Re-slay and level pavers	Medium	\$22,420.00	Maintenance
Victoria Parade	Northern	Line Marking	Faded or missing line marking	Install new line marking	Medium	\$40,000.00	Maintenance
Victoria Parade	Northern	Other	Cones minor broken or missing	Install new cones minor	Medium	\$2,000.00	Maintenance
Victoria Parade	Northern	Trip Hazard	Cracked and/or uneven surface	Re-surface and level footpath/pavement	Medium	\$1,000.00	Maintenance
Victoria Parade	Northern	Trip Hazard	Cracked and/or uneven surface	Re-slay and level pavers	Medium	\$1,000.00	Maintenance
Victoria Parade	Northern	Trip Hazard	Cracked and/or uneven surface	Re-slay and level pavers	Medium	\$10,000.00	Maintenance
Victoria Parade	Northern	Trip Hazard	Cracked and/or uneven surface	Re-slay and level pavers	Medium	\$10,000.00	Maintenance
Victoria Parade	Northern	Vegetation	Overgrown plants/low branch	Clean vegetation	Medium	\$11,210.00	Maintenance
Victoria Parade	Northern	Line Marking	Faded or missing line marking	Install new line marking	Medium	\$12,470.00	Maintenance
Victoria Parade	Northern	Other	Cones minor broken or missing	Install new cones minor	Medium	\$2,000.00	Maintenance
Victoria Parade	Northern	Trip Hazard	Cracked and/or uneven surface	Re-surface and level footpath/pavement	Medium	\$150.00	Maintenance
Victoria Parade	Northern	Trip Hazard	Re-slay and level pavers	Re-slay and level pavers	Medium	\$40,000.00	Maintenance
Victoria Parade	Northern	Trip Hazard	Re-slay and level pavers	Re-slay and level pavers	Medium	\$0.00	Maintenance
Victoria Parade	Northern	Trip Hazard	Re-surface and level footpath/pavement	Re-surface and level footpath/pavement	Medium	\$10,000.00	Maintenance
Victoria Parade	Northern	Trip Hazard	Re-surface and level pavers	Re-surface and level pavers	Medium	\$2,000.00	Maintenance
Victoria Parade	Northern	Trip Hazard	Re-surface and level pavers	Re-surface and level pavers	High	\$1,000.00	Maintenance
Victoria Parade	Northern	Trip Hazard	Re-surface and level pavers	Re-surface and level footpath/pavement	Medium	\$90,445.00	Maintenance
Victoria Parade	Eastern	Trip Hazard	Re-surface and level footpath/pavement	Re-surface and level footpath/pavement	Medium	\$42,000.00	Maintenance
Victoria Parade	Eastern	Vegetation	Clean vegetation	Ensure paths is clear and items removed	Medium	\$6,000.00	Maintenance
Victoria Parade	Western	Obstruction	Item on footpath	Re-surface and level footpath/pavement	Medium	\$60,000.00	Maintenance
Victoria Parade	Western	Trip Hazard	Cracked and/or uneven surface	Re-slay and level pavers	Medium	\$50.00	Maintenance
Victoria Parade	Western	Trip Hazard	Kerb ramp alignment/deck/brake/slip/missing	Investigate and install refuge	Medium	\$0.00	New Works
Victoria Parade	Western	Connectivity	No crossing opportunity	Investigate and install refuge	Medium	\$0.00	New Works
Victoria Parade	Northern	Connectivity	Investigate and install refuge	Investigate and install refuge	Medium	\$231.00	New Works
Victoria Parade	Northern	Connectivity	Investigate and install refuge	Investigate and install refuge	Low	\$1.10	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install refuge	Investigate and install refuge	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install refuge	Investigate and install refuge	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install refuge	Investigate and install refuge	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install refuge	Investigate and install refuge	High	\$4,000.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install refuge	Investigate and install refuge	High	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install refuge	Investigate and install refuge	High	\$100,000.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install refuge	Investigate and install refuge	Low	\$1.10	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install refuge	Investigate and install refuge	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install refuge	Investigate and install refuge	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install refuge	Investigate and install refuge	Medium	\$250.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	High	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	High	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking	Medium	\$0.00	New Works
Victoria Parade	Northern	Kerb Ramp	Investigate and install new parking	Investigate and install new parking			

Southern	Kerb Ramp	Kerb ramp alignment (obstacle location) (initiating)	Install compliant kerb ramp	Medium	\$1.10	New Works
	Cycleways	Bike locked to post/tree	Install bike rack	Medium	\$50.00	New Works
Eastern	Signage	Mixing or broken signage	Install new signage	Medium	\$0.00	New Works
Western	Kerb Ramp	Concerns raised about pedestrian and vehicle sightlines	Refer to report section 6.15	High	\$400.00	New Works
Northern	Kerb Ramp	Kerb ramp alignment (obstacle location) (initiating)	Install compliant kerb ramp	Medium	\$1.10	New Works
Northern	Kerb Ramp	Kerb ramp alignment (obstacle location) (initiating)	Install compliant kerb ramp	High	\$1,000.00	New Works
Southern	Fall Hazard	Drop of size of footpath or path of travel	Install trenching or railing	Medium	\$5.50	New Works
Southern	Signage	Damaged or dangerous railing/warning	Install trenching or railing	Medium	\$0.00	New Works
Southern	Signage	Mixing or broken signage	Install new signage	Medium	\$0.00	New Works
Southern	Other	No compliance safety stop	Install new signage	Medium	\$1.10	New Works
Southern	Other	Unseen stairs	Install new stairs	Medium	\$0.00	New Works
Northern	Cycleways	Signal phasing may be too short	Refer to report section 6.12	High	\$0.00	New Works
Northern	Kerb Ramp	Bike locked to post/tree	Install bike rack	Medium	\$10.00	New Works
Northern	Kerb Ramp	Kerb ramp alignment (obstacle location) (initiating)	Install compliant kerb ramp	Medium	\$0.00	New Works
Northern	Signage	Mixing or broken signage	Install new signage	Medium	\$1.10	New Works
Southern	Kerb Ramp	Kerb ramp alignment (obstacle location) (initiating)	Install compliant kerb ramp	Medium	\$250.00	New Works
Southern	Parking	Limited/ not compliant parking	Investigate and install new parking	Medium	\$50.00	New Works
Southern	Signage	Mixing or broken signage	Install new signage	Medium	\$50.00	New Works
Southern	Other	No reflective safety stop	Install reflective stop	Medium	\$25.00	New Works
Southern	Other	Refer to report section 6.14	Refer to report section 6.14	High	\$4,000.00	New Works
Northern	Use Marking	Shaded kerb to improve visibility and signage	Install new signage	Medium	\$1,500.00	New Works
Southern	Kerb Ramp	Kerb ramp alignment (obstacle location) (initiating)	Install compliant kerb ramp	Medium	\$50.00	New Works
Southern	Other	Concerns raised about vehicle crossing	Refer to report section 6.11	High	\$25.00	New Works
Eastern	Other	Improper use of pedestrian signals observed	Refer to report section 6.13	High	\$1,500.00	New Works
Southern	Connectivity	Bike locked to post/tree	Install bike rack	Medium	\$0.00	New Works
Northern	Kerb Ramp	Kerb ramp alignment (obstacle location) (initiating)	Install compliant kerb ramp	Medium	\$250.00	New Works
Northern	Other	Poor lighting	Install lighting	Medium	\$750.00	New Works
Southern	Fall Hazard	Drop of size of footpath or path of travel	Install trenching or railing	Medium	\$25.00	New Works
Southern	Kerb Ramp	Kerb ramp alignment (obstacle location) (initiating)	Install compliant kerb ramp	Medium	\$0.00	New Works
Southern	Kerb Ramp	Kerb ramp alignment (obstacle location) (initiating)	Install compliant kerb ramp	Medium	\$75.00	New Works
Northern	Signage	Mixing or broken signage	Install new signage	Medium	\$1.10	New Works
Northern	Cycleways	Bike locked to post/tree	Install bike rack	Low	\$0.00	New Works
Northern	Signage	Mixing or broken signage	Install new signage	Low	\$1.10	New Works
N/A	Fall Hazard	Damaged bike rack	Install bike rack	Medium	\$0.00	New Works
N/A	Kerb Ramp	Drop of size of footpath or path of travel	Install trenching or railing	Medium	\$750.00	New Works
N/A	Other	Kerb ramp alignment (obstacle location) (initiating)	Install compliant kerb ramp	Medium	\$0.00	New Works
N/A	Other	Damaged or dangerous railing/warning	Install trenching or railing	Medium	\$0.00	New Works
N/A	Other	no reflective safety stop	Install reflective stop	Medium	\$0.00	New Works
N/A	Parking	Limited/ not compliant parking	Investigate and install new parking	Medium	\$250.00	New Works
N/A	Signage	Mixing, broken or incorrect signage	Install new signage	Medium	\$5.00	New Works
N/A	Signage	Refer to report section 6.14	Refer to report section 6.14	Medium	\$250.00	New Works
N/A	Kerb Ramp	Kerb ramp alignment (obstacle location) (initiating)	Install compliant kerb ramp	Medium	\$250.00	New Works
Southern	Signage	Bike locked to post/tree	Install bike rack	Low	\$0.00	New Works
Southern	Signage	Cracked and/or uneven Surface	Install new signage	Medium	\$0.00	New Works
Western	Kerb Ramp	Kerb ramp alignment (obstacle location) (initiating)	Install compliant kerb ramp	Medium	\$2.20	New Works
N/A	Use Marking	Entire channel path along overhead lighting clear bracketing and signage	Refer to report section 6.9	High	\$10,000.00	New Works
N/A	Cycleways	lack of bike rack	Install bike rack	Medium	\$0.00	New Works
N/A	Cycleways	Damaged bike rack	Install trenching or railing	Medium	\$0.00	New Works
N/A	Fall Hazard	Drop of size of footpath or path of travel	Install trenching or railing	Medium	\$5.00	New Works
N/A	Signage	Mixing or broken signage	Install new signage	Medium	\$5.00	New Works
N/A	Signage	Refer to report section 6.14	Refer to report section 6.14	Medium	\$25.00	New Works
N/A	Other	Refer to report section 6.14	Refer to report section 6.14	Medium	\$25.00	New Works
N/A	Fall Hazard	Drop of size of footpath or path of travel	Install trenching or railing	Medium	\$5.00	New Works
N/A	Other	Light of lighting observed	Install new signage	Medium	\$200.00	New Works
N/A	Other	Object sticking out onto path	Refer to report section 6.15	High	\$500.00	New Works
N/A	Other	Damaged or dangerous railing/warning	Install wooden edging on path	Medium	\$2.70	New Works
N/A	Other	Narrow footpath	Install trenching or railing	Medium	\$250.00	New Works
N/A	Other	No reflective safety stop	Install new footpath	Medium	\$50.00	New Works
N/A	Cycleways	Bike locked to post/tree	Install reflective stop	Medium	\$0.00	New Works
N/A	Other	Damaged or dangerous railing/warning	Install bike rack	Medium	\$1.10	New Works
N/A	Cycleways	Bike locked to post/tree	Install trenching or railing	Medium	\$0.00	New Works
N/A	Signage	Mixing or broken signage	Install new signage	Medium	\$250.00	New Works
N/A	Other	Damaged or dangerous railing/warning	Install new signage	Medium	\$5.00	New Works
N/A	Signage	Stops Grade	Install new signage	Medium	\$1.10	New Works
Northern	Kerb Ramp	Kerb ramp alignment (obstacle location) (initiating)	Install compliant kerb ramp	Medium	\$25.00	New Works
Connectivity	Connectivity	Lack of or missing footpath	Install new footpath	Medium	\$5,000.00	New Works
Southern	Kerb Ramp	Kerb ramp alignment (obstacle location) (initiating)	Install compliant kerb ramp	Medium	\$0.00	New Works
Southern	Connectivity	Lack of or missing footpath	Install new footpath	Low	\$0.00	New Works
Other	Other	not compliant signage	Investigate and install new parking	High	\$0.00	New Works
Eastern	Parking	Limited/ not compliant parking	Install bike rack	Medium	\$0.00	New Works
Eastern	Cycleways	Bike locked to post/tree	Install new signage	Medium	\$2.20	New Works
Eastern	Parking	Limited/ not compliant parking	Install new signage	Medium	\$5.00	New Works
Eastern	Signage	Mixing or broken signage	Refer to report section 6.11	High	\$1,500.00	New Works
Northern	Other	Concerns raised about vehicle crossing	Refer to report section 6.13	High	\$800,000.00	New Works
Northern	Connectivity	Connectivity	Connectivity	High	\$1,500.00	New Works
Other	Other	Concerns raised about vehicle crossing	Connectivity	High	\$1,500.00	New Works



249



# CITIES POWER PARTNERSHIP

Information for councils



CLIMATECOUNCIL.ORG.AU

---

## Cities Power Partnership

[cpp@climatecouncil.org.au](mailto:cpp@climatecouncil.org.au)

[citiespowerpartnership.org.au](http://citiespowerpartnership.org.au) (website launching July 2017)

© 2017 Climate Council





# A National Program for 2017

## Contents

**1**

Executive Summary

**2**

The Climate Council

**3**

The Challenge

**3**

Local Champions

**5**

A Snapshot of the  
Cities Power Partnership

**6**

The Three Phases of the Cities  
Power Partnership

**6**

Become a Power Partner

**7**

Power Up

**7**

Power On

**8**

What Does Success Look Like?

**9**

Frequently Asked Questions

**10**

Appendix

**14**

Appendix

**18**

References

# Executive Summary

**Australia is on the frontline of climate change and its impacts.**

We continue to swelter through record breaking heat, lengthening bushfire seasons, worsening coastal flooding and supercharged storms. Meanwhile, the national energy debate is reaching fever pitch, with renewable energy lambasted by our nation's political and industry leaders as unreliable and unaffordable, whilst "clean coal" technology and gas expansion is being promoted as Australia's future energy solution. As climate impacts worsen and government action stagnates, the window of opportunity to limit the warming of the planet is rapidly closing.

Throughout all of these challenges, local heroes have quietly been getting on with the job. Cities and towns across Australia are surging ahead with emissions reduction plans, switching to cleaner energy and building greener, efficient and more resilient communities. The Cities Power Partnership (CPP) will elevate and accelerate this action across the country. We know that transforming the way cities use and generate energy alone has the potential to deliver 70% of the total emissions reductions needed to stay on track for the 2 degrees limit set under the Paris Agreement.

The CPP will engage with towns and cities, via local councils, throughout Australia and incentivise councils to increase renewable energy and energy efficiency, improve transport and engage in advocacy. Members of the partnership will also be given access to a national knowledge hub, buddied with cities to knowledge share, visited by domestic and international experts, connected with community energy groups and celebrated at events with other local leaders. We'll also showcase the incredible achievements of cities in national, local and social media to millions and share their successes with our community of over 200,000 members and supporters.

**"Cities and towns across  
Australia are surging ahead  
with emissions reduction plans"**



**\$72m****worth of  
media.****313m****cumulative  
audience.****76****reports.**

## The Climate Council

The Climate Council is Australia's leading climate communications organisation. To date the Climate Council has produced 76 reports on climate impacts and solutions and was the number one organisation communicating on climate change nationally in 2016.

The Climate Council brings a unique set of skills that enable us to build and deliver the Cities Power Partnership program and ensure that it differs from existing programs for local councils. The Climate Council has significant media reach, generating nearly \$72 million worth of media, reaching a cumulative audience of 313 million. This media reach will be key as an incentive for cities to join the program as well as working to strengthen public support across the country for climate action at the local level.

In addition, the Climate Council hosts a wealth of leading experts in climate impacts and renewable energy solutions whose technical knowledge will be key to helping local councils to implement emissions reduction measures. The Climate Council will also use its national status and the credibility of its Climate Councillors to connect councils across the country with community energy groups and local organisations who can help councils to implement energy efficiency and renewable energy measures quickly and effectively, as well as getting sponsors on board who can provide incentives for councils to act.

## The Challenge

Global heat records have been broken again, with 2016 declared the hottest for a third consecutive year. Australians continues to swelter through record breaking heat, lengthening bushfire seasons, worsening coastal flooding and supercharged storms.

The emission of greenhouse gases from the burning of fossil fuels like coal, oil and gas, are driving these dramatic changes of the climate system and need to be drastically reduced. However, the window of opportunity to limit the warming of the planet and its catastrophic impacts is rapidly closing and governments are struggling to meet this challenge at the pace required.

## Local Champions

In the face of these challenges local champions have emerged.

Around the world and across Australia, towns and cities of all shapes and sizes are getting on with the job. They are surging ahead with emissions reduction plans, switching to cleaner energy and building greener, efficient and more resilient communities. From booming urban centres to small rural townships, local governments and groups of determined residents have been energy and climate trailblazers in many ways. Towns and cities can shape how land is used, investments are made and millions of dollars worth of renewable energy is rolled out. They can influence how new homes and businesses are built, determine the ways in which hundreds of thousands of residents will travel each day and band together to lobby for much needed state and federal policy change. Transforming the way cities use and generate energy alone has the potential to deliver 70% of the total emissions reductions needed to stay on track for the 2 degrees limit set under the Paris Agreement (IEA 2016).

**"Local governments and groups of determined residents have been energy and climate trailblazers in many ways."**







## A Snapshot of the Cities Power Partnership

The Climate Council's Cities Power Partnership (CPP) seeks to celebrate and accelerate the emission reduction and clean energy successes of Australian towns and cities to date. We are calling on Mayors, councillors and communities to take the next step towards a sustainable, non-polluting energy future by joining the CPP. The CPP will launch mid 2017, along with a Climate Council cities report authored by some of Australia's leading experts, a brand new CPP website and a media campaign featuring trailblazing councils who have joined the partnership. The first year of the program will run from mid 2017-mid 2018.

Participating councils who join the partnership will have 6 months to select 5 key actions from the partnership pledge ranging from renewable energy, efficiency, transport and advocacy (see *Appendix A for full pledge and Appendix B for pledge examples*). Councils will receive access to a national knowledge hub to assist with the implementation of emissions reductions projects and will be buddied with other participating councils to knowledge share. Participants in the partnership will also have exclusive access to domestic and international experts, community energy groups, events with other local leaders and potentially exclusive access to small grants and renewable energy incentives as they become available. The clean energy successes of councils and their communities will be showcased in print and online media across Australia. These positive stories will also be shared through our social media platforms to millions of people and celebrated by our community of over 200,000 members and supporters.

# The Three Phases of the Cities Power Partnership



## Become a Power Partner

### **Act:**

Councils sign up to be a Power Partner.

### **Knowledge:**

Partners get exclusive access to the extensive online knowledge hub.

### **Connect:**

Each partner is buddied with two other local councils to knowledge share throughout the year.

### **Profile:**

Power partners are profiled in national and local media, online and to our 200,000 members and supporters.

2

## Power Up

### Act:

Partners have 6 months to select 5 key actions from the partnership pledge ranging from renewable energy, efficiency, transport and advocacy. They must identify a point of contact within council who will liaise with the Climate Council and work to implement their actions. Pledges are submitted by each partner and profiled online.

### Knowledge:

Partners will have ongoing access to the knowledge hub, webinars with domestic and international experts as well as communications and advocacy training where required.

### Connect:

Power Partners can be connected with their local community energy group and relevant local organisations who can be contracted to help council begin or improve implementation of emission reduction actions. Councils who are already leading will play an important knowledge sharing role with other partners and will be profiled in the media to inspire others.

### Incentives:

Cities who join the partnership early may have access to exclusive grants and renewable energy incentives as they become available.

### Profile:

Power partners and their local success stories will continue to be profiled in the media. Climate Councillors will travel to a range of communities across Australia to engage in community events and talk to councils.

3

## Power On

### Act:

Partners report on progress against key actions in a 6 monthly survey.

### Knowledge:

Partners access local and international knowledge and inspiration at the 2018 Power Partners Summit.

### Connect:

Partners will be brought together to celebrate the high achieving towns and cities at the Power Partners Summit.

### Profile:

Success stories will continually be celebrated in the media, Climate Councillors continue to travel to a range of Australian communities, more towns and cities become Power Partners and lead the switch to non-polluting energy across the country.



## What Does Success Look Like?

From mid 2017 to mid 2018, at least 50 councils will pledge to become Power Partners. Each council who becomes a power partner will identify 5 key actions from the Power Partner Pledge, ranging from renewable energy to transport, which they'll report on every 6 months via the Climate Council's online survey.

From mid 2017 to 2018 national public opinion will continually increase in support of the statement "I consider my council to be a leader on emissions reduction".



# Frequently Asked Questions

## **When is the Cities Power Partnership launching?**

It's launching in July 2017. The launch will include the launch of the CPP website, a media and stakeholder launch which showcases towns and cities who have already pledged and a national media campaign.

## **Can the broader community nominate their town or city to be part of the Cities Power Partnership?**

Yes. When the Cities Power Partnership website launches nominations can easily be made through the website. In the meantime if the general public want to recommend a town or city for the Cities Power Partnership they are invited to email the Climate Council telling us the name of the city and why they think it's a good fit.

## **How do community energy organisations get involved?**

We are actively reaching out to community energy organisations across the country to get involved. The Cities Power Partnership wants to profile and connect community energy groups with councils involved in the partnership. This connection is vital to help councils achieve success as community energy groups and the community more broadly can provide on the ground support, including workshops and modelling, to help councils achieve their energy and sustainability commitments.

## **What if a town or city is already leading in renewable energy and sustainability, what does their city get out of joining the partnership?**

Cities leading the way play an essential role in the partnership. They will share their knowledge with other cities, their successes will be celebrated to an audience of millions to inspire others and they will have access to resources and incentives to help them to continue to lead.

Many trailblazing cities who are already leading will have some of their existing initiatives counted towards their power partnership pledge.

## Appendix

### Appendix A: The Partnership Action Pledge

Participating councils who join the partnership will have 6 months to select 5 key actions from the options below.

#### Renewable Energy



1. Use strategic and statutory planning processes to promote renewable energy – both at the residential, commercial and larger scale.



2. Provide council resources to educate and support the uptake of renewable energy, such as by hiring an internal renewable energy support officer or establishing an independent body (such as the Moreland and Yarra Energy Foundations).



3. Install renewable energy (solar PV and battery storage) on council buildings for example childcare facilities, libraries, street lighting, recreation centres, sporting grounds, and council offices.



4. Support community facilities accessing renewable energy through incentives, support or grants.



5. Power council operations by renewables, directly (with solar PV or wind), or by purchasing Greenpower (from electricity retailers). Set targets to increase the level of renewable power for council operations over time.



6. Encourage local businesses and residents to take up solar PV, battery storage and solar hot water heating. This can be done through providing incentives (such as solar bulk buy schemes or flexible payment options) or streamlining approval processes (such as removing planning and heritage barriers to solar PV).



### Energy Efficiency



7. Support community energy projects (with location and planning support) so that residents (such as renters) can band together and invest in community renewable energy projects.



8. Opening up unused council managed land for renewable energy, for example land fills, and road reserves.



9. Facilitate large energy users collectively tendering and purchasing renewable energy at a low cost.



10. Set minimum renewable energy benchmarks for new developments, for example Denman Prospect, ACT requires every new house to install a minimum solar PV system.



11. Electrify public transport systems (for example buses operated by council) and fleet vehicles and power these by 100% renewable energy.



12. Lobby electricity providers and state government to address barriers to renewable energy take up at the local level (whether these be planning, technical, economic or policy related).



1. Set minimum energy efficiency benchmarks for all planning applications.



2. Adopt best practice energy efficiency measures across all council buildings, and support community facilities to adopt these measures.



3. Public lighting can use a large proportion of a city's energy budget – roll out energy efficient lighting (particularly street lighting) across the municipality.



4. Provide incentives (for example rate reductions) for best practice developments such as streamlined planning processes, and support for retrofitting energy efficiency measures for existing buildings.



5. Incentivise the deployment of energy efficient heating and cooling technologies.

12 Cities Power Partnership

## Transport



1. Ensure Council fleet purchases meet strict greenhouse gas emissions requirements and support the uptake of electric vehicles.



2. Provide fast-charging infrastructure throughout the city at key locations for electric vehicles.



3. Encourage sustainable transport use (public transport, walking and cycling) through Council transport planning and design. Substantial savings in transport energy use can be achieved by designing more compact cities with access to high quality public and active transport services and facilities.



4. Ensure that new developments are designed to maximize public and active transport use, and are designed to support electric vehicle uptake.



5. Providing for adequate cycle lanes (both space and connectivity) in road design and supporting cyclists through providing parking, and end-of-ride facilities (covered, secure bike storage, showers, bicycle maintenance and incentives).



6. Reduce or remove minimum car parking requirements for new housing and commercial developments where suitable public transport alternatives exist.



7. Lobby state and federal governments for improvements to planning legislation to promote sustainable transport options, and increased investment in and provision of public transport services.



8. Consider disincentives for driving high emitting vehicles such as congestion pricing, or a tiered payment system for residential car parking permits where high emitting vehicles pay more.

### Work Together and Influence



1. Set city-level renewable energy or emissions reduction targets and sustainable energy policies to provide a common goal and shared expectations for local residents and businesses.



2. Lobby state and federal government to address barriers to the take up of renewable energy, energy efficiency and/or sustainable transport, and to support increased ambition. For example working to lobby on the Smart Energy Communities policy.



3. Set up meetings and attend events, such as the Community Energy Congress or the Cities Power Partnership Summit, where like-minded cities can address common concerns and learn from others' experience.



4. Implement an education and behavior change program to influence the behavior of council officers, local residents and businesses within the municipality to drive the shift to renewable energy, energy efficiency and sustainable transport.



5. For communities reliant on a local coal industry, local government can support the transition away from fossil fuels, by lobbying for state and federal support for a just transition for workers, families and the community and encouraging local economic development and opportunities based on a low carbon economy.



6. Ensure that the practices of local government contractors and financing such as banking, insurance and super are aligned with council goals relating to renewable energy, energy efficiency and sustainable transport. Set appropriate criteria for council procurement.



7. Promote knowledge sharing and strengthen the local community's capacity and skills in renewable energy, energy efficiency and sustainable transport.

Sources: IEA 2016; IRENA 2016



## Appendix

### Appendix B: Pledge Examples

#### Examples: renewable energy action

Action		Examples	Link
<b>Promote renewable energy - both at the residential, commercial and larger scale</b>	Use land use planning measures to encourage uptake, such as streamlining approvals processes and removing barriers.	Moreland City Council, Victoria has a planning guide to protecting existing solar panels from overshadowing.	<a href="http://www.moreland.vic.gov.au/globalassets/areas/strategic-planning/solar-panels---advisory-note-as-endorsed-by-council-13-july-2016.pdf">http://www.moreland.vic.gov.au/globalassets/areas/strategic-planning/solar-panels---advisory-note-as-endorsed-by-council-13-july-2016.pdf</a>
	Set minimum renewable energy benchmarks for new developments.	Denman Prospect in the ACT requires every new house to install a minimum sized solar system.  City of Nedlands, WA requires a minimum of 1.5kW onsite solar or wind for all new homes and renovations.	<a href="http://www.actewagl.com.au/About-us/Media-centre-and-reports/2015/10/09/Denman-Prospect.aspx">http://www.actewagl.com.au/About-us/Media-centre-and-reports/2015/10/09/Denman-Prospect.aspx</a>  <a href="http://reneweconomy.com.au/new-build-houses-must-install-solar-wind-in-wa-suburb-27550/">http://reneweconomy.com.au/new-build-houses-must-install-solar-wind-in-wa-suburb-27550/</a>
	Hire an internal renewable energy support officer or establish an independent body tasked with promoting renewable energy.	Examples include:  Moreland Energy Foundation, Victoria.  Yarra Energy Foundation, Victoria.	<a href="http://www.mefl.com.au/">http://www.mefl.com.au/</a>  <a href="http://www.yef.org.au/">http://www.yef.org.au/</a>
	Encourage local businesses, community facilities and residents to take up renewable energy by providing incentives (such as grants, solar bulk buy schemes or flexible payment options).	Adelaide City Council in SA has a Sustainability Incentives Scheme for local residents.	<a href="http://www.adelaidecitycouncil.com/your-council/funding/sustainable-city-incentives-scheme/">http://www.adelaidecitycouncil.com/your-council/funding/sustainable-city-incentives-scheme/</a>

Action		Examples	Link
<b>Power council operations by renewable energy</b>	Set targets to increase the level of renewable power for council operations and the broader community over time.	Australian Capital Territory set a goal for 100% renewable energy by 2020 delivered by a series of reverse auctions for renewable energy.	<a href="https://www.climatecouncil.org.au/act-report">https://www.climatecouncil.org.au/act-report</a>
	Power operations directly by renewable energy (with solar PV or wind).	Sunshine Coast Council in QLD developed the Valdora solar farm to power council operations.  Cockburn in WA is using geothermal heating for its sporting complex.	<a href="https://www.sunshinecoast.qld.gov.au/Council/Planning-and-Projects/Major-Regional-Projects/Sunshine-Coast-Solar-Farm">https://www.sunshinecoast.qld.gov.au/Council/Planning-and-Projects/Major-Regional-Projects/Sunshine-Coast-Solar-Farm</a>  <a href="http://www.cockburn.wa.gov.au/Council_Services/Environment/Renewable_Energy/">http://www.cockburn.wa.gov.au/Council_Services/Environment/Renewable_Energy/</a>
	Install renewable energy (solar PV and battery storage) on council buildings for example childcare facilities, libraries, street lighting, recreation centres, sporting grounds, and council offices.	Bathurst in NSW installed solar systems across nine council buildings.  Leichhardt Council in NSW installed solar systems on 17 council buildings.  Solar and battery storage installed on government buildings in Adelaide.	<a href="https://www.bathurst.nsw.gov.au/environment/energy-sustainability/solar-power-on-council-buildings.html">https://www.bathurst.nsw.gov.au/environment/energy-sustainability/solar-power-on-council-buildings.html</a>  <a href="http://www.leichhardt.nsw.gov.au/Environment---Sustainability/Projects-and-Programs/Council-Solar-Panels">http://www.leichhardt.nsw.gov.au/Environment---Sustainability/Projects-and-Programs/Council-Solar-Panels</a>  <a href="http://www.premier.sa.gov.au/index.php/tom-koutsantonis-news-releases/896-zen-energy-to-install-1m-battery-storage-on-government-owned-buildings">http://www.premier.sa.gov.au/index.php/tom-koutsantonis-news-releases/896-zen-energy-to-install-1m-battery-storage-on-government-owned-buildings</a>
	Opening up unused council managed land for renewable energy.	Cambelltown in SA supporting a community owned solar project utilising the rooftops of local government buildings.	<a href="http://www.campbelltown.sa.gov.au/cos">http://www.campbelltown.sa.gov.au/cos</a>

16 Cities Power Partnership

Examples: renewable energy action

Action		Examples	Link
<b>Collective tendering</b>	Facilitate large energy users collectively tendering and purchasing renewable energy at a low cost.	The Melbourne Renewable Energy Project involves bringing together a number of large energy users to collectively tender for renewable energy.	<a href="http://www.melbourne.vic.gov.au/business/sustainable-business/Pages/melbourne-renewable-energy-project.aspx">http://www.melbourne.vic.gov.au/business/sustainable-business/Pages/melbourne-renewable-energy-project.aspx</a>
<b>Powering electric vehicles with renewable energy</b>	Electrify transport systems such as council buses and fleet vehicles and power these by 100% renewable energy.	Adelaide, SA solar-powered "Tindo" bus. Moreland City Council in Victoria is integrating electric cars into council's fleet	<a href="http://www.adelaidecitycouncil.com/assets/acc/Environment/energy/docs/tindo_fact_sheet.pdf">http://www.adelaidecitycouncil.com/assets/acc/Environment/energy/docs/tindo_fact_sheet.pdf</a> <a href="http://www.moreland.vic.gov.au/parking-roads/transport/electric-vehicles/">http://www.moreland.vic.gov.au/parking-roads/transport/electric-vehicles/</a>
<b>Lobby to address barriers</b>	Lobby electricity providers and state government to address barriers to renewable energy take up at the local level (whether these be planning, technical, economic or policy related).	Victorian councils called for planning protection to prevent solar panels from overshadowing.	<a href="http://www.heraldsun.com.au/leader/east/calls-for-statewide-protection-of-solar-panels-from-overshadowing-from-multi-storey-development/news-story/4f28125a5d0db4dc22c7200aed4e8736">http://www.heraldsun.com.au/leader/east/calls-for-statewide-protection-of-solar-panels-from-overshadowing-from-multi-storey-development/news-story/4f28125a5d0db4dc22c7200aed4e8736</a>

Examples: energy efficiency actions

Action		Examples	Link
<b>Promote energy efficiency - both at the residential, commercial and larger scale</b>	Hire an internal energy efficiency support officer or establish an independent body.	Examples include: Moreland Energy Foundation, Victoria. Yarra Energy Foundation, Victoria.	<a href="http://www.mefl.com.au/">http://www.mefl.com.au/</a> <a href="http://www.yef.org.au/">http://www.yef.org.au/</a>
	Encourage local businesses, community facilities and residents to take up energy efficiency measures by providing incentives (such as grants, solar bulk buy schemes or flexible payment options).	Adelaide City Council in SA has a Sustainability Incentives Scheme for local residents.	<a href="http://www.adelaidecitycouncil.com/your-council/funding/sustainable-city-incentives-scheme/">http://www.adelaidecitycouncil.com/your-council/funding/sustainable-city-incentives-scheme/</a>
<b>Energy efficiency in council operations</b>	Adopt best practice energy efficiency in council buildings.	City of Gosnell's community facility incorporated environmentally sustainable design. City of Wollongong updated an ageing building to achieve a 5 Star Green Star rating.	<a href="http://new.gbca.org.au/showcase/projects/mills-park-community-facility/">http://new.gbca.org.au/showcase/projects/mills-park-community-facility/</a> <a href="http://new.gbca.org.au/showcase/projects/wollongong-city-council-administration-building/">http://new.gbca.org.au/showcase/projects/wollongong-city-council-administration-building/</a>



Action		Examples	Link
	Public lighting can use a large proportion of a city's energy budget - roll out energy efficient lighting (particularly street lighting) across the municipality.	Victor Harbour, SA Hybrid (wind and solar) street lighting with battery storage, and potential to power gophers, solar bollards.	<a href="https://www.victor.sa.gov.au/solar">https://www.victor.sa.gov.au/solar</a>

#### Examples: sustainable transport actions

Action		Examples	Link
<b>Promote sustainable transport options in the community</b>	Provide fast-charging infrastructure (powered by 100% renewable energy) throughout the city at key locations for electric vehicles.	City of Moreland has installed a network of public electric car charging stations.	<a href="http://www.moreland.vic.gov.au/parking-roads/transport/electric-vehicles/">http://www.moreland.vic.gov.au/parking-roads/transport/electric-vehicles/</a>
<b>Promote sustainable transport options within council</b>	Ensure Council fleet purchases meet strict greenhouse gas emissions requirements and support the uptake of electric vehicles (powered by renewable energy).	Manningham's Climate 2020 action plan targets 100% of fleet cars to be green electric vehicles by 2020.	<a href="http://www.manningham.vic.gov.au/climate-and-energy">http://www.manningham.vic.gov.au/climate-and-energy</a>
	Provide fast-charging infrastructure throughout the city at key locations for electric vehicles.	Cockburn, WA 100% solar powered electric vehicle charging stations.	<a href="http://www.cockburn.wa.gov.au/council_services/environment/renewable_energy/">www.cockburn.wa.gov.au/council_services/environment/renewable_energy/</a>
	Provide for adequate cycle lanes (both space and connectivity) in road design and supporting cyclists through providing parking, and end-of-ride facilities (covered, secure bike storage, showers, bicycle maintenance and incentives).	Melbourne City Council has a detailed bicycle plan outlining a number of actions to increase cycling's mode share.	<a href="http://www.melbourne.vic.gov.au/SiteCollectionDocuments/city-of-melbourne-bicycle-plan-2016-2020.pdf">http://www.melbourne.vic.gov.au/SiteCollectionDocuments/city-of-melbourne-bicycle-plan-2016-2020.pdf</a>

## References

- Alinta Energy (2014) Port Augusta Solar Thermal Generation Feasibility Study Stage 1 - Pre-feasibility Study Options Study Report. Accessed at <https://alintaenergy.com.au/Alinta/media/Documents/2263503A-POW-RPT-001-RevD-Options-Study-Report.pdf>
- Bathurst Regional Council (2016) Solar Power on Council Buildings. Accessed at <https://www.bathurst.nsw.gov.au/environment/energy-sustainability/solar-power-on-council-buildings.html>
- City of Adelaide (2014) Tindo - The World's First Solar Electric Bus. Accessed at [http://www.cityofadelaide.com.au/assets/acc/Environment/energy/docs/tindo\\_fact\\_sheet.pdf](http://www.cityofadelaide.com.au/assets/acc/Environment/energy/docs/tindo_fact_sheet.pdf)
- City of Adelaide (2017) Sustainability Incentives Scheme. Accessed at <http://www.cityofadelaide.com.au/your-council/funding/sustainable-city-incentives-scheme/>
- City of Greater Geelong (2016) Sustainable Council Buildings. Accessed at <http://www.geelongaustralia.com.au/environment/article/item/8ce78d636c74b86.aspx>
- City of Moonee Valley (2017) Solar Bulk Buy. Accessed at <http://www.mvcc.vic.gov.au/for-residents/environment-programs/my-home/solar-bulk-buy.aspx>
- Cockburn (2017) Renewable Energy in Cockburn. Accessed at [http://www.cockburn.wa.gov.au/Council\\_Services/Environment/Renewable\\_Energy/](http://www.cockburn.wa.gov.au/Council_Services/Environment/Renewable_Energy/)
- Energy Matters (2014) Solar Saver Program. Accessed at <http://www.energymatters.com.au/images/news/2014/solar-saver-bulkbuy.pdf>
- Farming the Sun (2017) Solar Farm Business Model. Accessed at <http://farmingthesun.net/lismore/business-model/>
- IEA (2016) Energy Technology Perspectives 2016. Towards Sustainable Urban Energy Systems. Accessed at [https://www.iea.org/publications/freepublications/publication/EnergyTechnologyPerspectives2016\\_ExecutiveSummary\\_EnglishVersion.pdf](https://www.iea.org/publications/freepublications/publication/EnergyTechnologyPerspectives2016_ExecutiveSummary_EnglishVersion.pdf)
- Inner West Council - Leichhardt (2016) Council Solar Panels. Accessed at <http://www.leichhardt.nsw.gov.au/Environment--Sustainability/Projects-and-Programs/Council-Solar-Panels>
- IPWEA (2016) Case study: North Sydney Council electric bike fleet. Accessed at <http://www.ipwea.org/victoria/communities/communityblogs/blogviewer?BlogKey=ad5a330e-17df-4eec-a55b-a4a7b25c98ac>
- IRENA (2016) Renewable Energy in Cities. Accessed at [http://www.irena.org/DocumentDownloads/Publications/IRENA\\_Renewable\\_Energy\\_in\\_Cities\\_2016.pdf](http://www.irena.org/DocumentDownloads/Publications/IRENA_Renewable_Energy_in_Cities_2016.pdf)
- Jay Weatherill (2016) ZEN Energy to install \$1m battery storage on Government-owned buildings. Accessed at <http://www.premier.sa.gov.au/index.php/tom-koutsantonis-news-releases/896-zen-energy-to-install-1m-battery-storage-on-government-owned-buildings>
- KMH Environmental (2014) Project: Bathurst Regional Council Energy Audits. Accessed at <http://www.kmh.com.au/projects/bathurst-energy-audits/>
- Moreland City Council (2017) Electric vehicles. Accessed at <http://www.moreland.vic.gov.au/parking-roads/transport/electric-vehicles/>
- Wangaratta Chronicle (2016) \$40M farm a goer. Accessed at <http://wangarattachronicle.com.au/2016/11/23/40m-farm-a-goer/>

---

## Cities Power Partnership

[cpp@climatecouncil.org.au](mailto:cpp@climatecouncil.org.au)  
[citiespowerpartnership.org.au](http://citiespowerpartnership.org.au)

© 2017 Climate Council



# PLANNING PROPOSAL

Wakehurst Parkway Oxford Falls

Reclassification of land from Community to Operational, Lot 21 DP 819277 (Part)

October 2017

## Contents

<b>Part 1 – Intended Outcomes .....</b>	<b>3</b>
<b>Part 2 – Explanation of Provisions .....</b>	<b>4</b>
<b>Part 3 – Justification .....</b>	<b>5</b>
<b>Part 4 – Maps .....</b>	<b>9</b>
<b>Part 5 – Community Consultation.....</b>	<b>11</b>
<b>Part 6 – Project Timeline.....</b>	<b>12</b>
<b>Attachment 1 – State Environmental Planning Policies (SEPPs).....</b>	<b>13</b>
<b>Attachment 2 – Ministerial s.117 directions .....</b>	<b>14</b>

## Part 1 – Intended Outcomes

This planning proposal applies to Lot 21 DP 819277 (Part) as shown in Part 4 (Map 1). The land is owned by Council.

The intended outcome of the planning proposal is to reclassify Lot 21 DP 819277 (Part) Wakehurst Parkway, Oxford Fall from Community land to Operational land under the *Local Government Act 1993* (LG Act)

The land is zoned RE1 Public Recreation under Warringah Local Environmental Plan 2011 (WLEP2011). It is not proposed to change the zoning of the land.

The land, which measures approximately 15m by 133 m, was dedicated to Council in 1992 for the purpose of a Public Reserve as a condition of development consent (DA1990/35) for the development of a new primary and infant's school. The land dedication was for the purpose of a buffer strip to Wakehurst Parkway, preventing access directly onto the road by the adjoining landowner.

In 2005 Council approved the reclassification of the southern part of Lot 21 DP 819277 (area encroached upon by the School oval) from Community to Operational land and a lease to the School to enable Council to generate an income from the underutilised parcel. The reclassification of that land was gazetted in 2008. Council is currently negotiating the sale of that land with the School. The northern section of the lot (the land) remained classified as Community land.

The land is "public reserve" under the LG Act and there is a caveat on the title by the Registrar General forbidding unauthorised dealings in this regard. Should the reclassification proceed, it is intended that this restriction be extinguished to allow the potential future sale of the land.

Oxford Falls Grammar School (the School) has expressed the intention to seek to purchase the land from Council should the Planning Proposal proceed. There is currently no lease agreements in place for the use of the land by the School and no business dealings between Council and the School e.g. agreements in place for the future sale or lease of the land.

If Council resolves to sell the subject land in the future, it will obtain proceeds from the sale of the land. Council's Allocation of Funds Obtained from the Sale of Council Real Property Policy requires funds raised to be used for the acquisition and management of other community land i.e. creation/improvement/embellishment of new or existing assets (land and buildings) in the same category as the original community land, or other community land acquisitions, embellishment or provision of community facilities and projects.



## Part 2 – Explanation of Provisions

The proposed amendments to Warringah Local Environmental Plan 2011 are:

- Amend Schedule 4 Part 2 to include reference to the land
- Amend Land Reclassification (Part Lots) Map as follows:

Map Sheet	Map Identification Number
Land Reclassification (Part Lots) Map RPL_007	1800_COM_RPL_007_020_20170222

## Part 3 – Justification

### Section A – Need for the planning proposal

#### 1. Is the planning proposal a result of any strategic study or report?

No. However, the proposed amendments do not raise any strategic planning issues. Whilst the land is zoned RE1 Public Recreation; it is not suitable for any significant public active open space use. The land is already being used by the Oxford Falls Grammar School (the School) and the LEP amendments would facilitate the potential sale of the land to the School.

In NSW there is a growing demand for student places and this is also likely to be the case in this area. If the land is purchased by the School, it may assist in providing space for future growth.

#### 2. Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Yes. The site is currently classified as community land and therefore, Council is not able to develop, sell, exchange or dispose of the land under the provisions of the Local Government Act 1993. Section 27(1) of the Local Government Act 1993 requires that the reclassification of public land be made by a local environmental plan. A planning proposal for the site is therefore considered appropriate.

### Section B – Relationship to strategic planning framework

#### 3. Is the planning proposal consistent with the objective and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

Yes. A Plan for Growing Sydney: A Plan for Growing Sydney establishes a long-term planning framework to manage Sydney's growth in a sustainable manner and strengthen its economic development whilst enhancing the unique lifestyle, heritage and environment of Sydney.

The following goals and directions apply to the Planning Proposal:

Goal 1: A competitive economy with world-class services and transport.

#### ***Plan for Education and Health Services to Meet Sydney's Growing Needs.***

*Assist the Department of Education and Communities, the Catholic Education Commission and the Association of Independent Schools of NSW to identify and plan for new school sites throughout Sydney.*

The proposal will provide a potential opportunity for the School to continue to provide a high standard of education.

The proposal is also considered to be consistent with the draft North East Sub-regional Strategy.

The Greater Sydney Commission released the draft District Plan for comment in December 2016. The draft Plan relative to this area is the Draft North District Plan. The subject site is close to the growth centre focused on the New Northern Beaches Hospital. With additional population

increase there will be a demand for high class educational facilities. The proposal will utilise land that is no longer required for its intended use.

Although the proposal will have no direct implications for student numbers, the additional area will create a better overall environment for the school.

Having regard to the above, the Planning Proposal is considered to be consistent with the draft North District Plan.

#### **4. Is the planning proposal consistent with a council's local strategy or other local strategic plan?**

Yes. The Warringah Community Strategic Plan 2023 is the Council's principal forward planning document for the area. The plan identifies six (6) Outcomes (below), two of which are relevant to the proposal:

- \_ Vibrant Community
- \_ Lifestyle and Recreation
- \_ Healthy Environment
- \_ Connected Transport
- \_ Liveable Neighbourhoods
- \_ Working Together

The outcomes relevant to the Planning Proposal are discussed below:

##### **1. Vibrant Community**

The School is an important part of the local community. The ability for the school to formally use the subject land will assist in it maintaining a high standard of education. The sharing of some school facilities with the broader community is currently being discussed with Council.

##### **2. Working Together**

The proposal will provide an example of public and private enterprises working together to create an outcome that is of benefit to the local community in terms of expanded school facilities and the potential for community use of school facilities.

#### **5. Is the planning proposal consistent with applicable State Environmental Planning Policies?**

Yes. The Planning proposal is consistent with applicable State Environmental Planning Policies (SEPPs) as shown in Attachment 1). The two SEPPs of main relevance to this planning proposal are:

SEPP	Consistency
SEPP 55 Remediation of (contaminated) Land	The site is unlikely to have been used for any purpose that would cause contamination.
SEPP (Infrastructure) 2007	The provision of this SEPP has no direct relevance to the proposed changes to the LEP. It is noted that under this SEPP land adjoining an existing school can be used in association with the school use. The subject land adjoins Oxford Falls Grammar School.



**6. Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?**

Yes. The planning proposal is consistent with applicable Ministerial s.117 directions (as shown in Attachment 2). Of particular relevance to the proposal are:

s117 Direction	Requirement	Comment
4.3 Flood Prone Land	<p>1) The objectives of this direction are:</p> <p>(a) to ensure that development of flood prone land is consistent with the NSW Government's Flood Prone Land Policy and the principles of the Floodplain Development Manual 2005, and</p> <p>(b) to ensure that the provisions of an LEP on flood prone land is commensurate with flood hazard and includes consideration of the potential flood impacts both on and off the subject land.</p>	<p>Part of Lot 21 is traversed by a watercourse which may be subject to flooding.</p> <p>However this land is already zoned RE1 and the planning proposal will not alter the potential for flood risk.</p>
4.4 Planning for Bushfire	<p>1) The objectives of this direction are:</p> <p>(a) to protect life, property and the environment from bush fire hazards, by discouraging the establishment of incompatible land uses in bush fire prone areas, and</p> <p>(b) to encourage sound management of bush fire prone areas.</p>	<p>The subject land is subject to bushfire threat. A report assessing the impact of this threat has been prepared by the applicant and is attached.</p>
6.1 Approval and Referral requirements	<p>1) The objective of this direction is to ensure that LEP provisions encourage the efficient and appropriate assessment of development.</p>	<p>This direction applies as the proposal requires an amendment to the Warringah LEP 2011. The planning proposal is consistent with this direction, in that it will not introduce any provisions that require any additional concurrence, consultation or referral.</p>
6.2 Reserving Land for Public Purposes	<p>(1) The objectives of this direction are:</p> <p>(a) to facilitate the provision of public services and facilities by reserving land for public purposes, and</p> <p>(b) to facilitate the removal of reservations of land for public purposes where the land is no longer required for acquisition.</p>	<p>This direction applies as the proposal requires an amendment to the Warringah LEP 2011.</p> <p>The planning proposal is consistent with this direction as it makes land available that is no longer required for public purposes.</p>

**7. Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?**

No. The land is predominantly mowed lawn and is being used by the School as an extension of its grounds. This use is currently unauthorised but has been carried on for some years. An on-site detention system is also located under the land and serves the school. There is no intention to undertake any works on the land as part of this proposal.

**8. Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?**

No. The land is predominantly mowed lawn and there is no intention to undertake any works. As indicated in the Bushfire Report included in the planning proposal, the land can be appropriately managed to mitigate bushfire risk.

**9. Has the planning proposal adequately addressed any social and economic effects?**

The proposal will not have any negative social or economic effects. The reclassification of the land to operational will increase its ability to be used for a purpose that will create a social and economic benefit.

The proposal will not result in the loss of any land actively used for public recreation. The proposal will facilitate the use of the land for recreation in association with the adjoining school use.

**Section D – State and Commonwealth interests**

**10. Is there adequate public infrastructure for the planning proposal?**

Yes. The proposal does not increase the development potential of the site as it will remain open space.

**11. What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?**

The Gateway determination requires Council to consult the following public authorities prior to exhibition:

**Roads and Maritime Services (RMS)**

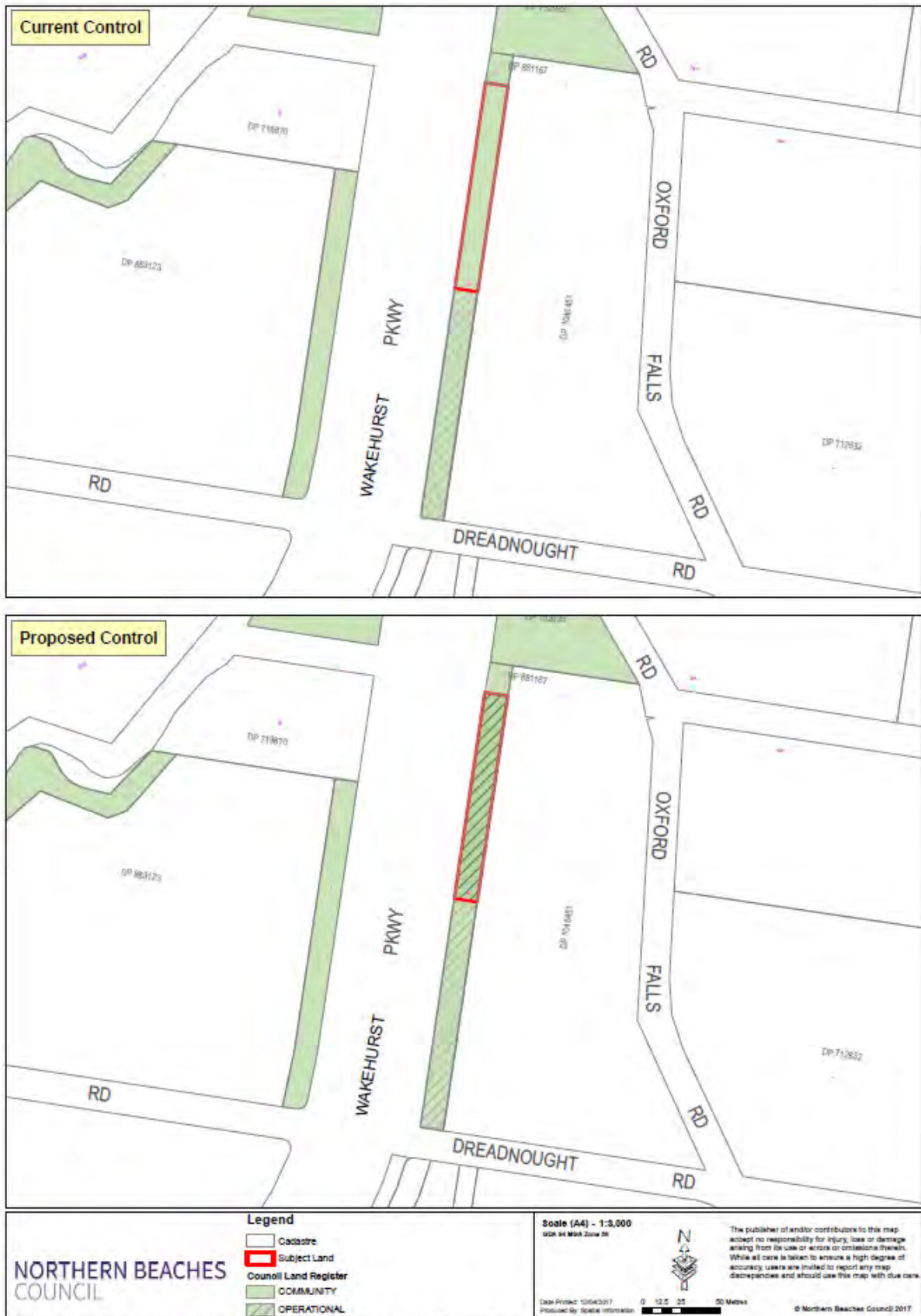
Roads and Maritime support for the proposal is contingent upon Council's provision of an appropriate Restriction on Use being registered on the land prohibiting all access including vehicular and pedestrian access to/from Wakehurst Parkway to/from the adjacent Oxford Falls Grammar school.

Roads and Maritime will not permit any access which could trigger school zone conditions and associated traffic calming measures along Wakehurst Parkway. In this regard, future development of the land should maintain vehicular and pedestrian access via existing access points on Oxford Falls Road.



Aerial Imagery (c) Sinclair Knight Merz 2014

Map 2 – Current and Proposed Controls



## Part 5 – Community Consultation

Council placed the applicant's planning proposal on non-statutory public exhibition in accordance with Council's adopted Community Engagement Policy from Saturday 15 July 2017 until Sunday 13 August 2017 (4 weeks). Notification included:

- A public notice in the Manly Daily notifying of the public exhibition on 15 July 2017
- Public notices in the Manly Daily notifying the public hearing on 19 August 2017 and 9 September 2017
- Letters to land owners and occupiers were not sent out as the land adjoins Wakehurst Parkway, to the west, Oxford Falls Grammar School to the East Crown Land to the North and Council property to the South.
- Electronic copies of the exhibition material on Council's website
- Hard copy of the exhibition material was placed at Civic Centre, Dee Why
- Email to registered community members who have listed their interest on Council's Community Engagement Register for the former Warringah local government area

7 submissions were received in response to the public exhibition period. Council's response to the submissions is contained within the attached Council report of 24 October 2017. Key issues raised included protecting the environment and riparian land, wildlife corridor from Manly Dam to Narrabeen Lagoon, widening Wakehurst Parkway, keeping 'community' land for the community, keeping the buffer between Wakehurst Parkway and the school and selling off Council land.

There have been no matters raised of such significance that should prevent the proposal proceeding to Gateway determination.

A public hearing was held on 13 September 2017 at Oxford Falls Peace Park by and independent Chair. Two (2) people attended the meeting and one submission made by email.

The public hearing report was submitted to Council on 4 October 2017 and the report was made available for inspection by the public at the three Customer Service Centres, Dee Why Library and on Council's website as per the *Local Government Act 1993* s. 47G(3). Previous submitters and those who attended the public hearing were also notified of the report.



## Part 6 – Project Timeline

Task	Anticipated timeframe
Referral to Department of Planning & Environment for Gateway determination	May 2017 Completed
Issue of Gateway determination	June 2017 Completed
Government agency consultation (if required)	July – August 2017 Completed
Public exhibition period	July – August 2017 Completed
Public Hearing	September 2017 Completed
Consideration of submissions	September 2017 Completed
Report to Council	November 2017
Submit planning proposal to the Department of Planning & Environment for determination	December 2017

## Attachment 1 – State Environmental Planning Policies (SEPPs)

SEPPs (as at March 2017)		Applicable	Consistent
1	Development Standards	Yes	Yes
14	Coastal Wetlands	No	N/A
19	Bushland in Urban Areas	Yes	Yes
21	Caravan Parks	Yes	Yes
26	Littoral Rainforests	No	N/A
30	Intensive Agriculture	No	No
33	Hazardous and Offensive Development	Yes	Yes
36	Manufactured Home Estates	No	No
44	Koala Habitat Protection	Yes	Yes
47	Moore Park Showground	No	N/A
50	Canal Estate Development	Yes	Yes
52	Farm Dams and Other Works in Land and Water Management Plan Areas	No	N/A
55	Remediation of Land	Yes	Yes
62	Sustainable Aquaculture	Yes	Yes
64	Advertising and Signage	Yes	Yes
65	Design Quality of Residential Apartment Development	Yes	Yes
70	Affordable Housing (Revised Schemes)	Yes	Yes
71	Coastal Protection	No	N/A
	Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	No	N/A
	(Affordable Rental Housing) 2009	Yes	Yes
	(Building Sustainability Index: BASIX) 2004	No	N/A
	(Exempt and Complying Development Codes) 2008	Yes	Yes
	(Housing for Seniors or People with a Disability) 2004	No	N/A
	(Infrastructure) 2007	Yes	Yes
	(Integration and Repeals) 2016	No	No
	(Kosciuszko National Park – Alpine Resorts) 2007	No	N/A
	(Kurnell Peninsula) 1989	No	No
	(Mining, Petroleum Production and Extractive Industries) 2007	Yes	Yes
	(Miscellaneous Consent Provisions) 2007	Yes	Yes
	(Penrith Lakes Scheme) 1989	No	N/A
	(Rural Lands) 2008	No	N/A
	(State and Regional Development) 2011	Yes	Yes
	(State Significant Precincts) 2005	Yes	Yes
	(Sydney Drinking Water Catchment) 2011	No	N/A
	(Sydney Region Growth Centres) 2006	No	N/A
	(Three Ports) 2013	No	N/A
	(Urban Renewal) 2010	No	N/A
	(Western Sydney Employment Area) 2009	No	N/A
	(Western Sydney Parklands) 2009	No	N/A

## Attachment 2 – Ministerial s.117 directions

Directions	Applicable	Consistent
<b>1 Employment and Resources</b>		
1.1 Business and Industrial Zones	No	N/A
1.2 Rural Zones	No	N/A
1.3 Mining, Petroleum Production and Extractive Industries	Yes	Yes
1.4 Oyster Aquaculture	No	N/A
1.5 Rural Lands	No	N/A
<b>2 Environment and Heritage</b>		
2.1 Environment Protection Zones	Yes	Yes
2.2 Coastal Protection	No	N/A
2.3 Heritage Conservation	Yes	Yes
2.4 Recreation Vehicle Areas	Yes	Yes
2.5 Application of E2 and E3 Zones and Environmental Overlays in Far North Coast LEP's	No	N/A
<b>3 Housing, Infrastructure and Urban Development</b>		
3.1 Residential Zones	Yes	Yes
3.2 Caravan Parks and Manufactured Home Estates	Yes	Yes
3.3 Home Occupations	Yes	Yes
3.4 Integrating Land Use and Transport	Yes	Yes
3.5 Development Near Licensed Aerodromes	No	N/A
3.6 Shooting Ranges	No	N/A
<b>4 Hazard and Risk</b>		
4.1 Acid Sulfate Soils	Yes	Yes
4.2 Mine Subsidence and Unstable Land	No	N/A
4.3 Flood Prone Land	Yes	Yes
4.4 Planning for Bushfire Protection	Yes	Yes
<b>5 Regional Planning</b>		
5.1 Implementation of Regional Strategies	No	N/A
5.2 Sydney Drinking Water Catchments	No	N/A
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	No	N/A
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	No	N/A
5.5 Development in the vicinity of Ellalong, Paxton and Millfield (Cessnock LGA) (Revoked 18 June 2010)	No	N/A
5.6 Sydney to Canberra Corridor (Revoked 10 July 2008 See amended Direction 5.1)	No	N/A
5.7 Central Coast (Revoked 10 July 2008. See amended Direction 5.1)	No	N/A
5.8 Second Sydney Airport: Badgerys Creek	No	N/A
5.9 North West Rail Link Corridor Strategy	No	N/A
5.10 Implementation of Regional Plans	No	N/A
<b>6 Local Plan Making</b>		
6.1 Approval and Referral Requirements	Yes	Yes
6.2 Reserving Land for Public Purposes	Yes	Yes
6.3 Site Specific Provisions	Yes	yes
<b>7 Metropolitan Planning</b>		
7.1 Implementation of A Plan for Growing Sydney	Yes	Yes
7.2 Implementation of Greater Macarthur Land Release Investigation	No	N/A

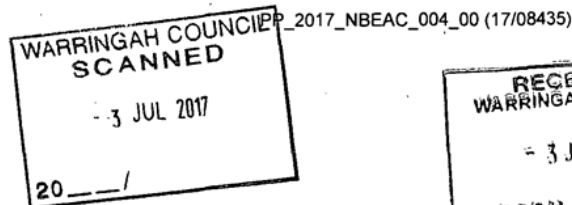




## Planning & Environment

Mr Mark Ferguson  
General Manager  
Northern Beaches Council  
725 Pittwater Road  
Dee Why NSW 2099

Attn: Jeanne Thuez



Dear Mr Ferguson

### Planning Proposal to amend Warringah Local Environmental Plan 2011

I am writing in response to your Council's letter dated 9 May 2017 requesting a Gateway determination under section 56 of the *Environmental Planning and Assessment Act 1979* (the Act) in respect of the Planning Proposal to amend Schedule 4 of the Warringah Local Environmental Plan 2011 to reclassify part Lot 21 DP 819277 at Wakehurst Parkway, Oxford Fall from Community land to Operational land.

As delegate of the Greater Sydney Commission, I have now determined the Planning Proposal should proceed subject to the conditions in the attached Gateway determination.

In relation to S117 Direction 6.2 Reserving Land for Public Purposes, I have agreed to the reduction of land for public purposes on the basis the reclassification will not reduce the availability of active public recreation space. No further approval is required in relation to this Direction.

I note that in your Planning Proposal, Council requested delegation to make the plan. As the reclassification will involve the discharge of interests, delegation is not able to be granted in this instance and the Department will manage the finalisation process.

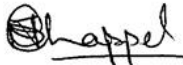
The amending Local Environmental Plan (LEP) is to be finalised within 9 months of the week following the date of the Gateway determination. Council should aim to commence the exhibition of the Planning Proposal as soon as possible. Council's request for the Department of Planning and Environment to draft and finalise the LEP should be made 6 weeks prior to the projected publication date.

The State Government is committed to reducing the time taken to complete LEPs by tailoring the steps in the process to the complexity of the proposal, and by providing clear and publicly available justification for each plan at an early stage. In order to meet these commitments, the Department may take action under section 54(2)(d) of the Act if the time frames outlined in this determination are not met.



Should you have any queries in regard to this matter, I have arranged for Mr Douglas Cunningham of the Department's Sydney Region East section to assist you. Mr Cunningham can be contacted on (02) 9274 6357.

Yours sincerely

  
29.06.17

**Sandy Chappel**  
**Director, Sydney Region East**  
**Planning Services**

Encl:  
Gateway Determination



Planning &  
Environment

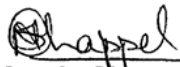
## Gateway Determination

**Planning proposal (Department Ref: PP\_2017\_NBEAC\_004\_00):** to amend Schedule 4 of the Warringah Local Environmental Plan 2011 to reclassify part Lot 21 DP 819277 at Wakehurst Parkway, Oxford Fall from Community land to Operational land.

I, the Director, Sydney Region East, at the Department of Planning and Environment, as delegate of the Greater Sydney Commission, have determined under section 56(2) of the *Environmental Planning and Assessment Act 1979* (the Act) that an amendment to the Warringah Local Environmental Plan (LEP) 2011 should proceed subject to the following conditions:

1. Prior to public exhibition, the Planning Proposal is to be updated to remove reference to Schedule 4 Part 1 and replace with Schedule 4 Part 2, given that Council has indicated that interests will be discharged.
2. Community consultation is required under sections 56(2)(c) and 57 of the Act as follows:
  - (a) the planning proposal must be made publicly available for a minimum of **28 days**; and
  - (b) the relevant planning authority must comply with the notice requirements for public exhibition of planning proposals and the specifications for material that must be made publicly available along with planning proposals as identified in section 5.5.2 of *A Guide to Preparing LEPs* (Department of Planning and Environment 2016).
3. Consultation is required with the Roads and Maritime Services under section 56(2)(d) of the Act. Roads and Maritime Services is to be provided with a copy of the planning proposal and any relevant supporting material, and given at least 21 days to comment on the proposal.
4. A public hearing is required under section 56(2)(e) of the Act.
5. The timeframe for completing the LEP is to be **9 months** from the week following the date of the Gateway determination.

Dated 29<sup>th</sup> day of June 2017



Sandy Chappel  
Director, Sydney Region East  
Planning Services  
Department of Planning and Environment

Delegate of the Greater Sydney Commission

PP\_2017\_NBEAC\_004\_00 (17/08435)



# Report on Public Hearing

## Reclassification of Community Land to Operational Land

### Part Lot 21, DP 819277 Adjacent to Wakehurst Parkway, Oxford Falls

Prepared for:  
**Northern Beaches Council**  
October 2017  
Project No: 10793



GLN Planning Pty Ltd  
ABN 39 585 269 237

Level 10, 70 Pitt Street Sydney NSW 2000  
GPO Box 5013 Sydney NSW 2001

P [02] 9249 4100 E [info@glnplanning.com.au](mailto:info@glnplanning.com.au)  
F [02] 9249 4111 W [glnplanning.com.au](http://glnplanning.com.au)



Date of Final Issue: 4 October 2017  
File Path: 10793 Oxford Falls Submissions Report  
Project Manager: Jillian Sneyd  
Client: Northern Beaches Council  
Project Number: 10793

The purpose for which this report may be used and relied upon is limited for that which it was commissioned. Copyright in the whole and every part of this document belongs to GLN Planning and may not be used, sold, transferred, copied or reproduced in whole or in part in any manner or form or in or on any media to any person without the prior written consent of GLN Planning.

### Document history and status

Version	Issued To	Qty	Date	Prepared by:	Reviewed by:
Draft	J Thuez	1-e	04/10/17	JS	PL
Final	J Thuez	1 -e	04/10/17	JS	JS

4 October 2017  
10793 Oxford Falls Submissions Report doc

gln.

## Table of Contents

<b>1.0</b>	<b>Introduction and Background</b>	<b>1</b>
1.1	Commission	1
1.2	Statutory Context	1
<b>2.0</b>	<b>The Site and Locality</b>	<b>3</b>
2.1	The Site	3
2.2	Locality	4
<b>3.0</b>	<b>Planning Context</b>	<b>7</b>
<b>4.0</b>	<b>Background</b>	<b>9</b>
<b>5.0</b>	<b>Public Exhibition and Public Hearing</b>	<b>11</b>
5.1	Public Exhibition	11
5.2	Public Hearing	12
5.3	Discussion	14
<b>6.0</b>	<b>Conclusion and Recommendation</b>	<b>16</b>
<b>APPENDIX A</b>		<b>17</b>
<b>APPENDIX B</b>		<b>18</b>
<b>Tables</b>		
Table 1	Summary of Public Submissions	11
Table 2	Summary of Submissions at Public Hearing	12
<b>Photos</b>		
Photo 1	Aerial photograph	4
Photo 2:	Northern portion of Lot 21 viewed from Wakehurst Parkway	5
Photo 3:	Southern portion of Lot 21 viewed from Dreadnought Rd	5
Photo 4 :	View of Lot 21 in a northerly direction from Wakehurst Parkway	6
Photo 5	Aerial photograph showing approximate location of land to be reclassified in blue outline	6
<b>Appendices</b>		
<b>Appendix A</b>	Written submissions received.	
<b>Appendix B</b>	Members of Public attending Public Hearing	



## 1.0 Introduction and Background

### 1.1 Commission

GLN Planning Pty Ltd (**GLN**) was commissioned by Northern Beaches Council (**Council**) to independently chair a Public Hearing and prepare a Public Hearing Report for a Planning Proposal which seeks to reclassify a strip of land located between Wakehurst Parkway and Oxford Grammar School known as Part Lot 21, DP 819277, from Community to Operational Land under the Local Government Act 1993 (**LG Act**).

The reclassification will be achieved through a Planning Proposal that seeks to amend Warringah Local Environmental Plan 2011 (WLEP 2011) to change the classification of the part of Lot 21, DP 819277. The Planning Proposal involves land that is owned by Council currently classified 'community' to be reclassified as 'operational'.

The Public Hearing is required to consider the proposed reclassification.

The stated purpose of the Planning Proposal is to reclassify and rezone the land "*reclassify Lot 21 DP 819277 (Part) Wakehurst Parkway, Oxford Falls from Community land to Operational land under the Local Government Act 1993*". The Planning Proposal was publicly exhibited between Saturday 15 July 2017 and 29 July 2017. A total of seven (7) (excluding 1 duplicate submission) written public submissions were received by Council during the exhibition period.

The Public Hearing was conducted on Wednesday, 13 September 2017 and this Public Hearing Report has been prepared in accordance with Section 29(1) of the *Local Government Act 1993* (the LG Act) and relates solely to the proposed reclassification of Part Lot 21, DP 819277 from community land to operational land.

This Public Hearing report details Council and the community submissions to both the Planning Proposal exhibition and the Public Hearing. It considers the reclassification proposals in light of these submissions and offers recommendations for Council to consider in its broader decision making process around the proposed reclassification.

The Author of this report, Ms Jillian Sneyd, chaired the Public Hearing.

### 1.2 Statutory Context

'Public land' is any land that is vested in or under the control of a council and pursuant to s.25 of the LG Act, must be classified as either Community Land or Operational Land.

Community Land is generally open to the public, for example, parks, reserves or sports grounds. Under s. 45 of the LG Act, Community Land must not be sold, exchanged or otherwise disposed of, leased or licensed unless in accordance with the provisions of the LG Act.

Community land for example, cannot under the LG Act be used by adjoining land owners to access their properties. Section 46 of the Local Government Act establishes the limited circumstances in which community land may be leased.

Operational Land may be used for other purposes, for example, as access, works depots or garages, or held by a council as a temporary asset. Reclassification of land does not in itself affect any estate or interest a council has in the land.

Classification or reclassification of public land may be undertaken pursuant to s. 27(1) of the LG

Act via a Local Environmental Plan (LEP) made under the Environmental Planning and Assessment Act (EP&A Act) or pursuant to s. 27(2) of the LG Act via a resolution of a council when land is initially acquired by land.

Where it is proposed to reclassify Community Land to Operational Land via an LEP, a Council is required by s. 29 of LG Act to convene a public hearing and this public hearing must be held after the close of the statutory exhibition period for the LEP. Reclassification of land does not in itself affect any estate or interest a council has in the land.

The land is "public reserve" under the LG Act and there is a caveat on the title by the Registrar General forbidding unauthorised dealings in this regard. It is intended that this restriction be extinguished to allow the potential future sale of the land, should the reclassification proceed.

Classification or reclassification of public land may be undertaken pursuant to s.27(1) of the Local Government Act 1993 via a Local Environmental Plan (LEP) made under the Environmental Planning and Assessment Act 1979 or pursuant to s. 27(2) of the Local Government Act 1993 via a resolution of Council.

Should Council resolve to reclassify community land to operational land via a LEP, a Council is required by s.29 of LGA 1993 to convene a public hearing and this public hearing must be held after the close of the statutory exhibition period for the LEP.

Section 47G of the Local Government Act 1993 provides in part as follows:

- (2) *The person presiding at a public hearing must not be;*
  - (a) *a councillor or employee of the Council holding the public hearing, or*
  - (b) *a person who has been a councillor or employee of that Council at any time during the five years before the date of his or her appointment.*
- (3) *Not later than four days after it has received a report from the person presiding at the public hearing as to the result of the hearing, the Council must make a copy of the report available for inspection by the public at a location within the area of the Council.*

For the purposes of s.47G of the LG Act and the EP&A Act, Ms Sneyd was last an employee of the former Warringah Council in May 1999, in excess of 5 years and has never held the position of Councillor within in any Local Government Area.

## 2.0 The Site and Locality

### 2.1 The Site

The site is located adjacent to Wakehurst Parkway and Oxford Falls Grammar School, Oxford Falls. The land included in the Planning Proposal is legally described as Part Lot 21, Deposited Plan (DP) 819277.

Part Lot 21, DP 819277 is identified within the Planning Proposal and is the land proposed to be reclassified as operational land. Part Lot 21, DP 819277 has an area of approximately 1995m<sup>2</sup> and comprises a strip of land that was dedicated to Council in 1992 in response to a condition of Development Consent No. 91/29 for Development Application No 1990/35 for the development of a new primary and infants school.

Condition 16 of Development Consent No 91/29 provided:

"16. *Dedication of the following land as Reserve – a strip of land 15m wide along the western boundary, this dedication to be effected at full cost to the applicant.*"

Condition 17 required the lots comprising the school parcel to be consolidated and Condition 18 required the consolidation and dedication to be effected, or lodged with the Land Titles Office prior to release of the then building approval (now Construction Certificate).

The intent of the dedication was to prevent vehicular or pedestrian access to the school grounds from Wakehurst Parkway by creation of a separately owned buffer strip. The buffer strip also provided an additional landscape buffer to Wakehurst Parkway.

**Figure 1** shows the land the subject of the Planning Proposal with the area of Part Lot 21 highlighted with a blue boundary. The southern portion is operational land, the northern unhatched portion of Lot 21 is the subject of this reclassification and Public Hearing.





**Photo 1** Aerial photograph

Showing subject site adjacent to Wakehurst Parkway and Oxford Falls Grammar School Land subject to reclassification is outlined blue. (Source: Council Planning Proposal April 2017)

## 2.2 Locality

The site is situated approximately 5.5 kilometres to the north west of Dee Why Town Centre and approximately 20 kilometres to the north of Sydney CBD.

The key features of the site and its context and location are summarised as follows:

- The site is the northern portion of a 15m wide buffer strip located along the boundary of Wakehurst Parkway and Oxford Falls Grammar School
- The locality is primarily non-urban land developed as large rural residential lots;
- The major land uses within the immediate locality are Oxford Falls Grammar School; Christian City Church and St Pius X College Playing Fields.



**Photo 2:** Northern portion of Lot 21 viewed from Wakehurst Parkway  
(Source: Nearmap).



**Photo 3:** Southern portion of Lot 21 viewed from Dreadnought Rd  
(Source: Nearmap).





**Photo 4 :** View of Lot 21 in a northerly direction from Wakehurst Parkway  
(Source: Nearthmap).



**Photo 5:** Aerial photograph showing approximate location of land to be reclassified in blue outline.  
(Source: Nearthmap 30 August 2017).



### 3.0 Planning Context

The subject land is zoned RE1 – Public Recreation under Warringah Local Environmental Plan 2011. There is no change to the planning controls proposed. The Planning Proposal is seeking to reclassify the land to operational land.

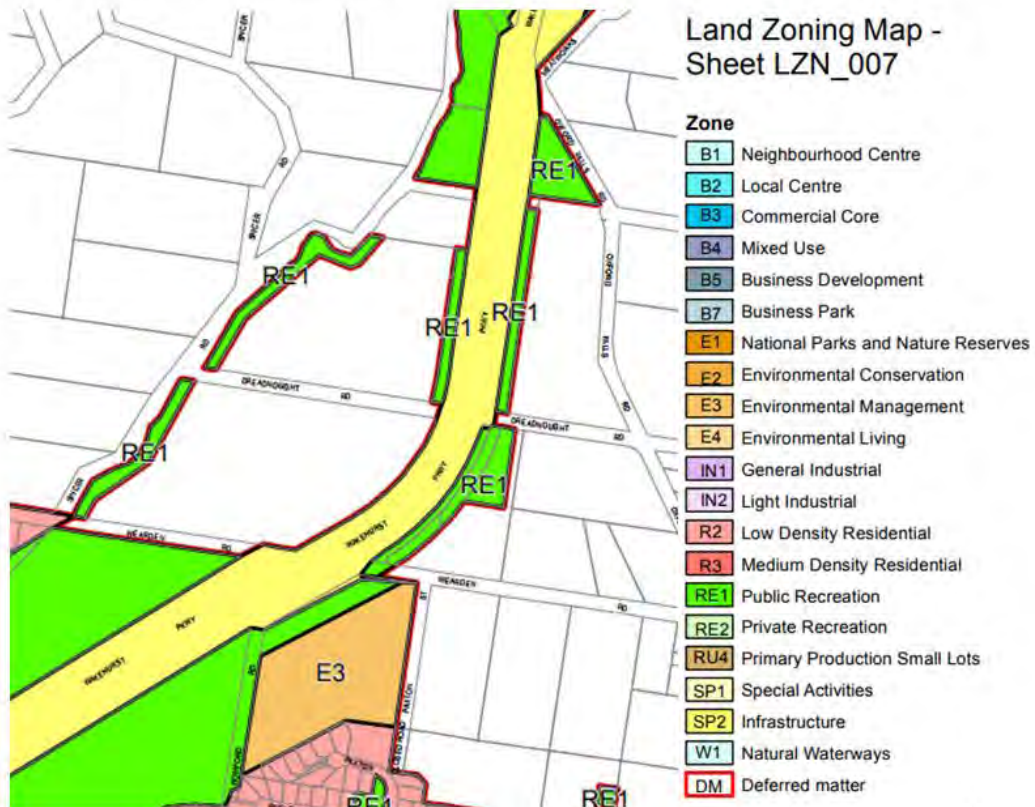


Figure 1: Zoning Extract.  
(Source: WLEP 2011 Map 7).

The private land within the vicinity of the site is a deferred matter under WLEP 2011 and the provisions of Warringah Local Environmental Plan 2000 are effective. The road reserve of Wakehurst Parkway is zoned SP2 Infrastructure under WLEP 2011.

The objectives of the RE1 Public Recreation zone are:

- To enable land to be used for public open space or recreational purposes.
- To provide a range of recreational settings and activities and compatible land uses.
- To protect and enhance the natural environment for recreational purposes.
- To protect, manage and restore public land that is of ecological, scientific, cultural or aesthetic value.

- To prevent development that could destroy, damage or otherwise have an adverse effect on those values.

Development that is permitted without development consent is:

- Environmental facilities; Environmental protection works; Roads

The following development is permissible with development consent:

- Boat building and repair facilities; Boat sheds; Building identification signs; Business identification signs; Car parks; Centre-based child care facilities; Community facilities; Emergency services facilities; Kiosks; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Respite day care centres; Restaurants or cafes; Water recreation structures.

Any development not specified as either permissible without or permissible with development consent is prohibited development.

The site is identified as partially bushfire prone land an extract of the Warringah Bush Fire Prone Land Map is contained in **Figure 2** below.



**Figure 2:** Bushfire Prone Land Map Extract. (Source: Northern Beaches Council Website).



## 4.0 Background

The 15m wide strip was dedicated and subsequently zoned Proposed Recreation 6(c) adjoining Wakehurst Parkway. The dedication was a result of Council's then usual practice that sought dedication of a 15m wide strip adjacent to Wakehurst Parkway as a condition of development consent. This policy was to achieve Council's aim of providing a parkway vista along main roads throughout the area to be achieved by including the land in the ownership of Council (Source - Development Unit Report for DA1990/351). It also provided a separately owned buffer strip to Wakehurst Parkway, preventing access directly onto the road by the adjoining land owner.

Upon dedication, the land was classified as "Community Land" under the LG Act 1993 and "Public Open Space" under Warringah Local Environmental Plan 2000 (WLEP). Use of the land was to be managed in accordance with a Plan of Management (POM). The applicable POM was the General Community Use Plan of Management (GCU).

The GCU recognised encroachments on the subject land by the School and actioned for them to be removed in line with a strategic framework.

In 2005, Council approved the reclassification of the southern part of Lot 21 DP 819277 from Community to Operational land and lease of this land to the School. The reclassification of that land was gazetted in 2008. The northern section of the lot remained classified as Community land. The southern portion contained an encroachment of the school sportsground.

The School also constructed underground concrete On-site Stormwater Detention (OSD) tanks with dimensions of approximately 20m x10m x1.9m depth (380m<sup>3</sup> storage) and associated pollution control devices on the northern end of the subject land in association with a 2002 development consent approved by the Land and Environment Court. The OSD tanks and associated pollution control devices are not Council assets.

Council at its meeting on 22 March 2016 approved the submission of an application by the School to subdivide Lot 21 DP 819277 into two lots and the sale of the southern portion (classified Operational) to Oxford Falls Grammar School. A condition of the proposed sale was to be that the new lot is consolidated with the adjoining land parcel (School) and an appropriate Restriction on Use being registered on the land prohibiting vehicular access to Wakehurst Parkway.

The subdivision of Lot 21 DP 819277 into two (2) lots was approved by Northern Beaches Council on 21 October 2016. The subdivision is presently subject to the registration process and a Contract of Sale has been prepared to allow Proposed Lot 1 (southern part of Lot 21 DP 189277) to be purchased by the School.

The resolution of Council on 22 March 2016 in relation to the subject land provided:

- C. *Council grant owners consent to the adjoining land owner Oxford Falls Grammar School at 1078 Oxford Falls Road Oxford Falls (Lot 1 DP 1046451) to lodge a Development Application/Subdivision Certificate Application for the subdivision of Lot 21 DP 819277 Wakehurst Parkway Oxford Falls and a Planning Proposal for the rezoning of this land.*
- D. *Council authorises an Easement and associated Positive Covenant for the underground stormwater detention tanks and associated drainage infrastructure within the remainder of Lot 21 DP 819277 and adjoining Lot 2 DP 881167 (Community Land) subject to statutory notification in accordance with the Local Government Act and subject to compensation being paid to Council in accordance with Council's adopted Fees & Charges.*
- E. *Any enclosed use of Council's public reserve or road reserve by Oxford Falls Grammar*



*School be authorised in a lease in accordance with the Local Government Act or Roads Act with annual rent based on 5% of the Valuer General's land assessment value for that year per metre squared of the land or directly adjoining land.*

- G. Authorises the General Manager to negotiate and execute all documentation necessary in order to give effect to this resolution.*
- H. All costs associated with the items in the resolution, including but not limited to, Council's legal costs, GST if applicable, document registration etc., be funded by the applicant.*

All other matters of this resolution related to the southern portion which the resolution enabled the sale of the southern portion have not been extracted.

## 5.0 Public Exhibition and Public Hearing

### 5.1 Public Exhibition

The proposal to reclassify Part Lot 21, DP 819277 from Community Land to Operational Land was publicly exhibited as part of Planning Proposal PP\_2017\_NBEAC\_041\_00 from 4 March 2017 to 18 March 2017.

Residents and surrounding landowners were notified of the exhibition:

- By notice posted on Council's website;
- Email to registered community members who have listed their interest on Council's Community Engagement Register for the former Warringah local government area.
- In the Manly Daily; and
- By information displayed at Council's Offices at Dee Why and various libraries.

Seven (7) (excluding 1 duplicate submission) written public submissions were received during the formal public exhibition period regarding the reclassification. One (1) late submission was received and was considered as if received during the exhibition period. **Table 1** below provides a summary of these submissions.

Table 1 Summary of Public Submissions		
No.	Submitters Name	Issues Raised
1	Ann Sharp	<ul style="list-style-type: none"> <li>• Land provides a buffer between school and Wakehurst Parkway</li> <li>• Land should be maintained for pedestrian/cycleway corridor</li> <li>• Land could be required for road widening</li> <li>• Land opposite is being used for road widening</li> <li>• Land allows a greater setback to Wakehurst Parkway</li> <li>• Allows for a wildlife corridor</li> <li>• Waterway that traverses the land could be better protected by W1 Natural Waterways</li> <li>• Reclassification not necessary if School can use the land</li> <li>• Loss of public land in a strategic location adjacent to Wakehurst Parkway</li> </ul>
2	Robert Pauling	<ul style="list-style-type: none"> <li>• Queried the reasoning behind this portion of Lot 21 not being operational land when the southern portion was reclassified as operational land</li> </ul>
3	Patricia Baker	<ul style="list-style-type: none"> <li>• Objects to more development within the area.</li> </ul>
4	Christopher Jones	<ul style="list-style-type: none"> <li>• Land provides an important buffer to Wakehurst Parkway</li> <li>• Should remain undeveloped with student access enabled.</li> </ul>
5	Craig Boaden	<ul style="list-style-type: none"> <li>• Council should not be alienating public land for use by the private sector</li> </ul>
6	Laurence Plant	<ul style="list-style-type: none"> <li>• Objects on the grounds of enabling more development.</li> </ul>

- |   |                   |   |
|---|-------------------|---|
| 7 | Warren Wallamulla | <ul style="list-style-type: none"> <li>Long term planning responsibility to create a wildlife corridor between Manly Dam and Narrabeen Lake will be lost if land is reclassified and sold.</li> </ul> |
|---|-------------------|---|

Council advised Roads and Maritime Services (RMS) of the proposed reclassification. RMS advised by letter dated 5 September 2017 that:

*Roads and Maritime support for the proposal is contingent upon Council's provision of an appropriate Restriction on Use being registered on the land prohibiting all access including vehicular and pedestrian access to/from Wakehurst Parkway to/from the adjacent Oxford Falls Grammar school. Roads and Maritime will not permit any access which could trigger school zone conditions and associated traffic calming measures along Wakehurst Parkway. In this regard, future development of the land should maintain vehicular and pedestrian access via existing access points on Oxford Falls Road.*

A copy of all submissions received are contained in **Appendix A**

## 5.2 Public Hearing

Council arranged a public hearing for the proposed reclassification of the Site to be held on Wednesday 13 September 2017 from 6:00pm at the Oxford Falls Peace Park in accordance with Clause 29 of the Local Government Act 1993.

Notification of the Public Hearing was issued at least 21 days before the start of the hearing in the Manly Daily. Those persons who made written submissions and/or enquiries during the public exhibition period were personally invited. The Public Hearing was also advertised on Council's website.

The hearing was independently chaired by Jillian Sneyd of GLN in accordance with the requirements of s. 47G of the LG Act and the EP&A Act and Jeanne Thuez, Strategic Planner attended the hearing as a Council Officer:

There were two (2) public attendees as representatives of two (2) properties at the Public Hearing and the meeting was closed at approximately 6.45pm. The register of those attending are contained in **Appendix B**. The issues raised are detailed in **Table 2** below:

**Table 2 Summary of Submissions at Public Hearing**

Name	Issues
Bev Harris	<ul style="list-style-type: none"> <li>Concerned to ensure that the reclassified land would not be acquired by the school at no cost.</li> </ul>
Ian Harry	<ul style="list-style-type: none"> <li>In support of reclassification, representing Oxford Falls Grammar School.</li> </ul>



<p>Ann Sharp Written submission by email</p>	<ul style="list-style-type: none"> <li>• Land provides a buffer between school and Wakehurst Parkway</li> <li>• Land should be maintained for pedestrian/cycleway corridor</li> <li>• Land could be required for road widening</li> <li>• Land opposite is being used for road widening</li> <li>• Land allows a greater setback to Wakehurst Parkway</li> <li>• Allows for a wildlife corridor</li> <li>• Waterway that traverses the land could be better protected by W1 Natural Waterways</li> <li>• Reclassification not necessary if School can use the land</li> <li>• Loss of public land in a strategic location adjacent to Wakehurst Parkway</li> </ul>
--	--

### 5.3 Discussion

Having considered the written and verbal submissions, the key objections to the proposed reclassification can be summarised as follows:

- Loss of buffer
- Loss of wildlife corridor
- Need for future road widening
- School should not benefit from use of public land
- Loss of public land
- Cost to school to acquire land

In summary, the concerns raised are related to the possible future use of the land and a loss of public land not specifically to the use of the land by the school.

The buffer created by the required dedication of 15m wide strips of land is a result of a previous practice of Council, that is no longer required by the current planning controls and policies. It was not related to the provision of useable open space, as a wildlife corridor but was used to restrict access to the adjoining main road. It has been recognised that the provision of isolated strips is not an effective management control and created parcels that imposed ongoing maintenance obligations upon Council. Other mechanisms can be used to better achieve the desired outcome of landscaped setbacks and limit vehicular access to classified roads.

Further, a review of the portions which have been dedicated indicate that the policy did not achieve contiguous portions of land and hence was not set up or operate effectively as a wildlife corridor.

The existing Wakehurst Parkway Road reserve is of sufficient width to enable any future road widening. The RMS have indicated support for the proposal subject to an appropriate restriction as to use being registered on the title to prohibit vehicular and pedestrian access. It is noted that the terms of the current development consents for Oxford Falls Grammar School have the effect of prohibiting access directly from the school to Wakehurst Parkway. The existing vegetation will also have the effect of preventing access being obtained from Wakehurst Parkway directly.

The reclassification is not being undertaken to enable redevelopment of the land, but to remedy the drainage works constructed within the land. The 22 March 2016 resolution of Council seeks to enable leasing of the land to Oxford Falls Grammar School. Sufficient measures operate within the development consent provisions of the EP & A Act to enable opportunity for concerns to be raised should redevelopment be proposed in the future.

Oxford Falls Grammar School will not benefit from the reclassification in a monetary sense. It is relevant, that the land was originally in the ownership of the school and was dedicated at no cost to Council in 1992. This subsequent process to reclassify the land has been undertaken at the cost of the School and it is proposed that a lease be entered into with Council with an *"annual rent based on 5% of the Valuer General's land assessment value for that year per metre squared of the land or directly adjoining land"*.

The manner in which the reclassification of the land has occurred in a piecemeal manner is the result of previous resolutions of Council. In 2005, the preferred option was to *"reclassify the*

*subject land and lease back to Oxford Falls Grammar School for a limited period."* After consideration of all options, Council resolved in on 25 October 2005 to *"endorse the preparation of a draft LEP for reclassification of that part of the site that is presently encroached upon by the playing field"*. This resolution of Council to deal with the southern portion did not address the encroachments within the northern portion of Lot 21.

This Planning Proposal to reclassify will enable a lease or sale of the land to regularise the drainage structures constructed within the southern portion of Lot 21. It is noted that the works are not the stormwater assets of Council or any other public utility provider and as community land do not fall within the operation of Section 46 of the LGA to permit leasing of the land. Reclassification as operational land is the most appropriate method available to Council to deal with the specific matters and issues of this portion of land.

The cost of the reclassification and any lease of future acquisition will be made at cost to the school and at no cost to Council. The land originally formed part of the school holdings and was dedicated to Council in good faith as a result of a condition of development consent. This land as public land is required to be appropriately dealt with as a public asset. The process undertaken by Council in dealing with this portion of land is appropriate in light of current Council policy and previous decisions of Council in relation to the southern portion of Lot 21, DP 819277.

I am satisfied that the proposed reclassification is appropriate in the circumstances of the case.



## 6.0 Conclusion and Recommendation

The Northern Beaches Council is proposing to reclassify the land at Part Lot 21, DP 819277 from Community Land to Operational Land.

The reclassification will enable the use of the land for the existing school drainage structures and landscaped area. The reclassification will correct encroachments that have occurred as a result of school constructions in the past. Council is not in a position to enter into a lease for the structures without first reclassifying the land from Community to Operational Land under the LG Act.

Seven (7) (excluding 1 duplicate submission) written public submissions were received during the formal public exhibition period regarding the reclassification. One (1) late submission was received and was considered as if received during the exhibition period. Representations from the RMS were also sought and received.

A Public Hearing was convened following the close of the exhibition period and advertised in local newspapers, on Council's website, at Council Administration Offices and libraries. All those who made written submissions or enquiries during the public exhibition period were directly contacted. There were two (2) public attendees to the meeting, as representatives of one (1) nearby landowner and one representative of Oxford Falls Grammar School and therefore two (2) verbal submissions were received, a further submission by email was received to the Public Hearing.

Council has indicated that the proposed reclassification is to enable leasing of the land or sale of the land to regularise encroachments within the subject land. There is no intention to seek redevelopment of the land.

Having given consideration to the verbal and written public submissions and Council Officer responses, the independent chair of the Public Hearing, Ms Jillian Sneyd, is of the opinion that reclassification of Part Lot 21, DP819277, being land adjacent to Wakehurst Parkway and Oxford Falls Grammar School from Community Land to Operational Land is appropriate in the circumstances of the case.

Accordingly, it is recommended that Council proceed with the proposal to reclassify Part Lot 21 DP 819277 from Community Land to Operational Land, subject to a Restriction on Use being registered on the land prohibiting all access including vehicular and pedestrian access to/from Wakehurst Parkway to/from the adjacent Oxford Falls Grammar School as required by RMS.

Section 47G(3) of the LG Act requires Council make a copy of this report available for inspection by the public within four days of receiving this report. It is recommended that Council:

1. Publish an e-copy of this Public Hearing Report on Council's website;
2. Make a hard copy of this Public Hearing Report available to the public for inspection at Council's Administration Offices and libraries; and
3. Write to or email those persons who made a written submission notifying them of the availability of this Public Hearing Report as outlined above.

## **APPENDIX A**

### **Written submissions**



**Submission 1 – submitted in duplicate**

I support the continued school use of the land. However, I do not support the reclassification for the following reasons:

- The land provides a buffer of public open space between the Wakehurst Parkway road reservation and Oxford Falls Grammar School (OFGS).
- A pedestrian / cycling corridor currently does not exist alongside Wakehurst Parkway. A generous width of public (community) land should be retained for this purpose.
- The future use of corridor land for walking and cycling purposes is more likely with proposed new development in the Frenchs Forest Precinct Plan.
- The community land facilitates the provision of public access adjacent to the road reservation, which could be required for future road widening or road works. Public land on the western side of Wakehurst Parkway is already being used for road works.
- The community land would improve safety and amenity for public access, as it allows for a greater setback from Wakehurst Parkway.
- The wider setback also allows provision for a north – south vegetation and wildlife corridor. A waterway traverses the land and warrants protection as part of public open space. The environmental objectives in the standard zone W1 Natural Waterways are relevant and could be applied to better protect the waterway and riparian buffer.
- The reclassification is to allow the future sale or lease of the land. However, this is necessary if the school can continue to use the land with the current classification. The proposed reclassification and sale would mean the loss of public land in a strategic location alongside Wakehurst Parkway.

**Submission 2**

Why was this strip left as Community Land when the remainder of the DP was converted? Was it for future road widening? Is that no longer relevant?

**Submission 3**

NO, NO, NO. This is just the beginning of the end for the area. We have happily lived with this area for how long???

It has been enjoyed, admired, local fauna have lived in it, flora has flourished. Suddenly everywhere in the Forest has to be reduced and any excuse is given by "authorities" for destruction. No, leave our Parkway alone and let it be there for our children and their children.

There will be precious little else left when those presently in charge continue what they have started. We came to live in Frenchs Forest because we liked it the way it was - not for what it has become and is further becoming. I think we must be seen as fools if we believe any of the current council/state authority promises.

**Submission 4**

This land should remain community land - it is an important buffer to the road particularly as Wakehurst Parkway needs to be upgraded at some time in the future to four lanes.

As an awkward block on land, any development would infringe / affect the school - instead it would make more sense that this remains undeveloped however with student recreation access confirmed.



**Submission 5**

NBC should NOT be alienating current community use land and flogging it to the private sector. NBC is not there to make a profit but to benefit the community.

**Submission 6**

I am against the proposal. The rush to develop our beautiful area is wrong. The residents don't want more houses and development. We want the nature that exists preserved. This land is community land.

How does selling it and developing it serve the community? It doesn't.

Less nature. Less trees. More traffic. More pressure on services. I would ask the Council to be as conservative as possible with regards to development. Serve the community. Don't seek aggrandising development. Be humble. Peace be with you.

**Submission 7**

While this Planning Proposal to re-classify land near Wakehurst Parkway, Oxford Falls may seem only of interest to the nearby Education facility, the LACK of DETAIL in the mapping in the area, illustrated by the DOC 1 "screen shot" is clear.

There is a long-term Town -planning responsibility to create a WILDLIFE CORRIDOR between Frenchs Forest and Narrabeen Lakes Bushland.

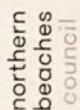
So the proposal to "RECLASSIFY" the land could consider the MERITS of converting the LAND into a "WILDLIFE CORRIDOR SPACE" ... or seek an alternative site/s in the area, but provide the alternative prior to SALE of the above land to a non-council entity.

There is a "CONCEPTUAL" wildlife corridor running from Manly Dam Bushland to Narrabeen Lakes, but allocating the LAND for that Purpose may need "checking" to find a ROUTE thru Oxford Falls area.

## APPENDIX B

### Members of Public Attending Public Hearing





Public Hearing – Lot 21 DP 819277 Wakehurst Parkway, Oxford Falls

[illegible]

**1300 484 484**  
**[northernbeaches.nsw.gov.au](http://northernbeaches.nsw.gov.au)**

**Mainly Office:**  
1 Belgrave Street  
Manly NSW 2095  
: f 02 9976 1400

**Dee Why Office:**  
725 Pittwater Road  
Dee Why NSW 2099  
f 02 9971 4522

**Mona Vale Office:**  
1 Park Street  
Mona Vale NSW 2103  
f 02 9970 1200

ABN 57 284 295 198





## Planning Proposal

**729-731 PITTWATER ROAD, DEE WHY**

22 June 2017

For the use of

**Northern Beaches Council**

By

Knight Frank Town Planning

For

The owners of SP 13436





### Qualifications:

1. This report is prepared for the private and confidential use of the proponent and only for the purpose outlined on the title page. It should not be relied on for any other purpose and should not be reproduced in whole or part for any other purpose without the express written consent of Knight Frank Town Planning.
2. This report is current at the date of publication only.
3. This report is to be read in its entirety and in association with other relevant documentation and documents submitted as part of this application.





## Contents

<b>1. Introduction</b>	<b>2</b>
1.1 Background	3
1.2 Purpose of this Planning Proposal	3
1.3 Planning Proposal Structure	4
<b>2. Site Description and Locality</b>	<b>5</b>
2.1 Proponent	5
2.2 The Locality - surrounding context and setting	5
2.3 Description of Subject Site	5
<b>3. Existing Planning Framework</b>	<b>6</b>
3.1 Local Planning Controls (Warringah Local Environmental Plan 2011)	6
3.2 State and Regional Environmental Planning Policies	7
3.3 Regional Strategies	7
3.4 Local Planning Strategies	8
<b>4. Objectives and Intended Outcomes (Part 1)</b>	<b>8</b>
<b>5. Explanation of Provisions (Part 2)</b>	<b>9</b>
<b>6. Justification (Part 3)</b>	<b>9</b>
6.1 Introduction	9
6.2 Section A - Need for the Planning Proposal	9
6.3 Section B - Relationship to the Strategic Planning Framework	10
6.4 Section C - Environmental, Social and Economic Impacts	18
6.5 Section D - State and Commonwealth Interests	19
<b>7. Mapping (Part 4)</b>	<b>19</b>
<b>8. Community Consultation (Part 5)</b>	<b>19</b>
<b>9. Indicative Project Timeline (Part 6)</b>	<b>20</b>
<b>10. Conclusion</b>	<b>21</b>

## Appendix 1

### Pre-Lodgement Meeting Notes (30 June 2016)



## 1. Introduction

Knight Frank Town Planning has been engaged by the owners of the lots contained within Strata Plan 13436 as the owners of individual units located at 729-731 Pittwater Road, Dee Why to prepare a Planning Proposal to accompany a request to Northern Beaches Council to amend the *Warringah Local Environmental Plan 2011 (WLEP)* to allow for additional uses to be permitted on the site.

Submission of the Planning Proposal follows a pre-lodgement meeting between the proponent and Council officers on 30<sup>th</sup> June 2016. A copy of the Pre-Lodgement Meeting notes are attached – See Appendix 1.

The land subject to the Planning Proposal is currently occupied by a three storey building used as a medical centre. Development consent (No 73/76) for the construction of the building allows for the use of the building for health proposes only.

Since the construction of the existing building, the site (and adjoining sites to the north) have been zoned R3 Medium Density Residential pursuant to Warringah Local Environmental Plan (WLEP) 2011 where 'business premises' are prohibited. Despite the residential zoning of the site given the occupation of the site by an existing commercial building, the Planning Proposal requests a Schedule 1- Additional Permitted Uses listing to permit 'office premises' as well as 'medical centre' to formalise the existing land use of the site.

The land is in close proximity of the Dee Why Town Centre as well as existing public transport network. Permitted office premise uses in this precinct is a reflection of the changing commercial environment where there is a greater need for office premises within close proximity to town centres. The proposal is consistent in terms of uses with Council's Employment Lands Study, the NSW Government's A Plan for Growing Sydney and the Greater Sydney Commission's Draft North District Plan. The Planning Proposal is justified and supportable in terms of its strategic and site specific merit.

The Planning Proposal outlines the background to the requested amendment and consists of the following six parts being consistent with 'A guide to preparing Planning Proposals', by NSW Planning and Environment 2016:

- o Part 1 Objectives or intended outcomes
- o Part 2 Explanation of the provisions
- o Part 3 Justification
- o Part 4 Mapping
- o Part 5 Community Consultation
- o Part 6 Project timeline



### 1.1 Background

The land is currently zoned R3 Medium Density Residential in the WLEP 2011. The WLEP 2011 was a comprehensive whole of local government area plan based on the current land uses on whole rather than site specific considerations. The site is currently occupied by an existing building utilised for medical consulting purposes, constructed in the 1970s. The area as a whole has undergone significant changes with a need to provide a greater range of employment and housing for the growing area.

Although the site benefits from existing use rights for the 'medical centre' use, the existing development consent restricts the use of site for a 'medical centre' only. Given the changing conditions of the market there is a commercial need to utilise the existing premises for 'office uses' in addition to the existing medical centre use.

A Pre-Lodgement Meeting between the proponent and Council officers took place on 30 June 2016. A copy of the Pre-Lodgement Meeting notes is provided in Appendix 1.

### 1.2 Purpose of this Planning Proposal

The purpose of this Planning Proposal and supporting attachments is to seek the following amendments to the Warringah Environmental Plan 2011 (WLEP) so as to enable the greater commercial use of the existing building:

Amend Schedule 1 of the WLEP 2011 to include the following 'Additional Permitted Uses' on the site:

- Medical Centre
- Office Premises

In accordance with the WLEP 2011, the proposed additional uses are defined as follows:

- **Medical centre** means premises that are used for the purpose of providing health services (including preventative care, diagnosis, medical or surgical treatment, counselling or alternative therapies) to out-patients only, where such services are principally provided by health care professionals. It may include the ancillary provision of other health services.
- **Office premises** means a building or place used for the purpose of administrative, clerical, technical, professional or similar activities that do not include dealing with members of the public at the building or place on a direct and regular basis, except where such dealing is a minor activity (by appointment) that is ancillary to the main purpose for which the building or place is used.

The above uses are not considered to be contrary to the existing use of the site and furthermore, will not be contrary to the objectives of the current R3 zoning of the land.





The Planning Proposal aims to;

1. Demonstrate that the existing uses of the site under development consent No 73/76 are compatible with the current commercial circumstances
2. Outline how the proposed development is consistent with the proper and strategic planning principle of locating businesses within the area in accordance with the Warringah Employment Lands Study.
3. Outline the merits of the development as a site specific amendment to WLEP 2011.
4. Demonstrate that the proposed additional uses are supportive and justified in terms of both strategic and site specific merit.
5. Seek the endorsement of Northern Beaches Council to amend the WLEP 2011 in the manner described in the Planning Proposal so as to facilitate commercial utilisation of the existing building.

### **1.3 Planning Proposal Structure**

The Planning Proposal structure reflects the statutory requirements and inclusions for Planning Proposals outlined in Section 55 of the Environmental Planning & Assessment Act, 1979 (EP&A Act) and the Guide to Preparing Planning Proposals as issued by the Department of Planning and Infrastructure in October 2012.

The structure of this Planning Proposal is summarised below:

<b>Section 1</b>	Introduction
<b>Section 2</b>	Description of the site context
<b>Section 3</b>	Existing planning framework
<b>Section 4</b>	A statement of the objectives and intended outcomes of the Proposal
<b>Section 5</b>	An explanation of proposed instrument or LEP amendments
<b>Section 6</b>	Justification including need for the proposal; relationship to the relevant strategic planning framework; potential environmental social and economic impacts; State & Commonwealth interests
<b>Section 7</b>	Mapping
<b>Section 8</b>	Community Consultation
<b>Section 9</b>	Indicative project timeline



## 2. Site Description and Locality

### 2.1 Proponent

The proponent for the Planning Proposal is the owners of Strata Plan 13436.

### 2.2 The Locality - surrounding context and setting

The subject land is located immediately to the north of the Dee Why Town Centre and is a corner site directly adjoining residential apartment building to the north. The site is located on Pittwater Road and within 400 meters to the main Dee Why bus interchange.

To the immediate south of the subject land are the existing public carpark and Northern Beaches Council offices with the commercial precinct beyond. The proposed additional uses will not be to the detriment of the existing adjoining residential character.

### 2.3 Description of Subject Site

#### Land area

The subject land has an area of 1334 square metres.

Land ownership of SP 13436

Title description	Land owner
Lot 1	Comserv No 547 Pty Ltd
Lot 2	Manc Pty Ltd
Lot 3	Karl Paul Landers and George Dimaris
Lot 4	Karl Paul Landers and George Dimaris
Lot 5	Dorothy Anne Joy Arnold and Wilma Alison Taylor
Lot 6	Lionel Rupert Arnold and Dorothy Anne Joy Arnold
Lot 7	Basstrust Pty Ltd
Lot 8	Basstrust Pty Ltd
Lot 9	Comserv No 547 Pty Ltd

#### Current land uses

The land is currently occupied by a three storey building with thirty one (31) parking spaces and is occupied by medical practitioners and a pharmacy on the ground floor.

There are no known sources of contamination on the subject land.



Figure 1: Site Location Map (SixMaps)

### 3. Existing Planning Framework

#### 3.1 Local Planning Controls (Warringah Local Environmental Plan 2011)

The site is currently zoned R3 Medium Density Residential under the Warringah Local Environmental Plan 2011 (WLEP).

##### **R3 Medium Density Residential**

The objectives of the R3 Medium Density Residential Zone are:

- To provide for the housing needs of the community within a medium density residential environment.
- To provide a variety of housing types within a medium density residential environment.
- To enable other land uses that provide facilities or services to meet the day to day needs of residents.
- To ensure that medium density residential environments are characterised by landscaped settings that are in harmony with the natural environment of Warringah.
- To ensure that medium density residential environments are of a high visual quality in their presentation to public streets and spaces.





The range of uses permitted with development consent in the R3 zone is:

*Attached dwellings; Bed and breakfast accommodation; Boarding houses; Boat sheds; Building identification signs; Business identification signs; Child care centres; Community facilities; Dual occupancies; Dwelling houses; Educational establishments; Emergency services facilities; Environmental protection works; Exhibition homes; Group homes; Home businesses; Multi dwelling housing; Neighbourhood shops; Places of public worship; Recreation areas; Residential flat buildings; Respite day care centres; Roads; Secondary dwellings; Seniors housing; Veterinary hospitals/*

### 3.2 State and Regional Environmental Planning Policies

The State and Regional Planning Policies relevant to the Planning Proposal are:

#### State Environmental Planning Policy No 55 – Remediation of Land

The State Environmental Planning Policy No 55 – Remediation of Land (SEPP) and accompanying Planning Guidelines on managing land contamination (1998) seek to ensure that any contamination of land on its use, say for rural residential purposes is addressed to reduce the risk of harm to human health. There are no known sources of potential contamination on the land.

### 3.3 Regional Strategies

#### 3.3.1 A Plan for Growing Sydney

*A Plan for Growing Sydney* is the overarching guiding document setting actions for housing, population and employment growth across metropolitan Sydney. The Planning Proposal will retain existing jobs on the site and create a planning regime that will support and encourage additional employment opportunities. A key priority for the Brookvale-Dee Why strategic centre is to retain the commercial core in Brookvale-Dee Why, to encourage long term employment growth. Although the site is located just outside of the Dee Why Town Centre, its proximity to the centre and transport supports the protection of existing and provision of new jobs on the site.

#### 3.3.2 Draft North District Plan

The Draft North District Plan, prepared by the Greater Sydney Commission in November 2016, provides the framework to manage growth whilst maintaining liveability and productivity across a key area in Sydney. The district centres of Brookvale-Dee Why accommodate retail and local services for communities. The subject site is located within the Brookvale-Dee Why district centre, and situated adjacent to the Dee Why Mixed Use Zone,

The following key priority is of particular relevance: *"Recognise and enhance the economic and employment opportunities along Pittwater Road and encourage revitalisation along this commercial strip".*

The job target range for the Brookvale-Dee Why centre is 23,000-26,000 jobs. The proposed amendment to the Warringah LEP 2011 will contribute to addressing the projected increase in employment in the Draft North District Plan, while retaining the residential zoning of the site.



### 3.4 Local Planning Strategies

In terms of local planning strategies, the following are relevant to the Planning Proposal

Strategy	Commentary
<b>Warringah Local Environmental Plan 2011 (WLEP)</b>	The WLEP is the principal statutory plan for the LGA. The LEP was in part informed by a LGA wide Local Environmental Study however this was not specific to individual lots.
<b>Warringah Employment Lands Study (ELS) 2013</b>	The Warringah ELS provides analysis of the current and future employment trends with recommendations into the future land use of the LGA. The study identifies Dee Why as a strategic employment precinct and the proposal will support the aims of the study in providing increased employment opportunities close to where people live.
<b>Warringah Council Community Strategic Plan 2023</b>	The Warringah Community Strategic Plan was formally adopted by Council in 2013. The Plan is built around themes of community, place, environment and leadership. The objectives and intended outcomes of the Planning Proposal support the Community Strategic Plan by enabling increased opportunity for employment growth within and around established centres that are well serviced by public infrastructure and transport.
<b>Dee Why Town Centre Masterplan</b>	The Dee Why Town Centre Masterplan builds upon previous reviews of the area and provides an updated vision for the centre. It was developed with input from local businesses, land owners and community representatives. The result is a comprehensive plan to revitalise Dee Why, creating an attractive, liveable and thriving centre by the sea. The subject is not located within the Masterplan study area.

## 4. Objectives and Intended Outcomes (Part 1)

The Planning Proposal seeks to support and facilitate the orderly and effective economic development by allowing office premises and medical centres on the land zoned R3 Medium Density Residential, where medical and office uses are currently prohibited.

The specific intended outcomes of the Planning Proposal are outlined below:

- To confirm the suitability of the land for users other than those permitted in a R3 Medium Density Residential Zone
- To provide for a diversified area which supports the economic and employment future of Dee Why and the Central Northern Beaches
- To contribute to a diversity of local employment and education services in accordance with the recommendations of the Warringah Employment Lands Study and A Plan for Growing Sydney
- To respond to the market demand for office space in proximity to the existing town centre with access to public transport and walking distance to residential areas.





## 5. Explanation of Provisions (Part 2)

The Planning Proposal seeks to achieve the above objectives and intended outcomes by amending the Warringah Local Environmental Plan 2011 (WLEP) in the following manner:

Amend Schedule 1 of the WLEP 2011 to include the following 'Additional Permitted Uses' on the site:

- *Medical Centre*
- *Office Premises*

## 6. Justification (Part 3)

### 6.1 Introduction

The Planning Proposal responds to the changing environment of the commercial market and also recent new developments within the Dee Why Town Centre. The existing use of the building is reliant on an existing consent which permits the use of the building for a 'medical centre' only. A change in the needs of medical practitioners and the commercial property market has seen a demand for office premises uses in the existing building. This land use is considered to best align with the existing 'medical centre' land use in terms of worker and visitor use as well as impacts to the existing environment.

Although the site benefits from existing use rights for the 'medical centre' use, the existing development consent restricts the use of site for this use only. This Planning Proposal will formalise the use on the land by providing for a permissible use. Given the changing conditions of the market there is a commercial need for the use the building for 'office uses' in addition to the existing medical centre use.

In establishing how the Planning Proposal 'fits' in terms of the wider strategic setting of the Northern Beaches LGA and the broader regional setting, a review has been undertaken of the proposal against the local (Warringah) and regional (NSW Government) policy framework. The Planning Proposal is considered to be justified and supportable in terms of its strategic and site specific merit.

### 6.2 Section A - Need for the Planning Proposal

#### Is the Planning Proposal a result of any strategic study or report?

Whilst the Planning Proposal is not the result of any specific strategic study or report, due regard has been given to the Warringah Employment Lands Study (2013) which identifies the Dee Why to Brookvale corridor as a strategic employment precinct.

Given the unique planning circumstances and the established use of the site, the additional use of office premises is considered to be appropriate in providing increased employment to the local area whilst minimizing impact as a result of the proximity to infrastructure including public transport and an oversupply of parking on the site for the requested additional permitted uses.





**Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?**

The Planning Proposal is the best means for providing for additional permitted uses on the land in terms of permissibility and the purpose (objectives) of the R3 Medium Density zone. In particular, by reference to the zone objective of *enabling other land uses that provide facilities or services to meet the day to day needs of residents*.

The Planning Proposal is the also the best way of achieving a consistent approach to the LEP controls and use of the site which supports its ongoing uses for commercial uses and additional local employment to the area.

**6.3 Section B - Relationship to the Strategic Planning Framework**

**Is the Planning Proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy.**

The Planning Proposal has been reviewed against the relevant Outcomes of the *A Plan for Growing Sydney*. The current Metropolitan Plan for Sydney released in 2014 identifies a number of strategic directions and specific policy settings with regards to transport, housing growth, employment and existing centres.

**North Subregion**

The North Subregion includes the Northern Beaches (Warringah) LGA with an emphasis on retaining employment close to where people live to ease congestion on the roads. A key priority of the North Subregion is maintaining a commercial core in Brookvale-Dee Why to encourage long term employment growth.

The proposal will allow for increased usage of the existing building which is ideally suited to office premises. The Planning Proposal will lend itself to assisting in supporting the growth of the existing commercial Brookvale-Dee Why Commercial area.

All of the proposed uses are considered appropriate for the existing building and the established use of the site. Therefore, additional permitted uses are considered to be the most appropriate means of achieving the intended outcomes.

**Is the Planning Proposal consistent with a council's plan, local strategy, or another local strategic plan?**

By reference to s 3.4 of the Planning Proposal, a review has been undertaken of the Planning Proposal against the following policies and plans of Warringah Council:

**1. Warringah Employment Lands Study 2013**

The Warringah Employment Lands Study was prepared in 2013. Although the Dee Why – Brookvale precinct is identified as a the main area of employment growth, the study makes reference to the lack of public transport and traffic issues that restricts the ability to develop the precinct to full employment capacity.



The existing building presents a unique set of circumstances, the established use of the site and additional use of office premises is considered to be appropriate in providing increased employment to the local area whilst minimizing impact as a result of the proximity to infrastructure including public transport and an oversupply of parking on the site for the requested additional permitted uses.

## 2. Warringah Community Strategic Plan 2023

The Warringah Community Strategic Plan was formally adopted by Council in 2013. The Plan is built around themes of community, place, environment and leadership. The objectives and intended outcomes of the Planning Proposal support the Community Strategic Plan by enabling increased opportunity for employment growth within and around established centres that are well serviced by public infrastructure and transport. In particular, the Planning Proposal is considered to support the growth of the economy in a sustainable way by providing the opportunity for employment in an existing building close to medium density housing hence resulting in containment. The Planning Proposal assists in supporting the local employment sector by providing employment close to where people live.

## 3. Warringah Local Environmental Plan 2011

The site is currently zoned R3 Medium Density Residential pursuant to the Warringah Local Environmental Plan 2011. Whilst the subject site has been utilised as a 'medical centre' since the late 1970s the objectives of the current zoning have been considered in relation to the proposed additional uses requested in the table below:

Warringah LEP 2011			
R3 Medium Density Housing Zone			
Objective	Consistent		N/A Comment
	Yes	No	
To provide for the housing needs of the community within a medium density residential environment.		✓	The proposal will maintain the existing medical centre use of the premises with additional office premises uses proposed.
To provide a variety of housing types within a medium density residential environment.			✓ The site has not been used for residential purposes and the proposal does not propose any residential development
To enable other land uses that provides facilities or services to meet the day to day needs of residents.	✓		The proposed additional uses will allow for facilities and services to be provided within walking distance of nearby residential areas and the commercial centre
To ensure that medium density residential environments are characterised by landscaped settings that are in harmony with the natural environment of Warringah.			✓ The site has not been used for residential purposes and the proposal does not propose any residential development.
To ensure that medium density residential environments are of a high visual quality in their presentation to public streets and spaces.			✓ The site has not been used for residential purposes and the proposal does not propose any residential development.





**Is the Planning Proposal consistent with applicable State Environmental Planning Policies?**

An assessment of the Planning Proposal against the applicable State Environmental Planning Policies (SEPP's) is provided in the table below.

State Environmental Planning Policy (SEPPs)	Consistent		N/A	Comment
	Yes	No		
SEPP No.1 Development Standards			✓	No longer applies to Warringah LEP 2011
State Environmental Planning Policy No 19- Bushland in Urban Areas			✓	There is no existing vegetation on the site.
SEPP No.32 Urban Consolidation(Redevelopment of Urban Land)			✓	Not relevant to the proposed amendment.
State Environmental Planning Policy No 50 - Canal Estate Development			✓	Not relevant to the proposed amendment.
SEPP No.55 – Remediation of Land			✓	Not relevant to the proposed amendment.
SEPP No.60 Exempt and Complying Development			✓	The SEPP (Exempt and Complying Development Codes) 2008 applies to the site.
SEPP No.64 Advertising and Signage			✓	The relevance of the SEPP would be addressed at the DA stage.
SEPP No.70 Affordable Housing (Revised Schemes)			✓	Not relevant to the proposed amendment.
SEPP (Affordable Rental Housing) 2009			✓	Not relevant to the proposed amendment.
SEPP (BASIX) 2004			✓	Not relevant to the proposed amendment.
SEPP (Exempt and Complying Development Codes) 2008			✓	The SEPP may apply to any future development of the site.
SEPP (Infrastructure) 2007			✓	Not relevant to the proposed amendment.
SEPP (State and Regional Development) 2011			✓	Not relevant to the proposed amendment.
State Environmental Planning Policy (Urban Renewal) 2010			✓	Not relevant to the proposed amendment.





**Is the Planning Proposal consistent with applicable Section 117 Ministerial Directions (s 117 directions)?**

The Planning Proposal is consistent with the relevant Section 117 Directions in that it achieves and/or gives effect to the principles, aims, objectives or policies set out in the Directions noted in the table below.

Ministerial Direction	Comment
<b>1. Employment and Resources</b>	
<b>1.1 Business and Industrial Zones</b>	
<p>A planning proposal must:</p> <ul style="list-style-type: none"> <li>(a) give effect to the objectives of this direction,</li> <li>(b) retain the areas and locations of existing business and industrial zones,</li> <li>(c) not reduce the total potential floor space area for employment uses and related public services in business zones,</li> <li>(d) not reduce the total potential floor space area for industrial uses in industrial zones, and</li> <li>(e) ensure that proposed new employment areas are in accordance with a strategy that is approved by the Director-General of the Department of Planning</li> </ul>	<p>The proposal will not alter the existing zoning of the site or the existing use of the site. The proposal will allow for a greater level of services and employment uses to the area whilst maintaining the existing floor space.</p>
<b>2 Environment &amp; Heritage</b>	
<b>2.1 Environmental Protection Zones:</b>	
<p>A planning proposal must include provisions that facilitate the protection and conservation of environmentally sensitive areas. Further, a planning proposal that applies to land within an environment protection zone or land otherwise identified for environment protection purposes in a LEP must not reduce the environmental protection standards that apply to the land (including by modifying development standards that apply to the land).</p>	<p>The site and surrounds are not zoned for environmental protection purposes nor are they identified as such in the Warringah LEP 2011</p>
<b>2.3 Heritage Conservation:</b>	
<p>A planning proposal must contain provisions that facilitate the conservation of:</p> <ul style="list-style-type: none"> <li>(a) items, places, buildings, works, relics, moveable objects or precincts of environmental heritage significance to an area, in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item, area, object or place, identified in a study of the environmental heritage of the area,</li> <li>(b) Aboriginal objects or Aboriginal places that are protected under the National Parks and Wildlife Act 1974, and</li> <li>(c) Aboriginal areas, Aboriginal objects, Aboriginal places or landscapes identified by an Aboriginal heritage survey prepared by or on behalf of an</li> </ul>	<p>The subject property is not currently heritage listed, nor is it known to encompass any structures or archaeology worthy of conservation by way of related provisions in the Planning Proposal or any future LEP amendment.</p>



<p>Aboriginal Land Council, Aboriginal body or public authority and provided to the relevant planning authority, which identifies the area, object, place or landscape as being of heritage significance to Aboriginal culture and people.</p>	
<b>3 Housing, Infrastructure and Urban Development</b>	
<b>3.1 Residential Zones</b>	
<p>A planning proposal must include provisions that encourage the provision of housing that will:</p> <p>(a) broaden the choice of building types and locations available in the housing market, and</p> <p>(b) make more efficient use of existing infrastructure and services, and</p> <p>(c) reduce the consumption of land for housing and associated urban development on the urban fringe, and</p> <p>(d) be of good design.</p> <p>A planning proposal must, in relation to land to which this direction applies:</p> <p>(a) contain a requirement that residential development is not permitted until land is adequately serviced (or arrangements satisfactory to the council, or other appropriate authority, have been made to service it), and</p> <p>(b) not contain provisions which will reduce the permissible residential density of land.</p>	<p>The proposal will not alter the existing R3 Residential zoning of the site and will retain the location of the existing medical consulting rooms.</p> <p>The proposal will allow for a greater level of services and employment uses to the area whilst maintaining the existing floor space.</p> <p>There will be no reduction in the permissible residential density of land nor will the proposal reduce the ability to future development the site for residential purposes.</p>
<b>4. Hazard and Risk</b>	
<p><b>4.1 Acid Sulphate Soils</b></p> <p>The relevant planning authority must consider the Acid Sulfate Soils Planning Guidelines adopted by the Director-General of the Department of Planning when preparing a planning proposal that applies to any land identified on the Acid Sulfate Soils Planning Maps as having a probability of acid sulfate soils being present.</p> <p>When a relevant planning authority is preparing a planning proposal to introduce provisions to regulate works in acid sulfate soils, those provisions must be consistent with:</p> <p>(a) the Acid Sulfate Soils Model LEP in the Acid Sulfate Soils Planning Guidelines adopted by the Director-General, or</p> <p>(b) such other provisions provided by the Director-General of the Department of Planning that are</p>	<p>Not applicable.</p> <p>The site to which the proposal applies is not affected by acid sulfate soils under the LEP.</p>



<p>consistent with the Acid Sulfate Soils Planning Guidelines.</p> <p>A relevant planning authority must not prepare a planning proposal that proposes an intensification of land uses on land identified as having a probability of containing acid sulfate soils on the Acid Sulfate Soils Planning Maps unless the relevant planning authority has considered an acid sulfate soils study assessing the appropriateness of the change of land use given the presence of acid sulfate soils. The relevant planning authority must provide a copy of any such study to the Director-General prior to undertaking community consultation in satisfaction of section 57 of the Act.</p> <p>Where provisions referred to under paragraph (5) of this direction have not been introduced and the relevant planning authority is preparing a planning proposal that proposes an intensification of land uses on land identified as having a probability of acid sulfate soils on the Acid Sulfate Soils Planning Maps, the planning proposal must contain provisions consistent with paragraph (5).</p>	
<p>4.3 Flood Prone Land</p> <p>A planning proposal must include provisions that give effect to and are consistent with the NSW Flood Prone Land Policy and the principles of the Floodplain Development Manual 2005 (including the Guideline on Development Controls on Low Flood Risk Areas).</p> <p>A planning proposal must not contain provisions that apply to the flood planning areas which:</p> <ul style="list-style-type: none"> <li>(a) permit development in floodway areas,</li> <li>(b) permit development that will result in significant flood impacts to other properties,</li> <li>(c) permit a significant increase in the development of that land,</li> <li>(d) are likely to result in a substantially increased requirement for government spending on flood mitigation measures, infrastructure or services, or</li> <li>(e) permit development to be carried out without development consent except for the purposes of agriculture (not including dams, drainage canals, levees, buildings or structures in floodways or high hazard areas), roads or exempt development.</li> </ul> <p>A planning proposal must not impose flood related development controls above the residential flood planning level for residential development on land, unless a relevant planning authority provides adequate justification for those controls to the satisfaction of the Director-General (or an officer of the Department nominated by the Director-General).</p>	<p>Not applicable. The site to which the proposal applies is not affected by flooding.</p>





<p>For the purposes of a planning proposal, a relevant planning authority must not determine a flood planning level that is inconsistent with the Floodplain Development Manual 2005 (including the Guideline on Development Controls on Low Flood Risk Areas) unless a relevant planning authority provides adequate justification for the proposed departure from that Manual to the satisfaction of the Director-General (or an officer of the Department nominated by the Director-General).</p>	
<p><b>6 Local Plan Making</b></p> <p><b>6.1 Approval and Referral Requirements</b></p> <p>A planning proposal must:</p> <ul style="list-style-type: none"> <li>(a) minimise the inclusion of provisions that require the concurrence, consultation or referral of development applications to a Minister or public authority, and</li> <li>(b) not contain provisions requiring concurrence, consultation or referral of a Minister or public authority unless the relevant planning authority has obtained the approval of: <ul style="list-style-type: none"> <li>(i) the appropriate Minister or public authority, and</li> <li>(ii) the Director-General of the Department of Planning (or an officer of the Department nominated by the Director-General),</li> </ul> prior to undertaking community consultation in satisfaction of section 57 of the Act, and</li> <li>(c) not identify development as designated development unless the relevant planning authority: <ul style="list-style-type: none"> <li>(i) can satisfy the Director-General of the Department of Planning (or an officer of the Department nominated by the Director-General) that the class of development is likely to have a significant impact on the environment, and</li> <li>(ii) has obtained the approval of the Director-General of the Department of Planning (or an officer of the Department nominated by the Director-General) prior to undertaking community consultation in satisfaction of section 57 of the Act.</li> </ul> </li> </ul>	<p>The Planning Proposal does not propose any such provisions listed in Direction 6.1.</p>
<p><b>6.2 Reserving Land for Public Purposes</b></p> <p>A planning proposal must not create, alter or reduce existing zonings or reservations of land for public purposes without the approval of the relevant public authority and the Director-General of the Department of Planning (or an officer of the Department nominated by the Director-General).</p>	<p>No new reservations are proposed, nor are they proposed to be reduced by the Planning Proposal.</p>



<p><b>6.3 Site Specific Provisions</b></p> <p>A planning proposal that will amend another environmental planning instrument in order to allow a particular development proposal to be carried out must either:</p> <ul style="list-style-type: none"> <li>(a) allow that land use to be carried out in the zone the land is situated on, or</li> <li>(b) rezone the site to an existing zone already applying in the environmental planning instrument that allows that land use without imposing any development standards or requirements in addition to those already contained in that zone, or</li> <li>(c) allow that land use on the relevant land without imposing any development standards or requirements in addition to those already contained in the principal environmental planning instrument being amended.</li> </ul> <p>A planning proposal must not contain or refer to drawings that show details of the development proposal.</p>	<p>The Planning Proposal will allow for additional uses to be permitted on the site by listing the uses in Schedule 1 of the Warringah LEP 2011. In particular, there is a need to allow for 'office premises' usage on the site to facilitate the commercial viability of the site.</p> <p>The proposal will not restrict the overall use of the land and will maintain the residential zoning of the site.</p>
<p><b>7 Metropolitan Planning</b></p>	
<p><b>7.1 Implementation of A Plan for Growing Sydney</b></p>	<p>The NSW Government's 'A Plan for Growing Sydney' identified the following key priorities for the Brookvale-Dee Why region:</p> <ul style="list-style-type: none"> <li>o <i>Work with council to retain a commercial core in Brookvale-Dee Why, as required, for long-term employment growth.</i></li> <li>o <i>Work with council to provide capacity for additional mixed-use development in Brookvale-Dee Why including offices, retail, services and housing.</i></li> </ul> <p>The Planning Proposal will retain existing jobs on the site and create a planning regime that will support and encourage additional employment opportunities and office use.</p>



#### 6.4 Section C - Environmental, Social and Economic Impacts

##### **Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?**

There are no known potential sources of contamination on the subject land.

There are no specific environmental effects likely as a result of the Planning Proposal. The land has been historically used as a medical centre and which will remain as part of the Proposal. There will be no external works to the site to facilitate additional uses on the land. The proposal will provide an opportunity to better utilise an existing commercial site.

The Planning Proposal is unlikely to result in any land use conflicts with the immediate vicinity and therefore is not expected to limit the ongoing use of the surrounding lands for the range of uses permitted in the current R3 residential zoning to the north and west. The proposal will complement the existing surrounding land uses to the south and east and allow for increased employment. The changing environment of the area allows for a greater range of future commercial uses which will support the viability of the Brookvale-Dee Why employment corridor.

##### **Traffic and Parking**

In terms of traffic and parking, a review of Council's parking controls contained within Appendix 1 of Warringah Development Control Plan (DCP) as detailed in the table below:

Warringah DCP 2011 Parking Requirements		
Use	DCP Parking Rate	Parking required for premises
Office premises	1 per 40m <sup>2</sup> GFA	18.225 car spaces
Medical Centre	4 spaces per 100m <sup>2</sup> GFA	29.16 car spaces

NOTE: the above calculations are based on the whole building being used as one use.

The total gross floor area of the building is 729m<sup>2</sup> and the current 31 car spaces provided by the premises which exceeds the minimum requirement for the use of the building for a medical centre or office premise, as demonstrated above. The introduction of office use has the potential to reduce traffic generated by the building as office premises requires fewer parking spaces than the use of the building entirely for medical centre purposes, as indicated by the DCP parking requirements.

In addition to on-site parking, there is ample parking available in the Council car park located on the corner of Kingsway/St David's Road and Pittwater Road. Furthermore, the site is well served by public transport, with the main Dee Why bus interchange located approximately 400m from the site.

The subject building is already used for medical consulting purposes. The additional use of the building for office use is not expected to result in any significant impacts on the surrounding uses. The proposed additional uses are not expected to result in additional traffic or parking demand given the current parking rate provided to the building and the low rate of patronage expected to visit an office premises.





In summary there are no known major constraints nor will the proposed rezoning have any known adverse environmental impacts. Accordingly, the Planning Proposal is considered to have site specific merit.

**Has the planning proposal adequately addressed any social and economic effects?**

The Planning Proposal will contribute to a diversifying of the local economy by providing for greater commercial viability of the site and increase employment opportunities. By providing for medical and office use, it will make a positive contribution to the local community by supporting local businesses and the community.

**6.5 Section D – State and Commonwealth Interests**

**Is there adequate public infrastructure for the planning proposal?**

The site is approximately 400m walking distance from the main Dee Why bus interchange. It is accordingly in the interest of the State Government to intensify employment and services in close proximity to these services and thereby increase opportunities to the Dee Why community.

**What are the views of State and Commonwealth public authorities consulted?**

The proponent has met with representatives from Northern Beaches Council.

No formal consultation has been undertaken with other State or Commonwealth authorities. Where necessary, consultation with relevant authorities will be undertaken as required in accordance with initial Gateway determination.

**7. Mapping (Part 4)**

The proposed amendments to the current *Warringah Local Environmental Plan 2011* are as indicated in Section 5.

Should the Planning Proposal progress through the Gateway Determination and plan making process, additional mapping would be undertaken in accordance with the *Standard technical requirements for LEP maps* as issued by the Department of Planning and Environment.

**8. Community Consultation (Part 5)**

No formal community consultation has been undertaken at this stage. Should Council resolve to endorse the proposal and a Gateway determination is issued by the Director-General of the Department of Planning & Infrastructure, then formal consultation and exhibition of the Planning Proposal will occur. It is noted that adjoining landowners will be consulted with as part of this process and it is not a statutory requirement to consult with neighbours prior to lodging a planning proposal to Council.



In addition, the proposal is for a minor change to the existing use and therefore prior consultation was not deemed necessary given it will not significantly impact on adjoining landowners.

The minimum requirements and process for consultation are established within the Environmental Planning & Assessment Act, 1979 and are discussed in Section 5.5.2 of the Guide to Prepare LEP's (Department of Planning and Environment, 2016).

It is noted that public exhibition of the planning proposal is generally undertaken in the following manner:

- notification in a newspaper that circulates in the area affected by the planning proposal,
- notification on the website of the Relevant Planning Authority (RPA), and
- notification in writing to affected and adjoining landowners, unless the planning authority is of the opinion that the number of landowners makes it impractical to notify them.

During the exhibition period, the following material is to be made available for inspection:

- the planning proposal, in the form approved for community consultation by the Gateway determination,
- the Gateway determination, and
- any information or technical information relied upon by the planning proposal.

Proposals that are considered to be of low-impact are to be exhibited for a minimum of 14 days, whilst all other proposals are to be exhibited for a minimum 28 days.

It is important to note that Council (or the RPA) can undertake additional consultation if this is deemed appropriate or necessary. This may include, but is not limited to broad consultation by letter, open days or public forum.

## 9. Indicative Project Timeline (Part 6)

Assuming the Planning Proposal is endorsed by Council, the timeframe for the consideration and completion of the Planning Proposal is dependent upon a number of variables including:

- Council's consideration of the proposal and need or otherwise for additional information,
- The need or requirement for referrals to any relevant Government agencies, and
- The extent and duration of community consultation (public exhibition).

The Department's 'A Guide to Preparing Planning Proposals' (2016) requires an indicative project timeline to be included with the Proposal. This is provided below and it assumes Council's endorsement of the Proposal and issue of a Gateway determination.



Stage	Estimated Timetable
Consideration by Council of Planning Proposal	July/August 2017
Referral to Department of Planning & Environment for Gateway Determination	August/September 2017
Gateway Determination	October 2017
Timeframe for completion of any technical information and any government agency referrals	November 2017
Public exhibition	November 2017
Timeframe for consideration of submissions and consideration of Planning Proposal following public exhibition	December 2017
Anticipated date the RPA will make the plan (assuming delegation to Council)	January 2018
Overall estimated timetable	July 2017 – January 2018 (6/7 months)

## 10. Conclusion

The Planning Proposal provides for a properly planned and strategic outcome for a site that is most appropriately used for office and medical centre use. It is a Planning Proposal that will:

- Contribute to the provision of office space and medical services in close proximity to the Dee Why town centre;
- Provide for a more appropriate and planned approach to the buffer/transition between the residential edge of the neighbourhood and Dee Why Town Centre; and
- Demonstrate that the proposed additional uses of the Site will not set an undesirable precedent for existing residential lands in the Northern Beaches LGA, but will contribute to convenient local services.





---

## Appendix 1

Pre-Lodgement Meeting Notes (30 June 2016)



NORTHERN BEACHES  
COUNCIL

## PLANNING PROPOSAL

729 – 731 Pittwater Road Dee Why

Amend Schedule 1 Additional Permitted Uses

October 2017



## NORTHERN BEACHES COUNCIL

### Contents

Part 1 – Intended Outcomes.....	3
Part 2 – Explanation of Provisions .....	4
Part 3 – Justification .....	5
Part 4 – Maps .....	14
Part 5 – Community Consultation.....	17
Part 6 – Project Timeline.....	18
Attachment 1 – State Environmental Planning Policies (SEPPs).....	Error! Bookmark not defined.
Attachment 2 – Ministerial s.117 directions .....	Error! Bookmark not defined.





## NORTHERN BEACHES COUNCIL

### Part 1 – Intended Outcomes

This planning proposal applies to 729 – 731 Pittwater Road Dee Why, (Lot CP SP 13436) as shown in Part 4 (Map 1).

The intended outcome of the planning proposal is to amend Warringah Local Environmental Plan 2011 (LEP 2011) to include the following additional permitted uses on the site:

- Medical Centre
- Office Premises

The planning proposal would regularise the current approved use of the 1970's purpose-built medical centre building on the site and allow for a limited range of office premises to make better economic use of that building.



## NORTHERN BEACHES COUNCIL

### Part 2 – Explanation of Provisions

The proposed amendment to Warringah Local Environmental Plan 2011 is:

- Amend Schedule 1 Additional Permitted Uses to include medical centre and office premises
- Amend Schedule 1 Additional Permitted Uses Map as follows:

Map Sheet	Map Identification Number
Additional Permitted Uses Map APU_010A	1800_COM_APU_010A_010_20130405

## NORTHERN BEACHES COUNCIL

### Part 3 – Justification

#### Section A – Need for the planning proposal

**1. Is the planning proposal a result of any strategic study or report?**

The Planning Proposal is not the result of any strategic study or report, however due regard has been given to the *Warringah Employment Lands Study (2013)* which identifies the Dee Why to Brookvale corridor as a strategic employment precinct.

**2. Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?**

The land is currently zoned R3 Medium Density Residential under the Warringah Local Environmental Plan (WLEP) 2011 and is occupied by an existing purpose-built building utilised for medical consulting rooms. The Planning Proposal is the only means by which additional uses can be made permissible on the site.

#### Section B – Relationship to strategic planning framework

**3. Is the planning proposal consistent with the objective and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?**

The Planning Proposal has been reviewed against the relevant Outcomes of the *A Plan for Growing Sydney*. The current Metropolitan Plan for Sydney released in 2014 identifies a number of strategic directions and specific policy settings with regards to transport, housing growth, employment and existing centres.

##### North Subregion

The North Subregion includes the Northern Beaches Local Government Area (LGA) with an emphasis on retaining employment close to where people live to ease congestion on the roads. A key priority of the North Subregion is maintaining a commercial core in Brookvale-Dee Why to encourage long term employment growth.

The proposal will allow for increased usage of the existing purpose-built building which is ideally suited to office premises.

**4. Is the planning proposal consistent with a council's local strategy or other local strategic plan?**

By reference to s 3.4 of the Planning Proposal, a review has been undertaken of the Planning Proposal against the following policies and plans of Warringah Council:

##### 1. Warringah Employment Lands Study 2013

The *Warringah Employment Lands Study* was prepared in 2013. Although the Dee Why – Brookvale precinct is identified as the main area of employment growth, the study makes reference to the lack of public transport and traffic issues that restricts the ability to develop the precinct to full employment capacity.

Page 9 of 10



## NORTHERN BEACHES COUNCIL

The existing building presents a unique set of circumstances, the established use of the site and additional use of office premises is considered to be appropriate in providing increased employment to the local area whilst minimising impacts as a result of the proximity to infrastructure including public transport.

### **2. Warringah Community Strategic Plan 2023**

The Warringah Community Strategic Plan was formally adopted by Council in 2013. The Plan is built around themes of community, place, environment and leadership. The objectives and intended outcomes of the Planning Proposal support the Community Strategic Plan by enabling increased opportunity for employment growth within and around established centres that are well serviced by public infrastructure and transport. In particular, the Planning Proposal is considered to support the growth of the economy in a sustainable way by providing the opportunity for employment in an existing building close to medium density housing. The Planning Proposal assists in supporting the local employment sector by providing employment close to where people live.

### **3. Warringah Local Environmental Plan 2011**

The site is currently zoned R3 Medium Density Residential under Warringah Local Environmental Plan 2011. The objectives of the current zoning have been considered in relation to the proposed additional uses in the table below:

## NORTHERN BEACHES COUNCIL

Warringah LEP 2011 R3 Medium Density Housing Zone				
Objective	Consistent		N/A	Comment
	Yes	No		
To provide for the housing needs of the community within a medium density residential environment.		✓		The proposal will maintain the existing medical centre use of the premises and allow office premises as further additional use.  The proposal will not restrict the future redevelopment of the site for residential purposes.
To provide a variety of housing types within a medium density residential environment.			✓	The site has not been used for residential purposes and the proposal does not propose any residential development
To enable other land uses that provides facilities or services to meet the day to day needs of residents.	✓			The proposed additional uses will allow for facilities and services to be provided within walking distance of nearby residential areas and the commercial centre
To ensure that medium density residential environments are characterised by landscaped settings that are in harmony with the natural environment of Warringah.			✓	The site has not been used for residential purposes and the proposal does not propose any residential development.
To ensure that medium density residential environments are of a high visual quality in their presentation to public streets and spaces.			✓	The site has not been used for residential purposes and the proposal does not propose any residential development.

### 5. Is the planning proposal consistent with applicable State Environmental Planning Policies?

The planning proposal is consistent with applicable state environmental planning policies. As shown in the following table.

Page 20 of 41

## NORTHERN BEACHES COUNCIL

**Table 1. State Environmental Planning Policies (SEPPs)**

SEPPs (as at September 2017)		Applicable	Consistent
1	Development Standards	NO	N/A
14	Coastal Wetlands	NO	N/A
19	Bushland in Urban Areas	NO	N/A
21	Caravan Parks	YES	YES
26	Littoral Rainforests	NO	N/A
30	Intensive Agriculture	NO	N/A
33	Hazardous and Offensive Development	YES	YES
36	Manufactured Home Estates	NO	N/A
44	Koala Habitat Protection	YES	YES
47	Moore Park Showground	NO	N/A
50	Canal Estate Development	YES	YES
52	Farm Dams and Other Works in Land and Water Management Plan Areas	NO	N/A
55	Remediation of Land	YES	YES
62	Sustainable Aquaculture	YES	YES
64	Advertising and Signage	YES	YES
65	Design Quality of Residential Apartment Development	YES	YES
70	Affordable Housing (Revised Schemes)	YES	YES
71	Coastal Protection	NO	N/A
	Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	NO	N/A
	(Affordable Rental Housing) 2009	YES	YES
	(Building Sustainability Index: BASIX) 2004	YES	YES
	(Exempt and Complying Development Codes) 2008	YES	YES
	(Housing for Seniors or People with a Disability) 2004	YES	YES
	(Infrastructure) 2007	YES	YES
	(Integration and Repeals) 2016	NO	N/A
	(Kosciuszko National Park – Alpine Resorts) 2007	NO	N/A
	(Kurnell Peninsula) 1989	NO	N/A
	(Mining, Petroleum Production and Extractive Industries) 2007	YES	YES
	(Miscellaneous Consent Provisions) 2007	YES	YES
	(Penrith Lakes Scheme) 1989	NO	N/A
	(Rural Lands) 2008	NO	N/A
	(State and Regional Development) 2011	YES	YES
	(State Significant Precincts) 2005	YES	YES
	(Sydney Drinking Water Catchment) 2011	NO	N/A
	(Sydney Region Growth Centres) 2006	NO	N/A
	(Three Ports) 2013	NO	N/A
	(Urban Renewal) 2010	NO	N/A
	(Western Sydney Employment Area) 2009	NO	N/A
	(Western Sydney Parklands) 2009	NO	N/A

**6. Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?**

Yes. The Planning Proposal is consistent with applicable Section 117 Directions (as shown in Attachment 1). Comments on each of the applicable s. 117 Directions are provided in Table 2 below:



## NORTHERN BEACHES COUNCIL

**Table 2. Ministerial s.117 directions**

Ministerial Direction	Comment
<b>1. Employment and Resources</b>	
<b>1.1 Business and Industrial Zones</b>	
<p>A planning proposal must:</p> <p>(a) give effect to the objectives of this direction,</p> <p>(b) retain the areas and locations of existing business and industrial zones,</p> <p>(c) not reduce the total potential floor space area for employment uses and related public services in business zones,</p> <p>(d) not reduce the total potential floor space area for industrial uses in industrial zones, and</p> <p>(e) ensure that proposed new employment areas are in accordance with a strategy that is approved by the Director-General of the Department of Planning</p>	<p>The proposal will not alter the existing zoning of the site or the existing use of the site. The proposal will allow for a greater level of services and employment uses to the area whilst maintaining the existing floor space.</p>
<b>2 Environment and Heritage</b>	
<b>2.3 Heritage Conservation</b>	
<p>A planning proposal must contain provisions that facilitate the conservation of:</p> <p>(a) items, places, buildings, works, relics, moveable objects or precincts of environmental heritage significance to an area, in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item, area, object or place, identified in a study of the environmental heritage of the area,</p> <p>(b) Aboriginal objects or Aboriginal places that are protected under the National Parks and Wildlife Act 1974, and</p> <p>(c) Aboriginal areas, Aboriginal objects, Aboriginal places or landscapes identified by an Aboriginal heritage survey prepared by or on behalf of an</p>	<p>The subject property is not currently heritage listed, nor is it known to encompass any structures or archaeology worthy of conservation by way of related provisions in the Planning Proposal or any future LEP amendment.</p> <p>The subject property is within 50 metres of heritage items comprising the Council Civic Centre, Library and Car Park. However, the subject property is separated from these heritage items by a road and other development. In addition, the proposed additional permitted uses will not alter the existing building envelope on the site.</p>

## NORTHERN BEACHES COUNCIL

<b>3 Housing, Infrastructure and Urban Development</b>	
<b>3.1 Residential Zones</b>	
<p>A planning proposal must include provisions that encourage the provision of housing that will:</p> <ul style="list-style-type: none"> <li>(a) broaden the choice of building types and locations available in the housing market, and</li> <li>(b) make more efficient use of existing infrastructure and services, and</li> <li>(c) reduce the consumption of land for housing and associated urban development on the urban fringe, and</li> <li>(d) be of good design.</li> </ul> <p>A planning proposal must, in relation to land to which this direction applies:</p> <ul style="list-style-type: none"> <li>(a) contain a requirement that residential development is not permitted until land is adequately serviced (or arrangements satisfactory to the council, or other appropriate authority, have been made to service it), and</li> <li>(b) not contain provisions which will reduce the permissible residential density of land.</li> </ul>	<p>The proposal will not alter the existing R3 Residential zoning of the site and will retain the location of the existing medical consulting rooms.</p> <p>The proposal will allow for a greater level of services and employment uses to the area whilst maintaining the existing floor space.</p> <p>There will be no reduction in the permissible residential density of land nor will the proposal reduce the ability to future development the site for residential purposes.</p>
<b>6 Local Plan Making</b>	
<b>6.3 Site Specific Provisions</b>	
<p>A planning proposal that will amend another environmental planning instrument in order to allow a particular development proposal to be carried out must either:</p> <ul style="list-style-type: none"> <li>(a) allow that land use to be carried out in the zone the land is situated on, or</li> <li>(b) rezone the site to an existing zone already applying in the environmental planning instrument that allows that land use without imposing any development standards or requirements in addition to those already contained in that zone, or</li> <li>(c) allow that land use on the relevant land without imposing any development standards or requirements in addition to those already contained in the principal environmental planning instrument being amended. <p>A planning proposal must not contain or refer to drawings that show details of the development proposal.</p> </li></ul>	<p>The Planning Proposal will allow for additional uses to be permitted on the site by listing the uses in Schedule 1 of the Warringah LEP 2011. In particular, there is a need to allow for 'office premises' usage on the site to facilitate the commercial viability of the site.</p> <p>The proposal will not restrict the overall use of the land and will maintain the residential zoning of the site.</p>



## NORTHERN BEACHES COUNCIL

### 7 Metropolitan Planning

#### 7.1 Implementation of A Plan for Growing Sydney

The NSW Government's 'A Plan for Growing Sydney' identified the following key priorities for the Brookvale-Dee Why region:

- *Work with council to retain a commercial core in Brookvale-Dee Why, as required, for long-term employment growth.*
- *Work with council to provide capacity for additional mixed-use development in Brookvale-Dee Why including offices, retail, services and housing.*

The Planning Proposal will retain existing jobs on the site and create a planning regime that will support and encourage additional employment opportunities and office use.

### Section C – Environmental, social and economic impact

#### 7. Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

No. The site consists of a 3 storey building with limited vegetation consisting of eucalypt trees on the Pittwater Road frontage. There are no mapped critical habitats, threatened species and or ecological communities present on the site. The building is currently used for medical consulting purposes.

#### 8. Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

There are no specific environmental effects likely as a result of the Planning Proposal. There are no known potential sources of contamination on the subject land. The land has been historically used as a medical centre which will remain as part of the Proposal. There will be no external works to the site to facilitate additional uses on the land. The proposal will provide an opportunity to better utilise an existing commercial site.

The Planning Proposal is unlikely to result in any land use conflicts with the immediate vicinity and therefore it is not expected to limit the ongoing use of the surrounding lands for the range of uses permitted in the current R3 residential zoning to the north and west. The proposal will complement the existing surrounding land uses to the south and east and allow for increased employment. The changing environment of the area allows for a greater range of future commercial uses which will support the viability of the Brookvale-Dee Why employment corridor.

#### 9. Has the planning proposal adequately addressed any social and economic effects?

Page 11 of 18



## NORTHERN BEACHES COUNCIL

The Planning Proposal will contribute to a diversifying of the local economy by providing for greater commercial viability of the site and increase employment opportunities. By providing for medical and office use, it will make a positive contribution to the local community by supporting local businesses and the community and make better use of a purpose-built facility.

### Section D – State and Commonwealth interests

#### 10. Is there adequate public infrastructure for the planning proposal?

The additional permitted uses will not result in an increase in demand for public infrastructure. The site is approximately 400m walking distance from the main Dee Why bus interchange. It is in the interest of the State Government to intensify employment and services in close proximity to these services and thereby increase employment opportunities for the Dee Why community.

#### Traffic and Parking

A review of Council's parking controls contained within Appendix 1 of Warringah Development Control Plan (DCP) as detailed in the Table 3 below:

**Table 3. Comparison of car parking requirements in Warringah DCP 2011**

Warringah DCP 2011 Parking Requirements		
Use	DCP Parking Rate	Parking required for premises
Office premises	1 per 40m <sup>2</sup> GFA	18.225 car spaces
Medical Centre	4 spaces per 100m <sup>2</sup> GFA	29.16 car spaces

NOTE: the above calculations are based on the whole building being used as one use.

The total gross floor area of the building is 729m<sup>2</sup> and the current 31 car spaces provided by the premises exceeds the minimum requirement for the use of the building as a medical centre or office premises, as demonstrated above. The introduction of office use has the potential to reduce traffic generated by the building as office premises require fewer parking spaces than the use of the building for medical centre purposes.

In addition to on-site parking, there is ample parking available in the Council car park located on the corner of Kingsway/St David's Road and Pittwater Road. Furthermore, the site is well served by public transport, with the main Dee Why bus interchange located approximately 400m from the site.

The subject building is already used for medical consulting purposes. The additional use of the building for office premises is not expected to result in any significant impacts on surrounding uses. The proposed additional uses are not expected to result in additional traffic or parking demand given the low rate of patronage expected for office premises.

#### 11. What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?

WARRINGAH DCP 2011



## NORTHERN BEACHES COUNCIL

No formal consultation has been undertaken with other State or commonwealth authorities. Where necessary, consultation with relevant authorities will be undertaken as required in accordance with initial Gateway determination.

## NORTHERN BEACHES COUNCIL

### Part 4 – Maps

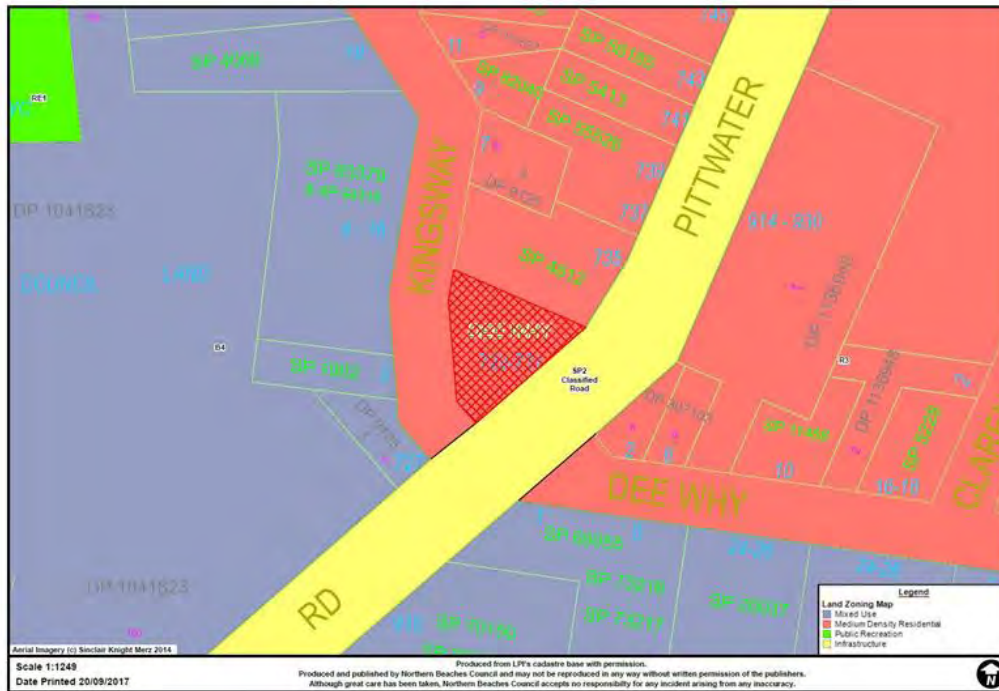
#### Map 1 – Site Identification Map





## NORTHERN BEACHES COUNCIL

Map 2 - Current Zoning and subject site shown as hatched



## NORTHERN BEACHES COUNCIL

Map 3 – Heritage Map and subject site shown as hatched



## NORTHERN BEACHES COUNCIL

### Part 5 – Community Consultation

Council placed the applicant's planning proposal on non-statutory public exhibition in accordance with Council's Community Engagement Policy from Saturday 8 July to Sunday 23 July 2017 (2 weeks). Notification included:

- A public notice in the Manly Daily notifying of the public exhibition on Saturdays 8 & 15 July 2017
- Letters to 460 land owners and occupiers within 100 m radius of the subject site
- Electronic copies of the exhibition material on Council's website
- Email to registered community members who have listed their interest on Council's Community Engagement Register for the former Warringah local government area

One (1) submission was received supporting the proposal in response to the public exhibition period. Council's response to the submission is contained within the attached Council report of 24 October 2017. No submissions were received opposing the proposal.

There have been no matters raised of such significance that should prevent the proposal proceeding to Gateway determination.

The Gateway determination will confirm the public consultation that must be undertaken. It is recommended that the following government agencies be consulted:

- Roads and Maritime Services (RMS)



## NORTHERN BEACHES COUNCIL

### Part 6 – Project Timeline

Task	Anticipated timeframe
Referral to Department of Planning & Environment for Gateway determination	November 2017
Issue of Gateway determination	December 2017
Government agency consultation (if required)	January 2018
Public exhibition period	February 2018
Consideration of submissions	March 2018
Report to Council to determine planning proposal	April 2018
Finalise planning proposal	May 2018

## NORTHERN BEACHES COUNCIL

### Attachment 1 – Ministerial s.117 directions

Directions	Applicable	Consistent
<b>1 Employment and Resources</b>		
1.1 Business and Industrial Zones	YES	YES
1.2 Rural Zones	NO	N/A
1.3 Mining, Petroleum Production and Extractive Industries	NO	N/A
1.4 Oyster Aquaculture	NO	N/A
1.5 Rural Lands	NO	N/A
<b>2 Environment and Heritage</b>		
2.1 Environment Protection Zones	NO	N/A
2.2 Coastal Protection	NO	N/A
2.3 Heritage Conservation	YES	YES
2.4 Recreation Vehicle Areas	NO	N/A
2.5 Application of E2 and E3 Zones and Environmental Overlays in Far North Coast LEP's	NO	N/A
<b>3 Housing, Infrastructure and Urban Development</b>		
3.1 Residential Zones	YES	YES
3.2 Caravan Parks and Manufactured Home Estates	NO	N/A
3.3 Home Occupations	NO	N/A
3.4 Integrating Land Use and Transport	NO	N/A
3.5 Development Near Licensed Aerodromes	NO	N/A
3.6 Shooting Ranges	NO	N/A
<b>4 Hazard and Risk</b>		
4.1 Acid Sulfate Soils	NO	N/A
4.2 Mine Subsidence and Unstable Land	NO	N/A
4.3 Flood Prone Land	NO	N/A
4.4 Planning for Bushfire Protection	NO	N/A
<b>5 Regional Planning</b>		
5.1 Implementation of Regional Strategies	NO	N/A
5.2 Sydney Drinking Water Catchments	NO	N/A
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	NO	N/A
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	NO	N/A
5.5 Development in the vicinity of Ellalong, Paxton and Millfield (Cessnock LGA) (Revoked 18 June 2010)	NO	N/A
5.6 Sydney to Canberra Corridor (Revoked 10 July 2008 See amended Direction 5.1)	NO	N/A
5.7 Central Coast (Revoked 10 July 2008, See amended Direction 5.1)	NO	N/A
5.8 Second Sydney Airport: Badgerys Creek	NO	N/A
5.9 North West Rail Link Corridor Strategy	NO	N/A
5.10 Implementation of Regional Plans	NO	N/A
<b>6 Local Plan Making</b>		
6.1 Approval and Referral Requirements	NO	N/A
6.2 Reserving Land for Public Purposes	NO	N/A
6.3 Site Specific Provisions	YES	YES
<b>7 Metropolitan Planning</b>		
7.1 Implementation of A Plan for Growing Sydney	YES	YES
7.2 Implementation of Greater Macarthur Land Release Investigation	NO	N/A



## Fire & Rescue NSW

Unclassified

File Ref. No: D17/1730 (1093)  
TRIM Ref. No: D17/59984  
Contact: Station Officer Paul Scott

30 August 2017

The General Manager  
Northern Beaches Council  
Civic Centre  
725 Pittwater Road  
DEE WHY NSW 2299

E-mail: [council@northernbeaches.nsw.gov.au](mailto:council@northernbeaches.nsw.gov.au)

Attention: Manager Compliance/Fire Safety

Dear Sir Madam,

**Re: INSPECTION REPORT  
SURFRIDER  
98 DEE WHY PARADE DEE WHY ("the premises")**

Fire & Rescue NSW (FRNSW) received correspondence on 30 July 2017, in relation to the adequacy of the provision for fire safety in connection with 'the premises'.

The correspondence stated in part that:

- No safe access 24 / 7 to pool area or occupants out of pool top floor area as doors are permanently locked. Doors rusted at exits not safe or useable to escape quickly with elderly.*
- Lighting in carpark dark at night for cars, lots of rusted piping etc.*
- Walls are weak and concrete weak in all areas of building.*

Pursuant to the provisions of Section 119T (1) of the *Environmental Planning and Assessment Act 1979* (EP&A Act), an inspection of 'the premises' on 23 August 2017 was conducted by Authorised Fire Officers from the Fire Safety Compliance Unit of FRNSW.

The inspection was limited to the following:

- A visual inspection of the essential Fire Safety Measures as identified in this report only.

Fire & Rescue NSW

Community Safety Directorate  
Fire Safety Compliance Unit

[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Unclassified

ABN 12 593 473 110

Locked Bag 12  
Greenacre NSW 2190

Page 1 of 3

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)

T (02) 9742 7434  
F (02) 9742 7483

© Copyright State Govt NSW







**Unclassified**

On behalf of the Commissioner of FRNSW, the following comments are provided for your information in accordance with Section 119T (4) and Section 121ZD (1) of the EP&A Act. Please be advised that Section 121ZD (2) requires any report or recommendation from the Commissioner of FRNSW to be tabled at a Council meeting.

**COMMENTS**

The following items were identified as concerns during the inspection:

1. An Annual Fire Safety Statement (AFSS) was not displayed in a prominent position contrary to the requirements of Clause 177 of the Environmental Planning and Assessment Regulation 2000 (EP&A Regulation);
2. Smoke detection or alarms were not installed in the common area of the building contrary to the requirements of Clause E2.2a of the National Construction Code 2016 Volume One, Building Code of Australia (NCC);
3. FRNSW are of the opinion that the building has a floor area greater than 500m<sup>2</sup> and has not been provided with a fire hydrant installation contrary to the requirements of Clause E1.3 of the NCC.

In this regard, hose lay coverage cannot be achieved from street based fire hydrants, contrary to the requirements of Clause 3.2.2.1 of Australian Standard (AS) 2419.1-2005;

4. FRNSW were advised that the pool area located on the rooftop is for the exclusive use of the occupants of the Sole Occupancy Unit (SOU) on the rooftop. Exit signage is not installed on the door providing egress to the fire isolated stairway contrary to the requirements of clause E4.5 of the NCC;
5. Round tulip style doors handles were installed on multiple exit doors contrary to the requirements of Clause D2.21 of the NCC;
6. FRNSW were unable to determine the validity of the complaint in relation to the level of artificial lighting provided within the car park at night.

FRNSW is therefore of the opinion that there are inadequate provisions for fire safety within the building.

**RECOMMENDATIONS**

FRNSW recommends that Council:

- a. Inspect and address any other deficiencies identified on 'the premises', and require item no. 1 through to item no. 6 of this report be addressed appropriately.

**Unclassified**

Fire &amp; Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)Community Safety Directorate  
Fire Safety Compliance UnitLocked Bag 12  
Greenacre NSW 2190T (02) 9742 7434  
F (02) 9742 7483[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 2 of 3

@ Copyright State Govt NSW





Unclassified

This matter is referred to Council as the appropriate regulatory authority. FRNSW therefore awaits Council's advice regarding its determination in accordance with Section 121ZD (4) of the EP&A Act.

Should you have any enquiries regarding any of the above matters, please do not hesitate to contact Station Officer Paul Scott of FRNSW's Fire Safety Compliance Unit on (02) 9742 7434. Please ensure that you refer to file reference D17/1730 (1093) for any future correspondence in relation to this matter.

Yours faithfully

John Bruscano  
Building Surveyor  
Fire Safety Compliance Unit

Unclassified

Fire & Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)

Community Safety Directorate  
Fire Safety Compliance Unit

Locked Bag 12  
Greenacre NSW 2190

T (02) 9742 7434  
F (02) 9742 7483

[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 3 of 3

© Copyright State Govt NSW







**Fire &  
Rescue NSW**

Unclassified

File Ref. No: BFS16/1950 (11506)  
TRIM Ref. No: D17/54914  
Contact: Mark Knowles

16 August 2017

General Manager  
Northern Beaches Council  
PO Box 82  
MANLY NSW 1655

Email: [manly@northernbeaches.nsw.gov.au](mailto:manly@northernbeaches.nsw.gov.au)

Attention: Manager Compliance/Fire Safety

Dear Sir / Madam

**Re: INSPECTION REPORT  
"GOWRIE & WAKEHURST"  
10 & 12 VICTORIA PARADE, MANLY ("the premises")**

Fire & Rescue NSW (FRNSW) received correspondence on 5 September 2016, in relation to the adequacy of the provision for fire safety in connection with 'the premises'.

The correspondence stated in part that:

- *No apparent Smoke detection Systems in place.*
- *Exit signs non existent or not working.*
- *Complete lack of fire safety in Common and egress areas*

Pursuant to the provisions of Section 119T (1) of the *Environmental Planning and Assessment Act 1979* (EP&A Act), an inspection of 'the premises' on 7 September 2016 was conducted by Authorised Fire Officers from the Fire Safety Compliance Unit of FRNSW.

The inspection was limited to the following:

- A visual inspection of the essential Fire Safety Measures as identified in this report only.
- A conceptual overview of the building, where an inspection had been conducted without copies of the development consent or copies of the approved floor plans.

Unclassified

Fire & Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)

Community Safety Directorate  
Fire Safety Compliance Unit

Locked Bag 12  
Greenacre NSW 2190

T (02) 9742 7434  
F (02) 9742 7483

[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 1 of 5

© Copyright State Govt NSW



Unclassified

On behalf of the Commissioner of FRNSW, the following comments are provided for your information in accordance with Section 119T (4) and Section 121ZD (1) of the EP&A Act. Please be advised that Section 121ZD (2) requires any report or recommendation from the Commissioner of FRNSW to be tabled at a Council meeting.

## COMMENTS

Please be advised that this report is not an exhaustive list of non-compliances and the items listed outline deviations from the National Construction Code Volume One 2016 Building Code of Australia (NCC) which may contradict development consent approval or correlate to the building's age. In this regard, it is Council's discretion as the appropriate regulatory authority to conduct its own investigation and consider the most appropriate course of action.

The following items were identified as concerns during the inspection:

### Essential Services

1. Smoke Alarm System and Building Occupant Warning System (BOWS) – A Class 2 building not protected by a sprinkler system requires smoke alarms within each Sole Occupancy Unit (SOU) and in public corridors and other internal public spaces, located in accordance with the requirements for smoke detectors in AS1670.1 and connected to operate a building occupant warning system in accordance with the requirements of Clause E2.2 and Specification E2.2a of the NCC.

The following items were identified at the time of the inspection:

- a. The public corridors did not appear to be provided with adequate smoke alarms throughout. In this regard, there was only one smoke alarm on each level.
  - b. The smoke alarms within the public corridors were not interconnected between levels and may not provide the required occupant warning through all occupied areas, contrary to the requirements of Clause 3(c)(ii) and Clause 6 of Specification E2.2a of the NCC.
2. Exit Signs – The exit sign provided above the discharge door from the fire stairs on the ground floor of No. 10 (Gowrie) had not been maintained and was not illuminated, contrary to the requirements of Clause E4.5 of the NCC, Section 6 of AS 2293.1–2005 and Clause 182 of the Environmental Planning and Assessment Regulation 2000 (EP&A Regulation).
  3. Portable Fire Extinguishers (PFE's) – The PFE's throughout 'the premises', did not contain service labels/tags, to indicate whether the PFE's had received any routine servicing, in accordance with the requirements of Clause 10.4 of AS 1851-2012.

Unclassified

Fire & Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)

Community Safety Directorate  
Fire Safety Compliance Unit

Locked Bag 12  
Greenacre NSW 2190

T (02) 9742 7434  
F (02) 9742 7483

[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 2 of 5

© Copyright State Govt NSW





**Unclassified**

4. Emergency Lighting – Multiple emergency lights throughout the premises were either not operating or had not been maintained, contrary to the requirements of Clause 182 of the EP&A Regulation. In this regard, a number of emergency lights failed the battery backup test.
5. Annual Fire Safety Statement (AFSS) – A copy of the current AFSS was not prominently displayed in the building, contrary to the requirements of Clause 177 of the EP&A Regulation.

Compartmentation and Separation

6. Fire resisting construction:
  - a. The internal walls bounding SOU's and public corridors (which require a Fire Resistance Level (FRL) in accordance with Specification C1.1 of the NCC) appeared to be masonry construction, however, some walls contain an access hatch/enclosure ("milkman's cupboard") which does not appear to be fire rated construction.
  - b. It could not be determined whether the internal walls in the topmost storey (i.e. the second floor) extended to the underside of a ceiling having a Resistance to the Incipient Spread of Fire (RISF) to the space above itself of not less than 60 minutes, or to the underside of a non-combustible roof covering, in accordance with Clause 3.1(c) of Specification C1.1 of the NCC.
7. Bounding construction:
  - a. A number of transom windows (above the doorways providing access to the SOU's) are located in the bounding construction, required to have an FRL, contrary to the requirements of Specification C1.1 and Clause C3.11 of the NCC.
  - b. In a building of Type A construction, a doorway providing access from an SOU to public corridor must be protected by a self-closing -/60/30 fire door in accordance with Clause C3.11 of the NCC. In this regard, the doors to the SOU's appeared to be solid core doors in lieu of a fire door.

Access and Egress

8. Exit travel distances – The entrance doorways to the SOU's on the first and second floor levels, are greater than 6m (approx. 13m) from an exit or from a point from which travel in different directions to 2 exits is available, contrary to the requirements of Clause D1.4(c) of the NCC.

**Unclassified**

Fire &amp; Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)Community Safety Directorate  
Fire Safety Compliance UnitLocked Bag 12  
Greenacre NSW 2190T (02) 9742 7434  
F (02) 9742 7483[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 3 of 5

© Copyright State Govt NSW





**Unclassified**

9. Installations in exits and paths of travel – Electrical meters are located along the path of travel to the exit and are not enclosed by non-combustible construction or a fire protective covering with doorways or openings suitably sealed against smoke spreading from the enclosure, contrary to the requirements of Clause D2.7 of the NCC.
10. Both buildings are provided with two (2) egress stairs. The first stair is an open stairway which appears to be the primary stair for general circulation. However, the second stair is marked as the dedicated exit stair and is provided with illuminated exit signage to and throughout the exit.

The following issues associated with the dedicated fire exit, were identified at the time of the inspection:

- a. The unobstructed width of the stairs were less than 1m, contrary to the requirements of Clause D1.6(b) of the NCC.
  - b. The stairs contained winders in lieu of a landing, contrary to the requirements of Clause D2.13(a)(viii) of the NCC.
  - c. The handrails throughout the stairs were fixed at a height less than 865mm, when measured above the line of nosing of the stair treads, contrary to the requirements of Clause D2.17 of the NCC.
  - d. The doorways into the fire stairs were provided with round tulip style handles in lieu of a lever handle, contrary to the requirements of Clause D2.21 of the NCC.
11. The space beneath the non fire-isolated stairway on the ground floor, was enclosed to form a cupboard which did not appear to have enclosing walls and a ceiling achieving an FRL of not less than 60/60/60 and self-closing -/60/30 fire door, contrary to the requirements of Clause D2.8 of the NCC.

FRNSW is therefore of the opinion that there are inadequate provisions for fire safety within the building.

## RECOMMENDATIONS

FRNSW recommends that Council:

- a. Inspect and address any other deficiencies identified on 'the premises', and require item no. 1 through to item no. 11 of this report be addressed appropriately.

This matter is referred to Council as the appropriate regulatory authority. FRNSW therefore awaits Council's advice regarding its determination in accordance with Section 121ZD (4) of the EP&A Act.

**Unclassified**

Fire & Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)

Community Safety Directorate  
Fire Safety Compliance Unit

Locked Bag 12  
Greenacre NSW 2190

T (02) 9742 7434  
F (02) 9742 7483

[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 4 of 5

© Copyright State Govt NSW





Unclassified

Should you have any enquiries regarding any of the above matters, please do not hesitate to contact Mark Knowles of FRNSW's Fire Safety Compliance Unit on (02) 9742 7434. Please ensure that you refer to file reference BFS16/1950 (11506) for any future correspondence in relation to this matter.

Yours faithfully

John Bruscino  
Building Surveyor  
Fire Safety Compliance Unit

Unclassified

Fire & Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)

Community Safety Directorate  
Fire Safety Compliance Unit

Locked Bag 12  
Greenacre NSW 2190

T (02) 9742 7434  
F (02) 9742 7483

[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 5 of 5

© Copyright State Govt NSW





# Fire & Rescue NSW

Unclassified

File Ref. No: BFS16/1880 (11435)  
TRIM Ref. No: D17/54934  
Contact: Mark Knowles

16 August 2017

General Manager  
Northern Beaches Council  
PO Box 82  
MANLY NSW 1655

Email: [manly@northernbeaches.nsw.gov.au](mailto:manly@northernbeaches.nsw.gov.au)

Attention: Manager Compliance/Fire Safety

Dear Sir / Madam

**Re: INSPECTION REPORT  
"WESLEY HEIGHTS MANLY – INDEPENDENT LIVING"  
33 BIRKLEY ROAD, MANLY ("the premises")**

Fire & Rescue NSW (FRNSW) received correspondence on 30 August 2016, in relation to the adequacy of the provision for fire safety in connection with 'the premises'.

The correspondence stated in part that:

- *I am concerned about safe egress for my wheelchair bound 93yr old mother in unit 403 and myself her full time carer in unit 404, from level 4 of 33 Birkley Road Tower Block.*
- *All the external doors to level four (ground level) and other higher levels were screwed shut and a chain placed on the gate. The reason being that work will begin on concrete cancer affecting the balconies.*
- *Another access in the Nurses walkway has been fitted with a ramp, the door is big and heavy and currently the slow closer mechanism is rusted out and we have to pass the unit which last had the cooking fire. The Kiosk also exists on this floor and vacant units are used for storage, the corridor gets a lot of staff and resident traffic.*
- *We have metal screens screwed to our exterior windows.*
- *We have had two call outs recently to kitchen fires on level four after dark. I have raised the issue of safe egress with management on several occasions and requested a fire evacuation drill take place. I would like to have a personalised evacuation plan for myself and my mother and reassurance that the permanently closed external fire doors will not cause harm.*

Unclassified

Fire & Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)

Community Safety Directorate  
Fire Safety Compliance Unit

Locked Bag 12  
Greenacre NSW 2190

T (02) 9742 7434  
F (02) 9742 7483

[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 1 of 4

© Copyright State Govt NSW





**Unclassified**

Pursuant to the provisions of Section 119T (1) of the *Environmental Planning and Assessment Act 1979* (EP&A Act), an inspection of 'the premises' on 7 September 2016 was conducted by Authorised Fire Officers from the Fire Safety Compliance Unit of FRNSW.

The inspection was limited to the following:

- A visual inspection of the essential Fire Safety Measures as identified in this report only.
- A conceptual overview of the building, where an inspection had been conducted without copies of the development consent or copies of the approved floor plans.

On behalf of the Commissioner of FRNSW, the following comments are provided for your information in accordance with Section 119T (4) and Section 121ZD (1) of the EP&A Act. Please be advised that Section 121ZD (2) requires any report or recommendation from the Commissioner of FRNSW to be tabled at a Council meeting.

**COMMENTS**

The following items were identified as concerns during the inspection:

**Essential Services****1. Fire Hydrant System:**

- a. Storz aluminium alloy delivery couplings, which are compatible with FRNSW appliances and equipment, are not provided to all hydrant valves throughout the fire stairs, contrary to the requirements of Clauses 7.1 and 8.5.11.1 of AS2419.1-2005.
- b. Multiple above ground isolating valves were not secured or locked in the open position, contrary to the requirements of Clause 8.5.8 of AS 2419.1-2005.

**2. Exit signs – Multiple exit signs throughout 'the premises' were not illuminated and had not been maintained, contrary to the requirements of Clause 182 of the Environmental Planning and Assessment Regulation 2000 (EP&A Regulation).****3. Emergency Lighting – The emergency light within the fire stair on level 4 was not operating and had not been maintained, contrary to the requirements of Clause 182 of the EP&A Regulation. In this regard, the emergency light failed the battery backup push button test.****Unclassified**

Fire &amp; Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)Community Safety Directorate  
Fire Safety Compliance UnitLocked Bag 12  
Greenacre NSW 2190T (02) 9742 7434  
F (02) 9742 7483[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 2 of 4

© Copyright State Govt NSW



Unclassified

4. Annual Fire Safety Statement (AFSS) – A copy of the current AFSS was not prominently displayed in the building, contrary to the requirements of Clause 177 of the EP&A Regulation.

Compartmentation and Separation

5. Bounding construction:

- a. In a building of Type A construction, a doorway providing access from an SOU to public corridor must be protected by a self-closing -/60/30 fire door in accordance with Clause C3.11 of the NCC. In this regard, the entry door to SOU No. 404 appeared to be a solid core door in lieu of a fire door and a self-closing device was missing. It is unclear whether the same applied to all SOU entry doors throughout the premises.
- b. Screen security doors have been installed on the outside of multiple Sole Occupancy Unit (SOU) entry doors throughout the premises. FRNSW are of the opinion that screen doors promote the occupants to 'chock open' the SOU entry door, which is in contravention of Clause C3.11 of the NCC which requires a doorway in a Class 2 SOU be protected by a door which is equipped with a device which returns the door to the fully closed position immediately after each opening.

Access and Egress

6. Operation of latch – Multiples door throughout 'the premises' contained a round tulip style handle in lieu of a lever handle, contrary to the requirements of Clause D2.21 of the NCC.

FRNSW is therefore of the opinion that there are inadequate provisions for fire safety within the building.

**RECOMMENDATIONS**

FRNSW recommends that Council:

- a. Inspect and address any other deficiencies identified on 'the premises', and require item no. 1 through to item no. 6 of this report be addressed appropriately.

This matter is referred to Council as the appropriate regulatory authority. FRNSW therefore awaits Council's advice regarding its determination in accordance with Section 121ZD (4) of the EP&A Act.

Unclassified

Fire & Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)

Community Safety Directorate  
Fire Safety Compliance Unit

Locked Bag 12  
Greenacre NSW 2190

T (02) 9742 7434  
F (02) 9742 7483

[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 3 of 4

© Copyright State Govt NSW





Unclassified

Should you have any enquiries regarding any of the above matters, please do not hesitate to contact Mark Knowles of FRNSW's Fire Safety Compliance Unit on (02) 9742 7434. Please ensure that you refer to file reference BFS16/1880 (11435) for any future correspondence in relation to this matter.

Yours faithfully

John Bruscino  
Building Surveyor  
Fire Safety Compliance Unit

Unclassified

Fire & Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)

Community Safety Directorate  
Fire Safety Compliance Unit

Locked Bag 12  
Greenacre NSW 2190

T (02) 9742 7434  
F (02) 9742 7483

[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 4 of 4

© Copyright State Govt NSW







## Fire & Rescue NSW

Unclassified

File Ref. No: BFS17/484 (0325)  
TRIM Ref. No: D17/65870  
Contact: John Bruscino

25 September 2017

General Manager  
Northern Beaches Council  
PO Box 1336  
DEE WHY NSW 2099

Email: [council@northernbeaches.nsw.gov.au](mailto:council@northernbeaches.nsw.gov.au)

Attention: Manager Compliance/Fire Safety

Dear Sir / Madam

Re: **INSPECTION REPORT  
FISHER ROAD SCHOOL  
115 FISHER ROAD, DEE WHY ("the premises")**

Fire & Rescue NSW (FRNSW) received correspondence on 8 March 2017, in relation to the adequacy of the provision for fire safety in connection with 'the premises'.

The correspondence stated that:

*Hi, we have two boys that attend a government school and very recently there have been built 3 shoulder high internal walls with locked gates dividing each of 3 classrooms. Only one side of the classroom has access to the fire Exit.*

*The students are all disabled and we and some other parents believe that a locked wall dividing these classrooms is a fire hazard as it creates an obstacle that limits the students access to the designated Fire Exit door. It also creates an obstacle for first responders as the wall is made of clear glass so in an emergency the walls would be difficult to see or see the locked gate on the fence.*

*Even without a locked gate the wall is still an obstacle to disabled children, staff and emergency personnel.*

*The school is Fisher Road Special School in Dee Why, Sydney, 2099. Their phone number is 99815222.*

*We have been offered various reasons for the construction of these internal walls but as parents we believe the safety of the students and staff to be paramount.*

Unclassified

Fire & Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)

Community Safety Directorate  
Fire Safety Compliance Unit

Locked Bag 12  
Greenacre NSW 2190

T (02) 9742 7434  
F (02) 9742 7483

[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 1 of 2

© Copyright State Govt NSW





**Unclassified**

*We and the other parents ask if you would be able to inspect the classrooms as these new fences create a greater fire risk to the students as well as create an occupational health and safety issue.*

Pursuant to the provisions of Section 119T (1) of the *Environmental Planning and Assessment Act 1979* (EP&A Act), an inspection of 'the premises' on 4 April 2017 was conducted by Authorised Fire Officers from the Fire Safety Compliance Unit of FRNSW.

The inspection was limited to the following:

- A visual inspection of the essential Fire Safety Measures as identified in this report only.
- A conceptual overview of the building, where an inspection had been conducted without copies of the development consent or copies of the approved floor plans.

On behalf of the Commissioner of FRNSW, the following comments are provided for your information in accordance with Section 119T (4) and Section 121ZD (1) of the EP&A Act.

**COMMENTS**

Fisher Road School provides education for students K-12, supporting students with moderate to severe intellectual disability who may also present with multiple disabilities.

At the time of the FRNSW inspection, officers observed a few classrooms to have an internal glass dividing fence with an access gate and associated latching installed (similar to a 'swimming pool style fence'). The gates within the fences were held open, access to the exit was clear and egress was available.

The school principal advised that due to the varying degree of the children's disabilities, when some children are eating at a table within the classroom, the gates are closed and other children are separated in the fenced off area, for both the safety of students and teachers.

The principal advised that all staff were up to date and aware of the emergency evacuation procedures.

Should you have any enquiries regarding any of the above matters, please do not hesitate to contact John Bruscano of FRNSW's Fire Safety Compliance Unit on (02) 9742 7434. Please ensure that you refer to file reference BFS17/484 (0325) for any future correspondence in relation to this matter.

Yours faithfully

Mark Knowles  
Building Surveyor  
Fire Safety Compliance Unit

**Unclassified**

Fire & Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)

Community Safety Directorate  
Fire Safety Compliance Unit

Locked Bag 12  
Greenacre NSW 2190

T (02) 9742 7434  
F (02) 9742 7483

[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 2 of 2

© Copyright State Govt NSW







## Fire & Rescue NSW

Unclassified

File Ref. No: BFS14/717 (0219)  
TRIM Ref. No: D17/61311  
Contact: Station Officer Paul Scott

25 September 2017

The General Manager  
Northern Beaches Council  
Civic Centre  
725 Pittwater Road  
Dee Why NSW 2299

E-mail: [council@northernbeaches.nsw.gov.au](mailto:council@northernbeaches.nsw.gov.au)

Attention: Manager Compliance/Fire Safety

Dear Sir Madam,

**Re: INSPECTION REPORT  
SEASIDE EATERY  
1301 PITTWATER ROAD NARRABEEN ("the premises")**

Fire & Rescue NSW (FRNSW) received correspondence in relation to the adequacy of the provision for fire safety in connection with 'the premises'.

The correspondence stated in part that:

- The building additions has restricted egress from the building.

Pursuant to the provisions of Section 119T (1) of the *Environmental Planning and Assessment Act 1979* (EP&A Act), an inspection of 'the premises' on 23 August 2017 was conducted by Authorised Fire Officers from the Fire Safety Compliance Unit of FRNSW.

The inspection was limited to the following:

- A visual inspection of the essential Fire Safety Measures as identified in this report only.

On behalf of the Commissioner of FRNSW, the following comments are provided for your information in accordance with Section 119T (4) and Section 121ZD (1) of the EP&A Act. Please be advised that Section 121ZD (2) requires any report or recommendation from the Commissioner of FRNSW to be tabled at a Council meeting.

### COMMENTS

The following items were identified as concerns during the inspection:

1. A 'Lean-To' structure has been constructed on the side of the building which appears to abut the southern allotment boundary. It is unclear whether the structure

Unclassified

Fire & Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)

Community Safety Directorate  
Fire Safety Compliance Unit

Locked Bag 12  
Greenacre NSW 2190

T (02) 9742 7434  
F (02) 9742 7483

[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 1 of 2

© Copyright State Govt NSW





Unclassified

achieves the required fire resistance and separation in accordance with Section C of the National Construction Code 2016 Volume One, Building Code of Australia (NCC).

2. A sliding glass door serves as a door in the path of travel to an exit, contrary to the requirements of Clause D2.19(iii) of the NCC.
3. An exit sign is not installed in the covered eating area, contrary to the requirements of E4.5 of the NCC.

#### Additional Comment

- LPG outdoor gas heaters are being used in the covered eating area contrary to the requirements of the manufacturer's instructions. In this regard, an adequate gap is not provided to the ceiling above the heater reflector, many manufacturers recommend a minimum of 500mm from combustible materials.
- The covered eating area is capable of being closed off with curtains at both ends which ceases to be an outdoor area. Without adequate ventilation, carbon monoxide may build up within the premises resulting from the use of outdoor heaters inside a building, contrary to the requirements of Appendix E of Australian Standard (AS) 4565-2004.

FRNSW is therefore of the opinion that there are inadequate provisions for fire safety within the building.

#### RECOMMENDATIONS

FRNSW recommends that Council:

- a. Inspect and address any other deficiencies identified on 'the premises', and require item no. 1 through to item no. 3 of this report be addressed appropriately.

This matter is referred to Council as the appropriate regulatory authority. FRNSW therefore awaits Council's advice regarding its determination in accordance with Section 121ZD (4) of the EP&A Act.

Should you have any enquiries regarding any of the above matters, please do not hesitate to contact Station Officer Paul Scott of FRNSW's Fire Safety Compliance Unit on (02) 9742 7434. Please ensure that you refer to file reference BFS14/717 (0219) for any future correspondence in relation to this matter.

Yours faithfully



Mark Knowles  
Building Surveyor  
Fire Safety Compliance Unit

Unclassified

Fire & Rescue NSW

ABN 12 593 473 110

[www.fire.nsw.gov.au](http://www.fire.nsw.gov.au)

Community Safety Directorate  
Fire Safety Compliance Unit

Locked Bag 12  
Greenacre NSW 2190

T (02) 9742 7434  
F (02) 9742 7483

[firesafety@fire.nsw.gov.au](mailto:firesafety@fire.nsw.gov.au)

Page 2 of 2

© Copyright State Govt NSW





Planning &  
Environment



Fair  
Trading

# Short-term Holiday Letting in NSW

## Options Paper

July 2017





## Foreword

We are very pleased to present this Options Paper on short-term holiday letting in New South Wales.

The emergence of innovative online booking services and the development of the sharing economy has seen short-term holiday letting expand significantly in NSW. This industry has been carried out in NSW for many years and can provide significant economic benefits to local economies and the wider state tourism economy. This has led to the need to reconsider the role of regulation in enabling the activity to continue to take place, without unduly impacting on local communities and the safety of visitors.

In October 2016, the NSW Parliament Legislative Assembly Committee on Environment and Planning made several recommendations to the government relating to planning matters and strata laws following its public inquiry on the *Adequacy of Regulation of Short Term Holiday Letting*. We thank the Parliamentary Committee for its effort and welcomed the recommendations through a whole government response on 20 April 2017.



**The Hon. Anthony Roberts MP**  
Minister for Planning  
Minister for Housing  
Special Minister of State

The NSW Government, like the committee, is committed to providing the best regulatory framework for short-term holiday letting. It is important to get the settings right, which is why we are releasing this Options Paper to have an in-depth discussion. We want to work through the detail of various options before any formal process is commenced.

The short-term accommodation industry and the community will be part of a broad consultation to address short-term holiday letting. The community and industry feedback on options are needed to identify the most appropriate way for the NSW Government to respond to the development of the sharing economy.

The NSW Government's Options Paper will explore approaches to implement a whole of Government framework, addressing land use and planning concerns, strata managed buildings and the amenity of existing residents.

To provide this framework, we are starting a three-month consultation process to find the best options for the people of NSW.

We look forward to your comments on this important issue.



**The Hon. Matt Kean MP**  
Minister for Innovation and Better Regulation

---

© Crown Copyright 2017 NSW Government

### Disclaimer

While every reasonable effort has been made to ensure that this document is correct at the time of printing, the State of NSW, its agents and employees, disclaim any and all liability to any person in respect of anything or the consequences of anything done or omitted to be done in reliance or upon the whole or any part of this document.

### Copyright notice

In keeping with the NSW Government's commitment to encourage the availability of information, you are welcome to reproduce the material that appears in 'Short-term Holiday letting in NSW: Options Paper' for personal, in-house or non-commercial use without formal permission or charge. All other rights are reserved. If you wish to reproduce, alter, store or transmit material appearing in the 'Short-term Holiday letting in NSW: Options Paper' for any other purpose, a request for formal permission should be directed to: Director Housing Policy | Planning Policy, Strategy and Governance, Department of Planning and Environment, GPO Box 39, Sydney NSW 2001.



# Contents

<b>Executive Summary</b>	<b>4</b>
<b>Section 1 - Background</b>	<b>7</b>
Short-term Holiday Letting and its Contribution to NSW	7
2016 Parliamentary Inquiry	7
<b>Section 2 - Regulation of STHL</b>	<b>8</b>
Current Regulation of STHL in NSW	9
Regulatory Approaches Both Here in Australia and Overseas	9
<b>Section 3 - Impacts Associated with STHL</b>	<b>10</b>
General Environmental and Amenity Impacts	10
Impacts within Strata Properties	11
Broader Industry and Housing Policy Considerations	11
<b>Section 4 - Self-regulation</b>	<b>13</b>
Code of Conduct	13
Airbnb Friendly Buildings Program	14
Education	14
Complaint Management	14
Monitoring and Reporting	14
<b>Section 5 - STHL in Strata Properties</b>	<b>15</b>
STHL and Current Strata Laws	15
Options	16
<b>Section 6 - Regulation through the Planning System</b>	<b>18</b>
How STHL is Defined	18
The NSW Planning System and STHL	18
Options for Triggering Types of Development Approval	19
<b>Section 7 - Registration or Licensing</b>	<b>21</b>
Examples of Registration and Licensing in Other Jurisdictions	21
Nature of Problem and Focus of Potential Registration	22
<b>Section 8 - Next Steps</b>	<b>23</b>
Have Your Say	23
Abbreviations	23
References	24
<b>Appendices</b>	<b>25</b>
Appendix 1 – STHL Options Paper Submission Form	25
Appendix 2 – Recommendations and Findings of the Legislative Assembly Committee	28
Appendix 3 – The Holiday and Short-term Rental Code of Conduct	29
Appendix 4 – Regulatory Approaches to STHL in other Jurisdictions	30

## Executive Summary

### Short-Term Holiday Letting in NSW

There has been a rapid growth in short-term holiday letting (STHL) both nationally and in NSW over recent years particularly since the emergence of online booking services and the development of the sharing economy.

The NSW Government's response to the Parliamentary Inquiry into the regulation of short-term holiday letting supported putting in place a regulatory framework for STHL. This Options Paper seeks feedback on the approaches to enable economic benefits while managing the social and environmental impact of STHL.

STHL is estimated to be worth \$31.3 billion<sup>1</sup> nationally, providing income for property owners and creating jobs through the establishment of new businesses to manage transactions between property owners and customers. In NSW, STHL constitutes approximately 50% of the national total, accounts for 25% of total visitor nights and occurs in both regional and metropolitan areas. It is expected that STHL in NSW will continue to increase its share of visitor night demand over the next ten years.

STHL has the potential to generate impacts on the community if not adequately managed. These impacts could include noise, waste, traffic and parking, safety and security, and the potential impact on housing and broader industry in general. These impacts vary between regional and metropolitan areas, and between detached dwellings and apartments. Impacts can be managed in different ways and feedback is sought on the type and degree of impacts and the appropriate response by government to these impacts.

### 2016 Parliamentary Inquiry

In 2016, the NSW Legislative Assembly Committee on Environment and Planning conducted an inquiry into the adequacy of regulation for short-term holiday letting in New South Wales.

This Options Paper should be read as a companion document to the Committee's paper – which can be found at <https://www.parliament.nsw.gov.au/committees/DBAssets/InquiryReport/ReportAcrobat/6080/>.

### NSW Government's Response

The Government response<sup>2</sup> to the Parliamentary Committee was released on 20 April 2017.

The NSW Government generally supports the findings and recommendations of the Parliamentary Inquiry.

The Government considers that STHL is acceptable in a residence however, there is a point where STHL becomes a more intensive commercial type of use.

This Options Paper is the next step in determining a policy framework – by engaging with stakeholders, industry and the general public to discuss what level of regulation is required to best meet the needs of the NSW community.

<sup>1</sup> Parliamentary Inquiry Report, October 2016, p42.

<sup>2</sup> <https://www.parliament.nsw.gov.au/>



### Options

An approach to STHL in NSW could range from minimal intervention to substantial Government regulation.

Non-regulatory approaches could include improved self-regulation, or working with stakeholders through co-regulation arrangements. Direct regulatory intervention may be warranted if it is demonstrated as a viable option to address a specific problem, and is likely to result in a positive net benefit to the community as a whole.

There are a number of regulatory options that could be considered either individually or in combination as having the potential to manage STHL impacts. These include: greater industry self-regulation through a stronger Code of Conduct; registration or licensing of STHL operators with acceptable standards of operation; changes to strata laws to protect the amenity of residents within apartment buildings; and regulation through the planning system.

While Government intervention in the form of regulation may address some issues associated with STHL, it should not be seen as the default option where other solutions, such as industry self-regulation, exist.

In determining what the policy framework might look like there are a range of stakeholders that we would like to hear from including local councils, homeowners, tenants and holidaymakers, affected neighbours, strata corporations, STHL businesses, traditional accommodation operators and other downstream businesses.

### Purpose of this Options Paper

This Options Paper, building on the work of the Parliamentary Inquiry and existing practice, considers different options to deliver an effective approach to short-term holiday letting. It is the next step in determining a whole of government framework. The options outlined in this paper are summarised in **Figure 1**.

You are invited to respond to the ideas raised in the Options Paper by writing to the NSW Department of Planning and Environment by **31 October 2017**. You may wish to use the form provided in **Appendix 1** when submitting your ideas. Details for how to make a submission or provide feedback on this Options Paper are available at:

[www.planning.nsw.gov.au/STHL](http://www.planning.nsw.gov.au/STHL)

You can provide your feedback by:

- filling out the submission form
- completing the online survey
- email to [STHL@planning.nsw.gov.au](mailto:STHL@planning.nsw.gov.au)
- writing to:

**Director, Housing Policy**  
Department of Planning and Environment  
GPO Box 39, Sydney NSW 2001

Your submission will inform any changes the NSW Government makes to the regulation of STHL.

**Have your say.**



**Figure 1: Potential Options**



**Note:** The policy options for STHL could include regulatory or non-regulatory approaches, or a combination of both. A combination of options from any rows or columns (or/and other options not covered in the paper) can be chosen to suggest a policy framework for the STHL in the submission form.

## Section 1 - Background

### *Short-term Holiday Letting and its Contribution to NSW*

STHL has occurred for many years in coastal and other holiday locations in NSW to accommodate tourists<sup>3</sup>. STHL is no longer confined to holiday making, but is now commonly used throughout NSW for corporate and business trips, annual community events, family reunions, temporary accommodation while looking for long-term rental, and emergency accommodation.

In 2014, there were an estimated 216,000 STHL premises in NSW/ACT<sup>4</sup>.

These premises have traditionally been managed through local real estate agents or tourism agencies. In the last decade, however, online advertising platforms and booking services have taken a growing share of STHL listings. The number of listings via online platforms is more than doubling each year between 2011-2015<sup>5</sup>, and most online listings are managed directly by the owner of the dwelling rather than an estate agent.

In 2015, non-traditional accommodation accounted for 25% of visitor nights to NSW<sup>6</sup>.

STHL occurs in both regional and metropolitan areas of NSW. About one-third of accommodation supply in non-metropolitan coastal NSW is STHL and it is a significant contributor to regional economies<sup>7</sup>. While STHL demand in regional areas tends to be seasonal (around holiday periods) and mostly full (unhosted) houses, STHL demand in metropolitan NSW appears year-round and is mostly apartment-based.

STHL takes four forms in NSW:

- Rental of one or more rooms (including room sharing) with the host present
- Rental of a whole dwelling (principal residence) with the host away
- Rental of a holiday dwelling (non-principal residence) with the host away
- Rental of a dwelling solely reserved for STHL

### *2016 Parliamentary Inquiry*

In 2016, the NSW Legislative Assembly Committee on Environment and Planning conducted an inquiry into the adequacy of short-term holiday letting in New South Wales. 212 public submissions were received, and three public hearings were held between March and May 2016. The Committee's final report was published on 19 October 2016 and made 12 recommendations (Appendix 2).

The full report can be found on the Parliament of NSW website<sup>8</sup>, and it should be read as a companion document to this paper. The key recommendations were that the NSW Government:

- amend planning laws to regulate short-term rental accommodation,
- allow home sharing, and letting a principal place of residence, as exempt development,
- allow empty houses to be let as exempt and complying development,
- strengthen owners' corporations' powers to manage and respond to STHL issues in strata properties, and
- commit to further investigating impacts from STHL on traditional accommodation operators, and opportunities to reform their regulation.

The NSW Government responded to the report on 19 April 2017 indicating general support for the key recommendations.

<sup>3</sup> *Parliamentary Inquiry Report, October 2016, p14.*

<sup>4</sup> *Parliamentary Inquiry Report, October 2016, p23.*

<sup>5</sup> *Gurran and Phibbs, 2017: 80.*

<sup>6</sup> *Parliamentary Inquiry Report, October 2016, p23*

<sup>7</sup> *Holiday Rental Industry Association, 2016: 20-21.*

<sup>8</sup> <https://www.parliament.nsw.gov.au/committees/inquiries/Pages/inquiry-details.aspx?pk=1956>

## Section 2 - Regulation of STHL

A final policy approach will need to consider both the benefits of STHL as well as the nature and extent of the negative impacts and red tape for business and citizens.

To determine which policy option is appropriate, it is important to establish a clear, evidence-based understanding of the nature and significance of the impacts of STHL on the community. Even in the absence of sufficient data, policy options should still be guided by the relative significance and likelihood of the problem, and the outcomes sought.

The policy options for STHL can either be regulatory or non-regulatory or a combination of both.

Government regulatory intervention may address some issues associated with STHL but should not be seen as the default option where other solutions may exist. The regulation of STHL in NSW could range from minimal intervention to substantial Government regulation. Direct regulatory intervention would be warranted in cases where it is demonstrated as the best available option to address a problem, and is likely to result in a positive net benefit to the community at large. Alternatively, non-regulatory approaches could include incentives for better self-regulation, or working with stakeholders through co-regulation arrangements.

There are a range of distinct regulatory options available to manage the impacts associated with STHL including greater self-regulation by industry, registration of STHL operators along with acceptable standards of operation, changes to strata laws, stronger regulation through the planning system, or a combination of these approaches.

### Key Considerations for Government

There are a number of general considerations that inform whether there should be a regulatory regime for STHL in NSW. These include:

- Regulatory and non-regulatory options properly considered by evaluating their potential effectiveness, costs and benefits
- That selected options are effective and proportional
- Consultation with business and the community should inform regulatory development
- The simplification, repeal, reform or consolidation of existing regulation

In addition, there are a number of specific matters relating to STHL which should be considered in any regulatory response. These include:

- NSW (including ACT) represents approximately 35% of holiday rental premises nationally<sup>9</sup>
- STHL contributes an estimated \$31.3 billion to the national economy including upwards of 238,000 jobs<sup>10</sup>
- The amenity and safety impacts associated with this growing industry can be real and warrant consideration, and
- The potential and the level of concern in relation to impacts are greater in strata buildings.

<sup>9</sup> Parliamentary Inquiry Report, October 2016, p23.

<sup>10</sup> Parliamentary Inquiry Report, October 2016, p42



### **Current Regulation of STHL in NSW**

STHL is currently regulated in a piece meal manner through the planning system.

While local councils can generally determine the land use planning controls for STHL in their jurisdictions through their Local Environmental Plans (LEPs), few LEPs in NSW refer specifically to STHL (see Parliamentary Committee Report<sup>11</sup>).

Those LEPs that do refer to STHL use different definitions of STHL, and have different thresholds for when STHL requires development consent. Some define STHL as tourist and visitor accommodation within residential accommodation. Some set a maximum number of consecutive days that STHL can occur, or a maximum number of bedrooms allowed as STHL. Some set thresholds for days and bedrooms beyond which a more detailed level of approval from council is required.

There is value in standardising this approach. There is also value in giving councils some flexibility to reflect their area's specific circumstance.

### **Regulatory Approaches Both Here in Australia and Overseas**

Jurisdictional responses to STHL vary, reflecting the issues and circumstances experienced in their specific locations (see Appendix 4).

In Australia, South Australia does not require approval for STHL. Victoria is considering changes to strata laws to address issues in apartment buildings, while Queensland has introduced legislation to allow councils to deal with party houses. In Western Australia, some cities have a registration process in conjunction with the requirement for development consent.

Cities internationally have also established different regulatory responses to STHL. In New York, advertising an entire unoccupied apartment for less than 30 days is illegal. In Berlin it is illegal to let more than 50% of an apartment on a short-term basis without a permit from the city. In Paris an authorisation is required for STHL longer than 120 days whilst in London STHL is allowed for up to a total of 90 nights in any calendar year.

In San Francisco the registration of STHL properties has been introduced to address housing affordability. STHL is defined as a rental of all or some of the primary residential unit for less than 30 consecutive nights. Similarly, Vancouver is tightening its laws on STHL in response to low rental vacancy rates and limited access to affordable, quality rental housing. The city will require a business license for anyone doing short-term rentals.

<sup>11</sup><https://www.parliament.nsw.gov.au/committees/DBAssets/InquiryReport/ReportAcrobat/6080/>

## Section 3 - Impacts Associated with STHL

As STHL takes place in existing dwellings it is hard to quantify the potential impacts of STHL above and beyond what would normally be expected in residential areas.

However, STHL occupants may differ from most long-term occupants in that they may:

- prioritise leisure or festive activities
- be unfamiliar with local rules to manage amenity
- be less concerned to maintain good neighborly relations.

This section focuses on the impacts associated with STHL in NSW including general environmental and amenity impacts, impacts within strata properties and broader industry and housing policy considerations. By taking into account the impacts, consideration can be given to whether a regulatory response is required over and above the existing responses.

### General Environmental and Amenity Impacts

#### Noise

Noise and associated anti-social behavior was one of the most frequent amenity issues raised in submissions to the Parliamentary Committee inquiry. Leisure and festive activities may be predominate in short-term holiday letting, and occur more frequently than long-term residential activities. In addition, people on holidays may occupy the dwelling for more hours each day than would be expected of long-term residents.

There are a number of existing avenues to raise concern and seek a response in relation to noise issues associated with the use of dwellings in NSW, such as complaints to the local council or reporting to the NSW Environment Protection Authority or NSW Police.

These authorities can issue a warning or a noise abatement direction under the Protection of the Environment Operations Act (POEO Act) directing a person to stop making the offensive noise, with the potential for non-compliance with the direction resulting in an on-the-spot fine. The POEO Act also sets out that local councils can serve various notices on occupants that require them to control offensive noise and advise them what noise levels are acceptable.

However, given the nature of STHL, these measures are likely to be more effective in responding to systemic noise problems associated with the use of a dwelling as opposed to short-term one off noise incidents.

#### Party Houses

Party houses were raised as an issue with the Parliamentary Committee, however there is limited data on the impact of party houses in NSW. Problems may stem from a combination of frequent short stays by inconsiderate occupants and by the size of the dwelling.

In QLD, the Sustainable Planning Act enables a local planning scheme to declare that a 'party house' may be 'assessable development' requiring approval and restricting party houses to particular precincts and/or ban them from others. To date, however, only the Gold Coast Council has utilised these provisions.

#### Waste

Waste generation may be higher for STHL guests than long-term residents because their perishable items or other items acquired during their stay may be disposed of at the end of their stay. They may also be unfamiliar with rules about when and how waste is collected.

### **Traffic and Parking**

There may be a higher proportion of independent adults occupying STHL than would be expected under long-term occupancy, which may generate more demand for parking. STHL guests may also be unfamiliar with local parking arrangements or rules.

### **Hazards and Evacuation**

All dwellings are at risk from hazards that may require the evacuation of the building, such as a house fire or gas leak. Apartment complexes rely on efficient evacuations. STHL occupants may not be familiar with the procedures for evacuating the building, especially if there is no host present.

Many properties in NSW, especially in regional areas, are also exposed to natural hazards such as bushfire and flood.

The NSW Government's current approach to actual impending hazards is to provide warnings in real time through a telephone warning system called Emergency Alert. This system sends warnings to landline and mobile phones in the area subject to threat, which provides real-time information and directs people to the radio, television or website for up-to-date information. Where possible, officers door knock to reinforce evacuation warnings.

### **BCA Classification**

Some jurisdictions and courts in Australia have asserted that STHL can constitute a change in building classification under the Building Code of Australia (BCA). This can affect in NSW, among other things, the fire safety, health and amenity and disabled access (for people with a disability) requirements that apply, as well as whether development approval is required from the local council.

### **Impacts within Strata Properties**

Strata complexes are generally more susceptible to the potential impacts of STHL due to:

- the proximity of neighbours,
- the reliance on shared facilities, and
- the high proportion of whole-premise STHL in these listings (i.e. with no host present).

One small survey in Victoria indicated that STHL guests caused complaints about three times as often as long-term occupants, but the total complaint rate averaged less than one complaint per apartment per year<sup>12</sup>.

Nevertheless, strata complexes have unique needs which require separate consideration as outlined in Section 5 of the Options Paper.

### **Broader Industry and Housing Policy Considerations**

#### **Crossover with Other Short-term Accommodation Providers**

Traditional short-term accommodation providers are of the view that there is inequality between the regulated accommodation sector and less regulated STHL. This inequality is said to stem from a lower level of regulation, giving STHL an advantage by having lower establishment and compliance costs.

For example, the Committee heard evidence that 'this advantage is most stark at the boundary between [STHL] and bed and breakfast operators, who are arguably competing for the same customers'.

Consideration could be given to better aligning the regulatory requirements for low impact tourist and visitor accommodation, such as bed and breakfasts, and those for STHL.

<sup>12</sup> Minifie, 2016: 27.





### **Concentration of STHL Ownership**

In its submission to the Parliamentary Committee, Inside Airbnb reported that 25% of entire home listings are rented out by hosts with more than one listing<sup>13</sup>.

Concentration of ownership of dwellings, solely for the purpose of using them for STHL could create 'virtual hotels' where the 'rooms' are dispersed across NSW. There is currently little or no evidence of concentration of ownership, or of any adverse impacts from 'virtual hotels' in NSW.

Some jurisdictions are regulating the number of properties a host can advertise. In NSW, any attempt to regulate STHL ownership may be anti-competitive and would need to be carefully considered.

### **Rental and Affordable Housing Stock**

The continued growth of STHL is occurring at the same time as the housing market is generally becoming less affordable, particularly in metropolitan Sydney and highly patronised holiday destinations such as Byron Bay. In these areas, some consider that STHL has the potential to compete against traditional forms of residential tenancy.

However, the limited evidence currently available suggests that the impact of STHL on rental availability is negligible.

Sector-wide, transparent data collection and reporting from industry may help to ensure the issues can be monitored to facilitate an informed response from Government.

<sup>13</sup> Parliamentary Inquiry Report, Submission 199, Inside Airbnb, p2.

## Section 4 - Self-regulation

One of the NSW Government's considerations in the regulation of STHL is that industry could take greater responsibility in self-regulating its operation and that the effectiveness of this self-regulation would, to some degree, influence the ongoing level of Government regulation that is required (if any).

Effective self-regulation generally requires a strong and unified industry body with broad membership and the ability to ensure compliance with self-regulatory measures. It may also involve incentives for owners, hosts and guests of STHL to further enhance better self-regulation.

The evidence relating to the impacts associated with STHL where most hosts operate without incident supports the view that the vast majority of STHL does not require Government regulatory intervention. However, for this approach to be supported there would need to be more effective, accountable and transparent self-regulation by industry.

## Code of Conduct

The Holiday Rental Code of Conduct was originally adopted by NSW in 2012 and revised as a national code in 2015 with the key objective of encouraging acceptable standards of behaviour for holiday rental guests.

The NSW Legislative Assembly Committee<sup>14</sup> generally found that the Code's current management structure and participants are too narrow and that there is disagreement and confusion regarding its ownership and legal status. The Committee were of the view that the Code might be a valuable tool in the management of the STHL industry. Therefore, it was recommended that the Code should be strengthened and be part of a compliance system for STHL.

The Committee suggested that there may be value in reviewing the Code of Conduct or producing a NSW-specific Code of Conduct that is supported by all providers and the government in NSW (recommendation 6). The Committee also recommended that the NSW Government should participate formally in the management of the Code.

Conversely, the creation of a State-level code could add costs and complexity to STHL which may outweigh its value. In any event, the effective implementation of a Code may allow the NSW Government to tailor its regulatory response accordingly.

<sup>14</sup> NSW Legislative Assembly Committee page 5.



### **Airbnb Friendly Buildings Program**

According to Airbnb's Australian website the Friendly Buildings program is "a pilot program offered to help landlords, building residents who are Airbnb hosts, and their neighbours<sup>15</sup>. The program is currently only available in certain buildings within the United States.

The program facilitates an agreement between hosts and the strata building's owners' corporation so that the corporation has the information on the number of dwellings let and the nature of the STHL stays in the building, can cap the number of nights a unit can be let for STHL and allows them to take a share of the STHL earnings. Once the program is signed up to, when rules are broken Airbnb can penalise the host by removing the relevant listing from their platform.

### **Education**

A self-regulation approach would see the industry committing to better educating users and hosts of the benefits of managing impacts to address some community concerns around STHL.

### **Complaint Management**

Most STHL operators provide complaint mechanisms for their listings, such as a website or a telephone number. Self-regulation could see a transparent and responsive complaint management system.

If this was implemented it could form part of the Code of Conduct, be mandated through Government regulation either as a requirement of, for example, a registration scheme (refer to Section 7) or a requirement to being exempt development or a planning approval (refer to Section 6).

### **Monitoring and Reporting**

There is value in greater ongoing monitoring and reporting on STHL by industry. This is particularly the case given the paucity of information relating to the impacts associated with STHL.

If information about the growth of STHL in NSW and its impacts on the community was made publicly available it would provide data on the extent of any issues and inform the future regulatory management of the industry.



<sup>15</sup> <https://www.airbnb.com.au/help/article/1195/airbnb-friendly-buildings-program>



## Section 5 - STHL in Strata Properties

The NSW Government is committed to providing a balanced regulatory approach to the issue of STHL in strata schemes. This approach is centred on maintaining a resident's entitlement to the use and enjoyment of their property, providing the appropriate compliance and enforcement tools to address bad behavior, while supporting the positive economic benefits that derive from STHL.

Section 5 addresses current strata laws in strata properties where STHL occurs. Strata properties have different requirements to detached housing, because of the proximity of their residents and shared responsibility for common property. For this reason, Recommendations 10 and 11 of the Committee's report relate specifically to the management of STHL in strata properties.

The Committee recommended that the NSW Government consider amendments to strata laws to give owners' corporations more powers to manage and respond to adverse behaviour (*Recommendation 10*). The Committee also recommended that the NSW Government review the impact of short-term letting in the strata environment after no later than three years (*Recommendation 11*).

There are differing views on the best regulatory approach to manage STHL. Options that could be introduced under strata scheme management laws include imposing vicarious liability on lot owners for the actions of short-term lessees, allowing for increased levies for lot owners who engage in STHL, introducing a civil penalty for creating a nuisance, and expanding the powers of the NSW Civil and Administrative Tribunal (the Tribunal) to deal with problems arising from STHL. There is also the option to enable owners' corporations to prohibit or restrict STHL in their strata schemes.

Representatives of the short-term letting industry argue that the impact of STHL on strata schemes:

- is overstated and unsupported by corresponding data;
- is similar to impacts arising from long term rental or ownership; and
- can be adequately addressed through self-regulatory measures such as adherence to the industry's Code of Conduct, or changes to strata laws to enable owners' corporations to better manage the impact of STHL.

On the other hand, some strata advocates argue that STHL can result in:

- degradation of communal facilities;
- reduced amenity and enjoyment of an apartment complex; and
- owners' corporations should be able to restrict or ban STHL in the schemes.

### STHL and Current Strata Laws

#### Managing the Impacts of STHL

Under current strata laws, owners' corporations can adopt model by-laws which enable them:

- to manage some of the impacts that may arise from short-term rental accommodation, including management of common property; and
- require that an owner/occupier must notify the owners corporation of a change of use of that lot including if it is to be used for short-term rental accommodation.

Owners' corporations can also formulate their own by-laws to:

- help manage the behavior of owners/ occupiers and invitees, noise, vehicle parking, the appearance of a lot and waste disposal;
- vary the insurance payable by owner/ occupiers who short-term let; and
- restrict the occupancy of bedrooms in a lot to no more than two adults<sup>16</sup>.

<sup>16</sup>Strata Management Schemes Regulation 2016, Schedule 3.

While an owner/occupier is obliged to comply with by-laws, a short-term holiday occupant may not have the same interest in by-laws as long-term residents. They are also likely to have left the property by the time any enforcement action could commence.

Owners and occupiers of lots in a strata scheme are also required to avoid creating a nuisance or hazard or unreasonably interfering with the use or enjoyment of the common property or other lots by others.

If an owner/ occupier breaches this section, the owners corporation can initiate proceedings in the NSW Civil and Administrative Tribunal (Tribunal) to require an owner/occupier to comply<sup>17</sup>.

#### Prohibition of STHL

The Strata Schemes Management Act 2015 (SSMA) prohibits by-laws that restrict the rights of owners to deal with their lots<sup>18</sup>. Furthermore, by-laws that purport to restrict the use of a lot when that use is permitted under an applicable planning instrument have no effect<sup>19</sup>.

The Committee received submissions indicating that some owners' corporations have passed by-laws which purport to prohibit STHL in their buildings<sup>20</sup> in accordance with legal advice that such by-laws were valid and effective.

### Options

#### Strata Law Provisions to Address the Impact of STHL

The rapid growth in STHL in recent years has arguably outpaced regulation. It is therefore important to consider whether owners' corporations should be given greater ability to manage the impacts associated with STHL.

The Grattan Institute<sup>21</sup> advocated giving owners' corporations more power to limit the impacts of STHL. Similarly, the Committee<sup>22</sup> did not accept that STHL was incompatible with strata living, but recommended that the NSW Government consider amendments to strata laws to give owners' corporations additional powers.

The Committee highlighted the Victorian Government's proposed amendments to strata laws in the *Owners' corporations Amendment (Short-Stay Accommodation) Bill 2016*. These amendments, if enacted, will enable the Victorian Civil and Administrative Tribunal to make an order for compensation due to loss of amenity due to STHL, impose a civil penalty for breaches of conduct provisions, and make orders prohibiting the use of a lot for STHL for a specified period following repeated breaches of conduct provisions. The Bill also will enable providers and short stay occupants jointly and severally to be liable for compensation orders.

In New South Wales, possible amendments to strata laws could:

- make lot owner/ occupants jointly and severally liable for the conduct of occupants, unless owners had taken reasonable steps to prevent conduct breaching by-laws or causing a nuisance or hazard;
- streamline and simplify enforcement processes for breaching by-laws or causing a nuisance or hazard;
- allow owners' corporations to apply to the Tribunal for an order to require owners to pay increased contributions to the administrative or capital works funds; and/ or
- enable the Tribunal to make orders, in appropriate circumstances:
  - to cease conduct breaching by-laws or causing a nuisance or hazard;
  - for payment of compensation;
  - imposing a civil penalty; and/ or
  - to cease using the relevant lot for STHL, usually for a specified period.

<sup>17</sup>Strata Schemes Management Act 2015, s 153.

<sup>18</sup>Strata Schemes Management Act 2015, s 136.

<sup>19</sup>Strata Schemes Management Act 2015, s 136(2).

<sup>20</sup>Parliamentary Inquiry Report, October 2016, p10.

<sup>21</sup>Minifie, 2016.

<sup>22</sup>Parliamentary Inquiry Report, October 2016, p9,10.



#### **Allow Strata Schemes to Prohibit or Restrict STHL in their Schemes**

The Committee held that STHL in strata schemes should be managed through amendments to strata laws to enable owners' corporations to address any adverse impacts of STHL, rather than prohibiting STHL. Similarly, the Grattan Institute's 2016 paper, 'Peer to peer pressure, Policy for the sharing economy' argued that STHL should only be prohibited 'as a last resort'.

The NSW Government has received a number of representations on this issue of STHL in strata schemes.

On the one hand, some stakeholders have argued that enabling owners' corporations to prohibit or restrict STHL in their strata schemes would involve an impingement on the property rights of owners who wish to short-term let, may be viewed as unfair to those owners who take steps to minimize the impact of STHL, and could impact on tourism and employment opportunities.

On the other hand, there remains a strong desire by some owners' corporations to have the ability to prohibit STHL in their schemes. Advocates for this position argue that short-term letting has a significant impact on apartment buildings and on apartment residents, on areas such as amenity, strata costs and individual safety.



## Section 6 - Regulation through the Planning System

The Parliamentary Committee recommended using planning instruments to regulate STHL, and to do this in a light touch way, primarily through exempt and complying development.

### How STHL is Defined

There is no consistent definition of STHL across NSW. A consistent definition would make it easier to operate STHL in NSW, as well as providing clarity for local councils, operators and owners.

The Government considers that STHL is acceptable in a residence up to a point that it becomes a more intensive commercial type of use (i.e. tourist and visitor accommodation).

Based on the principle of allowing STHL to occur where residential use of dwellings is allowed, it is suggested that the most appropriate definition of STHL is as a dwelling, or part of a dwelling, that provides short-term accommodation, but does not include tourist and visitor accommodation.

### The NSW Planning System and STHL

In NSW, there are three levels of development control:

- **Exempt** means the development does not need approval.
- **Complying** means the development needs a simplified approval from a private certifier or council, subject to meeting a set provisions.
- **Requiring consent** means a full development application must be lodged with the consent authority (local council, regional panel or Minister for Planning) and a full merit assessment undertaken against a range of state and local planning provisions.

Exempt and complying development can only occur in certain locations in NSW. For example, there are some restrictions on exempt development within heritage items. There are also restrictions on complying development in locations that are considered environmentally sensitive or at risk from natural hazards such as bushfire<sup>23</sup>.

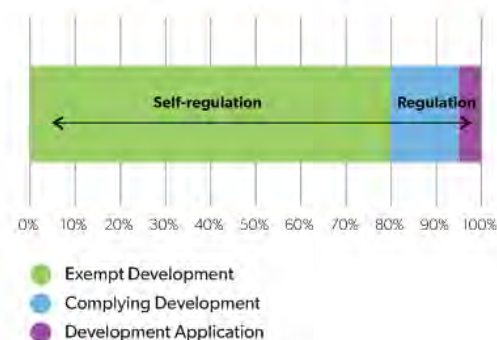
Planning controls, either through exempt or complying development, or development requiring consent, could be used to manage the operation of STHL properties, taking into account factors such as:

- Length of stay
- Number of bedrooms
- Presence of a host
- Compliance with a Code of Conduct
- Waste management arrangements

One regulatory option could be to set minimum requirements, such as adoption of a mandated Code of Conduct, and then allow most STHL to be exempt development. This is illustrated indicatively in Figure 3.

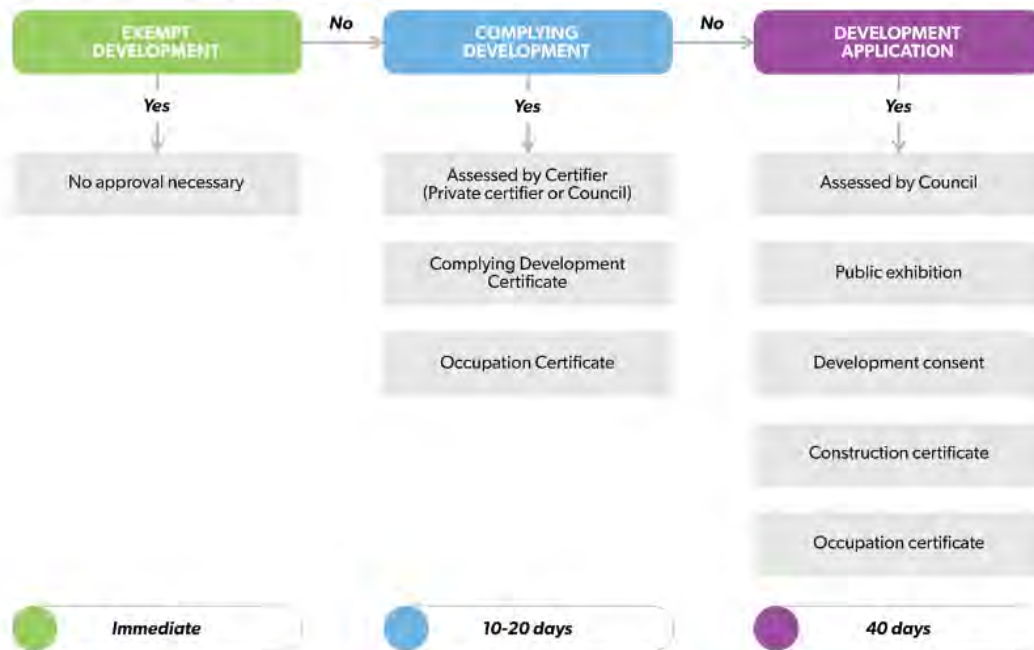
However, the planning regulatory framework could become more interventionist when the potential impacts of STHL intensify and/or reflect commercial uses. In this case, STHL could become either complying development or require consent (Figure 2). If a planning approach is adopted, one challenge will be determining the criteria that would trigger complying development, or requiring consent. This could result in additional costs for government, hosts of STHL properties and users. It could also increase complexity to STHL industry, which may outweigh its value.

Figure 2: Indicative Planning Regulatory Scope



<sup>23</sup>See, for example, clauses 1.18 and 1.19 of State Environmental Planning Policy (Exempt and Complying Development) 2008.

Figure 3: Planning Approval Pathways



The use of the planning system to manage STHL would be supported by provisions in the *Environmental Planning & Assessment Act* (EP&A Act) which allow investigation into on-going issues of non-compliance.

The Act allows an investigation authority (i.e. council officers) to enter and search, obtain information and record evidence on, amongst other things, the use of a property.

These provisions are reliant on some level of development control being applied to the use of the property i.e. either complying or development consent. These regulatory approvals would allow authorities to investigate and monitor uses for on-going compliance with impact management performance standards and conditions.

### Options for Triggering Types of Development Approval

#### Regulate the Length of Stay

Setting the length of stay could be a risk-based approach to determining the appropriate level of regulation on STHL. This approach could reduce potential amenity impacts and match regulatory requirements for other accommodation providers.

The 12 councils which have STHL provisions in their LEPs, generally allow owners to occasionally let their dwellings for a short-term without the need for consent. Three councils provide short-term letting as exempt development.

Councils variously define 'short-term' as 45, 60 or 90 consecutive days. Others do not include a length of stay in their definition of STHL.

Given that STHL is of particular value to the economies of regional communities, consideration also needs to be given to whether the final approach should take this into account, meaning that urban and regional areas would have different planning controls.

If length of stay became part of a regulatory approach the following parameters or a combination could be used:

- Days per stay
- Days per year

#### Days Per Stay

The maximum length of each stay could be limited. The rationale for this would be that if a property is leased for longer than 90 consecutive days, the agreement may be a tenancy and be dealt with under the *Residential Tenancies Act 2010*.

Limiting the minimum length of each stay may address the issues sometimes associated with very short stays, such as noise or social impacts. However, very short stays are also a very important part of the STHL sector. For example, Airbnb guests stay 2.1 times longer than typical visitors<sup>24</sup> in Sydney and the average length of stay in Stayz listings is 6.2 days<sup>25</sup>.

#### Days Per Year

Setting a limit on the total days per year that a dwelling can be used as STHL would control the degree to which a dwelling is used as STHL and retain its primary use as long-term residential.

However, if the limit is set too high, the income generated through STHL may obviate the need for long-term residential use the rest of the year. Conversely, too restrictive a limit could stifle the demand for STHL.

Some important statistics to consider are that there are approximately 90 days of school holidays each year in NSW (which is when most regional STHL tend to be rented). However, it is noted that these times are also peak usage times for traditional accommodation operators, and consideration needs to be given to the impact on that industry.

In Sydney, the majority of Airbnb hosts rent their primary residences occasionally 37 nights per year<sup>26</sup>.

#### Number of Bedrooms

Some NSW Councils place a limit on the number of bedrooms in a STHL. This may be intended to reduce the likelihood of large gatherings and the potential for noise, traffic, parking, 'party houses' and other impacts.

However, there is no change to the potential number of occupants in each dwelling just because the use changes from long-term occupancy to short-term occupancy.

Limiting the number of bedrooms in a STHL may be unfairly restrictive on larger homes, which are common STHLs in regional NSW. An important statistic to consider is that the average guest group for a Stayz listing is 3.7 adults and 1 child<sup>27</sup>, which equates to 3-4 bedrooms.

#### Presence of Hosts

The Parliamentary Committee recommended that short-term letting of rooms in any property where the landlord or host is present be permitted as exempt development (*recommendation 2*).

Further, anecdotal evidence suggests there are lower potential impacts associated with STHL where the principal resident (owner or tenant) is present during STHL, because it's in the best interests of the host to monitor and respond to guest behavior or neighbor complaints.

<sup>24</sup>Parliamentary Inquiry Report, Submission 207, Airbnb, p3.

<sup>25</sup>Parliamentary Inquiry Report, Submission 141, Stayz Pty Ltd, p6.

<sup>26</sup>Parliamentary Inquiry Report, Submission 207, Airbnb, p25.

<sup>27</sup>Parliamentary Inquiry Report, Submission 141, Stayz Pty Ltd, p6.



## Section 7 - Registration or Licensing

Registration or licensing is another option for managing impacts associated with STHL.

The Parliamentary Inquiry heard that STHL operators in NSW should be required to acquire a license or be registered to let their properties along with a mandatory code of conduct or other guidelines which would regulate STHL. It was considered that any such register would need to be established and maintained by a Government agency rather than an industry body with the most likely agency being NSW Fair Trading which could work with other agencies to ensure compliance.

The Committee found that the concept of a registration system hosted by a Government agency rather than an industry body, was supported by most of stakeholders including residents in strata buildings (*finding 3*). However, the Committee did not make a recommendation about this.

### *Examples of Registration and Licensing in Other Jurisdictions*

A number of jurisdictions have adopted registration processes to manage STHL. Generally, however the registration of STHL in these jurisdictions are undertaken in conjunction with planning requirements.

In Western Australia, the City of Fremantle requires registration for STHL to ensure an appropriate standard of management of short-term accommodation in Fremantle, to minimise the risk of such accommodation causing nuisance to neighbours. Where these provisions are adopted, the use of any such property for STHL must be registered with Council.

To be registered an applicant must submit:

- a floor plan of the short-term accommodation stating the number and location of sleeping rooms,
- details of proposed on-site parking bay,
- the name of the manager of the short stay dwelling and his or her contact details, at any time of the day or night, and
- an undertaking that he or she will respond, within 12 hours, to any contact relating to the short stay dwelling.

The registration process is subject to breach provisions. Noncompliance is an offence liable to a \$4,000 fine. The fine and process of City of Fremantle are implemented as a local law under the Local Government Act (WA) 1985.

In San Francisco, the registration of properties being used for STHL has been introduced predominantly to address the issue of housing affordability. It aims to eliminate illegal short-term letting, prevent housing stock being illegally turned into de facto hotels, and to manage housing supply. STHL is defined as a rental of all or some of the primary residential unit for less than 30 consecutive nights with a valid Short-term Residential Rental Registration. Only one registration is permitted per person.

The San Francisco registration:

- enables renting a portion or the entire unit while the registered person is present for an unlimited number of nights per year,
- provides that renting a portion or the entire unit while the registered host is not present is limited to a maximum of 90 nights per year,
- enables the unit to be advertised providing the registration number is listed at the top of the description, and
- requires that hosts submit quarterly reports of all the stays within their units for the last three months (or back to the date of their initial registration, whichever is applicable).

A host must be a permanent resident (owner or tenant) of the residential unit rented for short-term periods i.e. the person must live in that specific residential unit for at least 275 nights of any given calendar year.

Similarly, the City of Vancouver is tightening its laws on STHL in response to low rental vacancy rates and limited access to affordable, quality rental housing. The city will require a business license for anyone doing short-term rentals. Once granted a license, owners and renters would be allowed to rent part or all their principal residence on a nightly basis. To get a short-term rental business license owners and renters would need to prove that it was their principal residence by submitting a relevant property title or a tenancy agreement along with photo ID and recent Government or utility mail. The City intends auditing license applications to prevent fraud. Licensed operators would need to post their licence number in all online advertising. People operating rentals without a business licence will face fines and legal action.

### ***Nature of Problem and Focus of Potential Registration***

As indicated above, the registration and licensing of STHL has been adopted in different jurisdictions to address different problems associated with the operation of STHL.

A registration process could provide greater information for potential users, and conversely, help monitor the management of the industry.

Licensing could be used to address issues that would not be addressed through the planning framework. Licensing for STHL could work within the existing planning system as other licensing schemes work (such as child care and liquor licensing).

Incentives for improved industry self-regulation could also be explored via licensing exemptions. Under these circumstances, hosts may be required to register their STHL, but would be exempt from any registration or licensing fees if compliance with the measures within an industry wide code of conduct relating to the management and minimisation of impacts could be demonstrated.

However, consistent with the themes established earlier in this paper, the adoption of any registration or licensing scheme would need to carefully consider the need to mitigate negative impacts against the broader regulatory costs.

## Section 8 - Next Steps

### *Have Your Say*

The NSW Government wants your ideas on the issues raised in this Options Paper. You may wish to use the submission form in **Appendix 1** to answer the questions raised in this paper and provide any other comments. Submissions can be made until **31 October 2017**.

Following this, the NSW Government will consider submissions and decide the regulatory approach (if any) it will pursue for STHL. At this stage, it is difficult to say what that approach will include, but there may be legislative changes made, such as new provisions in State Environmental Planning Policies or other changes to certain laws. If these changes occur there is likely to be further opportunity for input on the detail of these changes.

### *Abbreviations*

ACT	Australian Capital Territory
BCA	Building Code of Australia
Code of Conduct	Holiday and Short-term Rental Code of Conduct
NSW	New South Wales
LEP	Local Environmental Plan
Parliamentary Inquiry Report	Legislative Assembly Committee on Environment and Planning Report 1/56 – October 2016: Adequacy of the Regulation of Short-term Holiday Letting in New South Wales
SEPP	State Environmental Planning Policy
STHL	Short-term Holiday Letting
The Committee	NSW Legislative Assembly Committee on Environment and Planning



## References

- Australian Regional Tourism Network (2016)** *ARTN Response Inquiry into the adequacy of the regulation of short-term holiday letting in NSW*, NSW Government: Sydney.
- Business Insider Australia (2017)** *Here's how huge Airbnb has become in Sydney*, available at <https://www.businessinsider.com.au/heres-how-huge-airbnb-has-become-in-sydney-2017-4>.
- Gurran, N. and Phibbs, P. (2017)** 'When Tourists Move IN: How should urban planners respond to Airbnb?', *Journal of the American Planning Association*, 83:1, 80-92.
- Inside Airbnb (2016)**, Submission 199, *Response to the Adequacy of the regulation of short-term holiday letting in NSW (Parliamentary Inquiry Report)*
- Minifie, J. and Wiltshire, T. (2016)** *Peer-to-peer Pressure: Policy for the sharing economy*, Grattan Institute: Melbourne.
- NSW Department of Planning & Environment (2016)** *Impact of Airbnb on the Sydney Rental Market*, NSW Government: Sydney.
- NSW Government Response** to the final report of the Parliamentary Inquiry into the Adequacy of the regulation of short-term holiday letting in NSW <https://www.parliament.nsw.gov.au/>
- NSW Government (2016) Submission 190**, *Response to the Adequacy of the regulation of short-term holiday letting in NSW (Parliamentary Inquiry Report)*
- Airbnb (2016)**, Submission 207, *Response to the Adequacy of the regulation of short-term holiday letting in NSW (Parliamentary Inquiry Report)*
- Parliament of NSW (2016)** *Legislative Assembly Committee on Environment and Planning Report 1/56 – October 2016: Adequacy of the Regulation of Short-term Holiday Letting in New South Wales*, NSW Government: Sydney.
- State Environmental Planning Policy (Exempt and Complying Development) 2008**, <http://www.legislation.nsw.gov.au/#/view/EPL/2008/572/full>
- Stayz Pty Ltd (2016)**, Submission 141, *Response to the Adequacy of the regulation of short-term holiday letting in NSW (Parliamentary Inquiry Report)*
- Strata Management Schemes Regulation 2016**, <http://legislation.nsw.gov.au/~view/regulation/2016/501/id37>
- Strata Schemes Management Act 2015**, <http://www.legislation.nsw.gov.au/#/view/act/2015/50>
- The Holiday Rental Industry Association (2016)** *Submission 202, Response to the Adequacy of the regulation of short-term holiday letting in NSW (Parliamentary Inquiry Report)*

## Appendices

### Appendix 1 – STHL Options Paper Submission Form

SHORT-TERM HOLIDAY LETTING OPTIONS PAPER SUBMISSION FORM	
<p>The NSW Government has released an Options Paper, building on the work of the Parliamentary Inquiry and existing practice, to start a public discussion on potential options to develop a suitable approach for short-term holiday letting (STHL) in NSW.</p> <p>The Options Paper for STHL outlines potential options around the development of an appropriate approach to managing STHL. These options could be considered either individually or in combination.</p> <p>Prior to making a whole of government policy framework, we are seeking feedback from the community and our stakeholders on the options discussed in the paper.</p> <p>You are invited to respond to the Options Paper by submitting <b>this form</b> to the NSW Department of Planning and Environment.</p> <p>You can also provide your feedback by:</p> <ul style="list-style-type: none"> <li>• filling out the online survey</li> <li>• email to <a href="mailto:STHL@planning.nsw.gov.au">STHL@planning.nsw.gov.au</a></li> <li>• writing to: <b>Director, Housing Policy</b> Department of Planning and Environment GPO Box 39, Sydney NSW 2001</li> </ul> <p>If you have further inquiries, please email us at <a href="mailto:STHL@planning.nsw.gov.au">STHL@planning.nsw.gov.au</a></p> <p>The consultation process is open until <b>31 October 2017</b>.</p> <p>By hitting submit you agree to the <a href="#">Department's Privacy Policy</a>.</p>	<p><b>How will your personal information be used when you make a submission?</b></p> <p>Your personal information is protected under the Privacy and Personal Information Protection Act 1998 (PPIP Act). The Department collects personal information in submissions for the purposes set out in the Department's <a href="#">Privacy Statement</a>.</p> <p>We respect your right to privacy. Before lodging your submission, you will be asked to confirm that you have read the terms of the <a href="#">Privacy Statement</a>, which sets out:</p> <ul style="list-style-type: none"> <li>• how personal information is defined under the PPIP Act - it includes but is not limited to your name, address, and email address;</li> <li>• the purposes for which the department collects personal information; and</li> <li>• how personal information collected by the department will be used.</li> </ul> <p>When you make a submission, we will publish:</p> <ul style="list-style-type: none"> <li>• the content of your submission - including any personal information about you which you have chosen to include in those documents</li> <li>• a list of submitters, which will include: <ul style="list-style-type: none"> <li>– your name</li> <li>– your suburb or town</li> </ul> </li> </ul> <p>We will not publish offensive, threatening, defamatory or other inappropriate material.</p> <p>If you do not want your personal information published, do not include any personal information in your submission.</p> <p>All other information gathered in this submission form will be collated and used towards making a recommendation on the future approach of STHL in NSW.</p>
Name, Surname	
Organisation	
Suburb	Postcode
E-mail Address	
Date of Submission	

<b>Introduction</b>	
1	Do you use or have you ever used short-term holiday accommodation?
2	Are you or have you ever been a short-term holiday accommodation host?
3	Do you provide another form of short-term holiday accommodation?
4	Do you live near a property that provides short-term holiday accommodation?
5	Are you from an STHL industry group, owners' corporations or community group?
<b>Impacts Associated with STHL</b>	
6	<p>Please indicate below which impact(s) are you most concerned about and how do you believe these could be managed.</p> <ul style="list-style-type: none"> <li>Noise</li> <li>Waste</li> <li>Party Houses</li> <li>Parking</li> <li>Hazards and Evacuation</li> </ul>
<b>Self-Regulation</b>	
7	<p>Considering the mechanisms below, how could self-regulation in NSW address any negative impacts of STHL?</p> <ul style="list-style-type: none"> <li>The Code of Conduct</li> <li>Complaint Management Mechanism</li> <li>Monitoring &amp; Reporting</li> </ul>
8	Are there barriers that may reduce the effectiveness of self-regulation?
<b>STHL in Strata Properties</b>	
9	Should owners' corporations be given the legal ability to prohibit or restrict STHL? If so, how and under what circumstances?
10	Should the Strata Schemes Management Act be amended to increase the ability of owners' corporations to manage the impact of STHL and obtain compensation for adverse impacts? If so, under what circumstances?
11	Is there scope for industry self-regulation in the short-term holiday letting industry? Would this effectively address issues that occur in short-term letting in strata schemes?
<b>Regulation through the Planning System</b>	
12	<p>How should STHL be subject to a planning regulatory framework? What would be the impacts of applying a planning framework to STHL?</p> <ul style="list-style-type: none"> <li>Exempt</li> <li>Complying</li> <li>Development Consent</li> <li>No planning regulation</li> </ul> <p>Please indicate your reasons below:</p>



13	If STHL is to be regulated via the planning framework, how should it apply?																														
	<ul style="list-style-type: none"> <li>• Number of total days per year</li> <li>• Number of consecutive days</li> <li>• Number of bedrooms</li> <li>• Length of stay</li> <li>• Presence of a host</li> <li>• Location (<i>metro vs. regional</i>)</li> <li>• Compliance with a Code of Conduct</li> </ul>																														
14	Should there be different planning frameworks in regional and metropolitan areas? If so, how and why?																														
<b>Registration or Licensing</b>																															
15	Could a licensing system for STHL work in NSW? If so, how might it operate?																														
<b>Summary of Options</b>																															
16	<p>The options outlined in this paper are summarised in the below table. For the future regulatory framework, which top 3 options (if any) would you like to see in this framework? Why?</p> <p><i>(Please tell us the reasons for your choices).</i></p>																														
<b>Potential Options</b>																															
<b>Themes</b>	<table border="1"> <thead> <tr> <th></th> <th>INDUSTRY SELF REGULATION <i>Refer Section 4</i></th> <th>STRATA REGULATION <i>Refer Section 5</i></th> <th>PLANNING REGULATION <i>Refer Section 6</i></th> <th>REGISTRATION <i>Refer Section 7</i></th> </tr> </thead> <tbody> <tr> <td rowspan="4"><b>Multiple Options</b></td> <td>Code of conduct</td> <td>By-laws to manage visitor behaviour</td> <td>Development approval - exempt/complying</td> <td rowspan="2">Registration to manage safety and amenity issues</td> </tr> <tr> <td>Complaints management</td> <td>By-laws to receive compensation for adverse effects</td> <td>Development approval - development consent</td> </tr> <tr> <td>Education</td> <td></td> <td>Limit the length of stay</td> <td rowspan="2">Registration to monitor that other regulatory approaches (e.g. number of days, number of properties) are being met</td> </tr> <tr> <td>Monitoring and reporting</td> <td>By-laws to prohibit STHL</td> <td>Limit the number of days per year</td> </tr> <tr> <td></td> <td></td> <td></td> <td>Limit the number of bedrooms</td> <td></td> </tr> <tr> <td></td> <td></td> <td></td> <td>Regulate by whether the host is present when STHL takes place</td> <td></td> </tr> </tbody> </table>		INDUSTRY SELF REGULATION <i>Refer Section 4</i>	STRATA REGULATION <i>Refer Section 5</i>	PLANNING REGULATION <i>Refer Section 6</i>	REGISTRATION <i>Refer Section 7</i>	<b>Multiple Options</b>	Code of conduct	By-laws to manage visitor behaviour	Development approval - exempt/complying	Registration to manage safety and amenity issues	Complaints management	By-laws to receive compensation for adverse effects	Development approval - development consent	Education		Limit the length of stay	Registration to monitor that other regulatory approaches (e.g. number of days, number of properties) are being met	Monitoring and reporting	By-laws to prohibit STHL	Limit the number of days per year				Limit the number of bedrooms					Regulate by whether the host is present when STHL takes place	
	INDUSTRY SELF REGULATION <i>Refer Section 4</i>	STRATA REGULATION <i>Refer Section 5</i>	PLANNING REGULATION <i>Refer Section 6</i>	REGISTRATION <i>Refer Section 7</i>																											
<b>Multiple Options</b>	Code of conduct	By-laws to manage visitor behaviour	Development approval - exempt/complying	Registration to manage safety and amenity issues																											
	Complaints management	By-laws to receive compensation for adverse effects	Development approval - development consent																												
	Education		Limit the length of stay	Registration to monitor that other regulatory approaches (e.g. number of days, number of properties) are being met																											
	Monitoring and reporting	By-laws to prohibit STHL	Limit the number of days per year																												
			Limit the number of bedrooms																												
			Regulate by whether the host is present when STHL takes place																												
<p><b>Note:</b> The policy options for STHL could include regulatory or non-regulatory approaches, or a combination of both. A combination of options from any rows or columns (or/and other options not covered in the paper) can be chosen to suggest a policy framework for the STHL in the submission form.</p>																															

## Appendix 2 – Recommendations and Findings of the Legislative Assembly Committee

### NSW Legislative Assembly Committee on Planning and Environment Report 1/56 – October 2016

#### Adequacy of the Regulation of Short-Term Holiday Letting in New South Wales

##### Recommendations:

1. The Committee recommends that the NSW Government amends:
  - the Standard Instrument - Principal Local Environmental Plan to include a definition of short-term rental accommodation in the category of tourist and visitor accommodation
  - the State Environmental Planning Policy (Exempt and Complying Development Codes) 2008 to allow short-term rental accommodation.
2. The Committee recommends that short-term letting of rooms in any property where the landlord or host is present be permitted as exempt development.
3. The Committee recommends that short-term letting of a principal place of residence be permitted as exempt development.
4. The Committee recommends that short-term letting of empty properties be permitted under State Environmental Planning Policy (Exempt and Complying Development Codes) 2008, as:
  - exempt development where the development does not exceed applicable impact thresholds; and
  - complying development where the development exceeds applicable impact thresholds.
5. The Committee recommends that the NSW Government investigates, in consultation with advocates for traditional accommodation operators, the impact of the growth of short-term rental accommodation on their industry, and identifies opportunities to reform current regulations.
6. The Committee recommends that the NSW Government participates in the management of the Holiday and Short-Term Rental Code of Conduct to ensure that it has a broadly-based management structure, including community representation, and increases its industry coverage.
7. The Committee recommends that the NSW Government develops a compliance system for short-term rental accommodation under the Environmental Planning and Assessment Act 1979 which considers:
  - the use of the investigative powers in Division 1C of the Act
  - streamlined development assessment (Complying Development Certificates)
  - the Holiday and Short-Term Rental Code of Conduct
  - 'party house' provisions.
8. The Committee recommends that the NSW Government prepares advice to councils and the community outlining the changes which will apply to short-term rental accommodation, and implements a communication and monitoring program.
9. The Committee recommends that local councils be responsible for communicating with all landowners about their rights and obligations.
10. The Committee recommends that the NSW Government considers amendments to strata regulations to give owners' corporations more powers to manage and respond to adverse behaviour resulting from short-term letting in their buildings.
11. The Committee recommends that the NSW Government reviews the impact of short-term letting in the strata environment after no later than three years.
12. The Committee recommends that the NSW Government implements a program to collect data on the holiday industry generally, and short-term letting in particular, to assess the economic contribution of short-term letting and its impact on housing affordability and community viability.

## Appendix 3 – The Holiday and Short-term Rental Code of Conduct

The Holiday Rental Code of Conduct (updated on 24 March 2015) includes:

### **Part 1: Obligations of Participating Organisations**

- Implement and promote the Code of Conduct and make it available on their website.
- Members must undertake to comply with the Code of Conduct.
- Incorporate Code of Conduct provisions into rental terms and conditions.
- Display House Rules at all times on premises.
- Provide Code of Conduct, Terms and Conditions, House Rules and any By-Laws in a folder on the premises.
- Impose sanctions for non-compliance with Code of Conduct (includes appeal provisions).
- Participate in the Code Administration Committee.

### **Part 2: Obligations on Property Managers**

- Comply with Code of Conduct.
- Inform guests of provisions of Code of Conduct.
- Provide information to neighbouring properties on relevant contacts.
- Act with integrity and cooperate with others.
- Offer the property in clean, safe state and in compliance with regulations.
- Have a local representative and general contacts.
- Display House Rules and Terms and Conditions.
- Limit occupancy to 2 adults per bedroom.
- No commercial catering or functions without local Council permission.
- No party houses.
- Provide information on parking prior to arrival.
- Inform guests of waste practices, and remove any excess waste left by guests.
- Hold appropriate insurance.
- Handle complaints and resolution.

### **Part 3: Terms and Conditions for Owners and Guests: Performance Standards**

- Security deposits
- Comply with house rules
- Respect residential amenity
- Control and be responsible for any visitors
- Comply with any instructions from Managers
- No offensive noise
- No party houses
- Comply with parking regulations and maximum number of permitted vehicles.
- Dispose of garbage appropriately.
- Report any problems or incidents promptly.

### **Part 4: House Rules for Visitors and Guests: Performance Standards**

- No offensive noise or anti-social behavior
- Comply with limits on visitor numbers
- No party houses
- Comply with parking regulations and arrangements
- Dispose of garbage appropriately
- Close windows and doors when absent
- No use of swimming pools between 22:00 and 07:00
- No glassware in pool
- Rules about smoking and pets indoors
- Report damages and breakages
- Departure arrangements
- Emergency contacts



## Appendix 4 – Regulatory Approaches to STHL in other Jurisdictions

### Queensland

Queensland enables councils to define certain STHL as a 'party house' and enforce acceptable behavior through the Sustainable Planning Act . To date only the City of the Gold Coast has done so. The definition does not limit the number of people or bedrooms but defines the accommodation as being for "a period of less than 10 days".

To address noise issues, the Gold Coast City Council passed a local law (No. 19) Control of Party House Noise 2013. For an action to occur, excessive noise has to be experienced "more than 2 times during a 12-month period" or another specified frequency not less than 3 times during a 12-month period" (p2). The compliance section of Gold Coast City Council does not have a direct role as a noise abatement direction under this law is served by the police.

### Victoria

In Victoria, the Owners' corporations Amendment (Short-Stay Accommodation) Bill 2016 is proposed to give the Victorian Civil and Administrative Tribunal (VCAT) various powers over STHL, including prohibiting it based on inappropriate conduct and compensating other residents for loss of amenity. Both the STHL provider and occupant can be liable for the damage or compensation.

### South Australia

The South Australian Government has clarified that STHL does not constitute a change of use and does not require development approval.

### Western Australia

The Planning and Development (Local Planning Schemes) Regulations 2015 defines STHL as temporary accommodation provided either continuously or from time to time with no guest accommodated for periods totaling more than 3 months in any 12-month period.

The City of Fremantle's Short Stay Accommodation Local Law 2008 requires that dwellings which provide accommodation for a maximum of six occupants for a minimum of 2 nights but no more than three consecutive months must be registered.

The City of Perth requires planning approval for STHL as a change of use. These applications need to address fire safety and disability standards.

### Tasmania

The City of Hobart requires a once off planning permit when a residence is used for ongoing or multiple occurrences of STHL. Approval is required for all changes of use of a residence to STHL. Visitor accommodation is permitted in 5 residential zones provided it satisfies acceptable solutions. Visitor accommodation must be in an existing building, meet the parking and access code for on-site parking and have a floor area of no more than 160 square meters.

However, from July 2017 the use of a residence is exempt development if the principal residence is used only when the owner is on vacation; or no more than 4 bedrooms are used for short-term visitor accommodation. The use requires a permit in certain residential zones if in a building with an existing floor area of no more than 300 square meters (corresponding to letting up to 4 bedrooms) and the certain business zones if above ground floor level or at the rear of the Building.

Elsewhere it has been stated that no permit will be required for up to 4 rooms let as short-term visitor accommodation for up to six weeks (42 days) a year.

### New York City

Legislation made on 21 October 2016 is to take effect on 1 May 2017. It makes advertising an entire unoccupied apartment for less than 30 days illegal.

### Berlin

It is illegal to let more than 50% of an apartment on a short-term basis without a permit from the city.

### **San Francisco**

STHL is defined as a rental of all or some of the primary residential unit for less than 30 consecutive nights with a valid Short-term Residential Rental Registration. Only one registration is permitted per person.

Registration:

- enables renting a portion or the entire unit while the registered person is present for an unlimited number of nights per year
- provides that renting a portion or the entire unit while the registered host is not present is limited to a maximum of 90 nights per year
- enables the unit to be advertised providing the registration number is listed at the top of the description
- requires that hosts submit quarterly reports of all of the stays within their units for the last three months (or back to the date of their initial registration, whichever is applicable).

A host must be a permanent resident (owner or tenant) of the residential unit rented for short-term periods i.e. the person must live in that specific residential unit for at least 275 nights of any given calendar year.

Although there has been a defined registration by the city, more than half of the hosts were running their businesses illegally since there was no any implemented enforcement by platform providers as Airbnb.

It was recently announced that Airbnb has settled its lawsuit with the city of San Francisco on 1 May 2017. As part of the settlement, Airbnb will offer a streamlined registration process to hosts that makes it easy to register their short-term rental with the city and obtain a business license through Airbnb's platform.

The purpose of the new registration is to eliminate the illegal short-term letting and prevent housing stock from being illegally turned into de facto hotels.

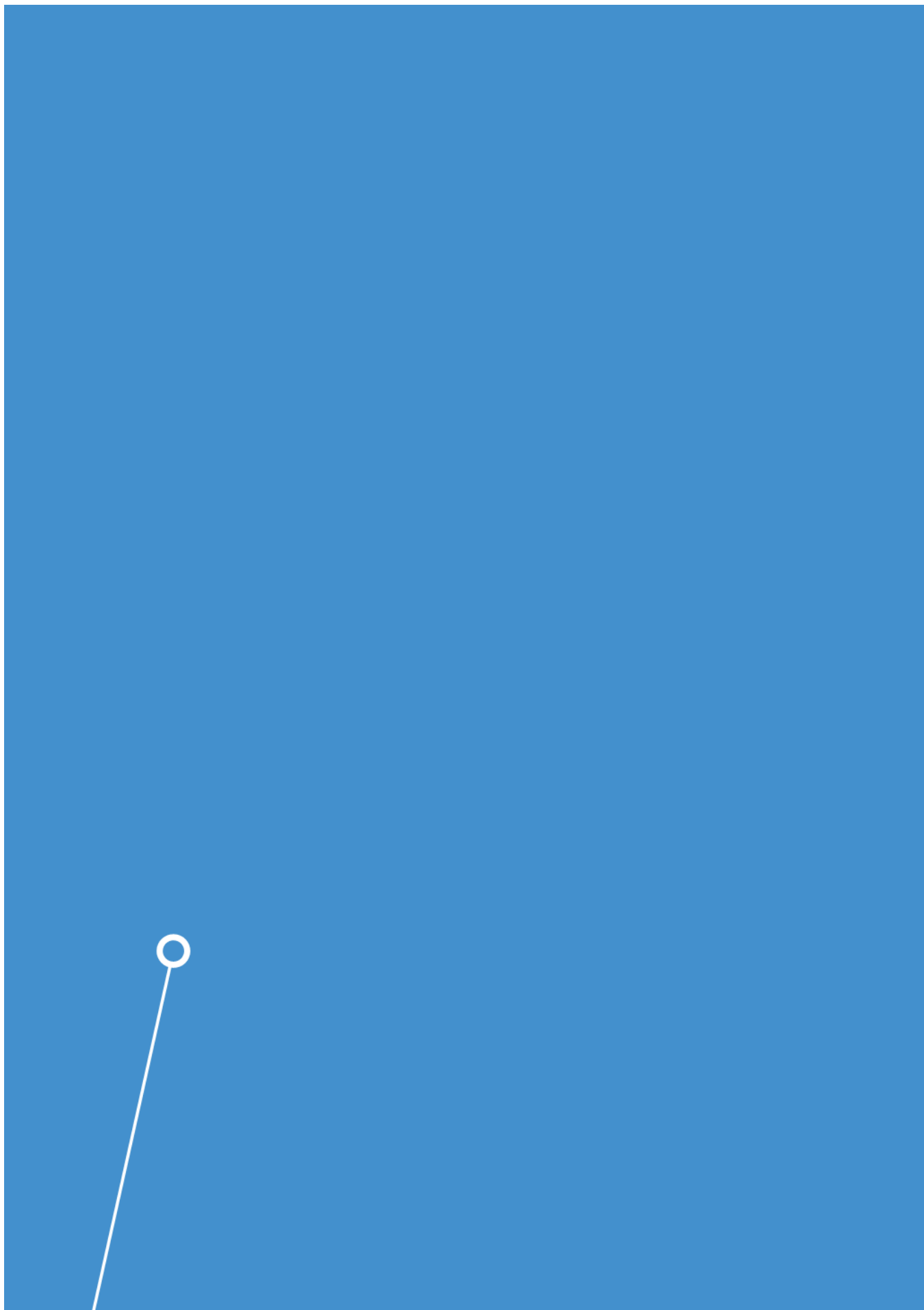
In this context, technology will be provided by Airbnb to automatically register new hosts with the city when they sign up, as well as to deactivate existing hosts who do not comply. During the sign-up process, potential hosts will be notified that their information will be shared with the city. The existing hosts have 8 months

### **Paris**

An authorisation is required for STHL longer than 120 days.

### **London**

The Greater London Council allows STHL for up to a total of 90 nights in any calendar year. Amenity provisions also apply. The use is not considered to be a change of use and no planning permission is required. Where STHL exceeds 90 nights in the same calendar year, planning permission is required, providing 'permanent short-term use' (similar to a hotel) is permissible on that site.





NSW Government response to the Final Report of the Parliamentary Inquiry into the Adequacy of Regulation for Short Term Holiday Letting

## **NSW Government response to the final report of the Parliamentary Inquiry into the Adequacy of Regulation of Short Term Holiday Letting**

Short-term holiday letting has been carried out in coastal and other tourist destinations in NSW for many years, often without planning approvals or incident.

The emergence of online booking services and the development of the sharing economy has seen short-term holiday letting expand significantly in Australia and overseas. Internet platforms have generated new marketplaces for short-term holiday letting, benefitting consumers and providers by lowering transaction and accommodation costs, and providing opportunities to earn income from unused assets; and broadening the economic benefits of tourism.

The NSW Government welcomes the final report of the Parliamentary Inquiry into the Adequacy of Regulation of Short Term Holiday Letting, and accepts many of its recommendations. The Government will be releasing a consultation paper on potential regulatory approaches to short term holiday letting in the near future.

A table with the NSW Government response to each of the final report's 12 recommendations is presented below.

NSW Government response to the Final Report of the Parliamentary Inquiry into the Adequacy of Regulation for Short Term Holiday Letting

## NSW Government Response to Recommendations

No	Recommendation	Response
1	That the NSW Government amends a) The Standard Instrument - Principal Local Environmental Plan to include a definition of short-term rental accommodation in the category of tourist and visitor accommodation b) The State Environmental Planning Policy (Exempt and Complying Development Codes) 2008 to allow short-term rental accommodation.	Qualified support. An options paper with approaches to implement a whole of government framework will be released for consultation.
2	Short-term letting of rooms in any property where the landlord or host is present be permitted as exempt development.	
3	Short-term letting of a principal place of residence be permitted as exempt development.	
4	Short-term letting of empty properties be permitted under State Environmental Planning Policy (Exempt and Complying Development Codes) 2008, as: • exempt development where the development does not exceed applicable impact thresholds; and complying development where the development exceeds applicable impact thresholds	Qualified support. Exempt and complying provisions will be considered as part of the new approach.
5	The NSW Government investigates, in consultation with advocates for traditional accommodation operators, the impact of the growth of short-term rental accommodation on their industry, and identifies opportunities to reform current regulations.	Qualified support. The principles for regulating traditional accommodation operators and short-term holiday letting should be aligned, fit for purpose and focused on consumer and community safety and amenity. The issues will be investigated further.  The NSW Government will continue to work closely with all stakeholders to identify opportunities for regulatory reform.

NSW Government response to the Final Report of the Parliamentary Inquiry into the Adequacy of Regulation for Short Term Holiday Letting

6	The NSW Government participates in the management of the Holiday and Short-Term Rental Code of Conduct to ensure that it has a broadly-based management structure, including community representation, and increases its industry coverage.	Qualified support. The Code of Conduct is an industry-led, voluntary national code and industry is best placed to oversee and enforce it. The NSW Government will support implementation of the national code when and where possible.
7	<p>The NSW Government develops a compliance system for short-term rental accommodation under the Environmental Planning and Assessment Act 1979 which considers:</p> <p>a) the use of the investigative powers in Division 1C of the Act</p> <p>b) streamlined development assessment (Complying Development Certificates)</p> <p>c) the Holiday and Short-Term Rental Code of Conduct</p> <p>d) 'party house' provisions</p>	<p>Qualified support. A strong compliance system already exists under the <i>Environmental Planning and Assessment Act 1979</i> and is able to be used by councils. These provisions will be evaluated when considering the new approach.</p> <p>The Government supports industry taking a strong approach to self regulation through its Code of Conduct. Government will work with industry to determine the effectiveness of their approach to monitor and respond to complaints and other compliance issues, and will determine if a further regulatory response is required.</p>
8	The NSW Government prepares advice to councils and the community outlining the changes which will apply to short-term rental accommodation, and implements a communication and monitoring program.	Support.
9	That local councils be responsible for communicating with all landowners about their rights and obligations	Support.
10	The NSW Government considers amendments to strata regulations to give owners corporations more powers to manage and respond to adverse behaviour resulting from short-term letting in their buildings.	Support.
11	The NSW Government reviews the impact of short-term letting in the strata environment after no later than three years.	Qualified support. The <i>Strata Schemes Management Act 2015</i> will be reviewed in five years. The timing will allow assessment of any on-going impacts of short-term letting in the strata environment that current provisions have failed to resolve.



NSW Government response to the Final Report of the Parliamentary Inquiry into the Adequacy of Regulation for Short Term Holiday Letting

- 12 The NSW Government implements a program to collect data on the holiday industry generally, and short-term letting in particular, to assess the economic contribution of short-term letting and its impact on housing affordability and community viability.
- Qualified support. The Commonwealth Government, through Tourism Research Australia, collects data for the National and International Visitor Survey through a sampling technique. This time series of data for tourists and visitors in accommodation other than traditional forms such as hotels, serviced apartments, bed and breakfast, backpackers' accommodation and the like will be drawn upon to assist in identifying trends in numbers of visitors accommodated. The Government will analyse this and other available data to help consider the economic contribution of short-term letting and its impact on housing affordability and community viability.

## Submission on Short-term Holiday Letting in NSW Options Paper (July 2017)

### Introduction

Northern Beaches Council appreciates the opportunity to make this submission on the NSW Government's Options Paper regarding regulation of Short-term Holiday Lettings (STHLs), which has significantly expanded locally with the emergence of online booking services and the development of the sharing economy.

Council acknowledges and supports the whole of Government approach proposed by the NSW Government to progress towards the best regulatory framework, addressing land use and planning concerns, strata managed buildings, and the amenity of residents. Notwithstanding substantial contributions to local visitor accommodation made by STHL, greater research is also required into current and future impacts of STHLs on housing affordability in local areas such as the Northern Beaches.

The recent proliferation of STHLs through various online accommodation booking companies such as 'airbnb' is a trend which poses some important questions for Council regarding future land use planning under the provisions of its Local Environmental Plans.

Council's submission emphasises the need for a clear state-wide landuse planning framework for the regulation of STHLs that also provides individual Council's with powers to establish local policy responses to the issue in consultation with local communities.

In response to other themes outlined in the Options Paper, Council does not oppose various initiatives for strata and industry regulation as well as registrations. Council supports strata title reform giving owners corporations the power to determine and better manage short term holiday lettings under by-laws including trial periods and enforcement of by-laws that are associated with moderating the impact of the use. It is also considered that regulation of offensive noise and the like could be reviewed respecting STHLs.

It is considered that a clear NSW Planning framework supported by a level of local flexibility will provide greater certainty to support these other potential options for regulatory reform.

### Existing LEP Provisions

Existing LEP provisions for temporary or short term accommodation on a commercial basis vary amongst the Northern Beaches LEPs (Manly LEP 2013, Warringah LEP 2011, Pittwater LEP 2014) as they do across NSW. The NSW Government's 'Standard Instrument (LEP) Order currently defines tourist and visitor accommodation for all LEPs as follows:

*'Tourist & Visitor Accommodation' means a building or place that provides temporary or short-term accommodation on a commercial basis, and includes any of the following:*

- (a) backpackers' accommodation,*
- (b) bed and breakfast accommodation,*
- (c) farm stay accommodation,*
- (d) hotel or motel accommodation,*
- (e) serviced apartments,*

*but does not include:*

- (f) camping grounds, or*

- (g) caravan parks, or
- (h) eco-tourist facilities.

*'backpackers' accommodation' means a building or place that: (a) provides temporary or short-term accommodation on a commercial basis, and (b) has shared facilities, such as a communal bathroom, kitchen or laundry, and (c) provides accommodation on a bed or dormitory-style basis (rather than by room).*

*'bed and breakfast accommodation' means an existing dwelling in which temporary or short-term accommodation is provided on a commercial basis by the permanent residents of the dwelling and where: (a) meals are provided for guests only, and (b) cooking facilities for the preparation of meals are not provided within guests' rooms, and (c) dormitory-style accommodation is not provided. Note. The number of bedrooms for bed and breakfast accommodation.*

*'farm stay accommodation' means a building or place that provides temporary or short-term accommodation to paying guests on a working farm as a secondary business to primary production*

*'hotel or motel accommodation' means a building or place (whether or not licensed premises under the Liquor Act 2007) that provides temporary or short-term accommodation on a commercial basis and that: (a) comprises rooms or self-contained suites, and (b) may provide meals to guests or the general public and facilities for the parking of guests' vehicles, but does not include backpackers' accommodation, a boarding house, bed and breakfast accommodation or farm stay accommodation.*

*'serviced apartment' means a building (or part of a building) providing self-contained accommodation to tourists or visitors on a commercial basis and that is regularly serviced or cleaned by the owner or manager of the building or part of the building or the owner's or manager's agents.*

The Warringah and Manly LEPs do not adopt a separate definition for STHL. Pittwater LEP includes a separate definition that is additional to the Standard LEP definitions of Tourist & Visitor Accommodation. Pittwater LEP defines short term holiday rental accommodation as follows:

*short term holiday rental accommodation means an existing dwelling that is used for temporary or short term accommodation on a commercial basis excluding the following land uses: (a) backpackers' accommodation, (b) bed and breakfast accommodation, (c) commercial premises, (d) entertainment facilities, (e) farm stay accommodation, (f) function centres, (g) hotel or motel accommodation, (h) serviced apartments.*

In the Pittwater LEP, 'short-term holiday rental accommodation' is exempt development when used for a period of less than 3 months by any individual or group. The introduction of this provision also clearly established that the temporary or short-term accommodation on a commercial basis for longer than 3 months by any individual or group would not be exempt and would require planning approval (where permissible).

Provisions in the Manly LEP prohibit any tourist & visitor accommodation that provides accommodation for over 3 months as follows:



#### 6.15 Tourist and visitor accommodation

- (1) *The objective of this clause is to maintain the supply and availability of tourist and visitor accommodation in Manly to as many different tourists and visitors as possible.*
- (2) *Development consent must not be granted to development for tourist and visitor accommodation unless the consent authority is satisfied that the development will not provide accommodation to the same person for a period of more than three consecutive months.*

The attached Table 1 summarises the permissibility of temporary or short term accommodation on a commercial basis in various Northern Beaches LEP zones in accordance with existing defined LEP definitions. The land use is prohibited in many zones to ensure that the range of uses such as Backpacker Accommodation, hotel/motel accommodation etc. do not occur in inappropriate locations. In this regard, tourist & visitor accommodation is prohibited in all low density residential zones across the Northern Beaches except for Bed and Breakfast Accommodation which is permissible with consent.

#### **Need for a Standard Instrument Definition of Short Term Holiday Rental Accommodation**

It is widely acknowledged that the existing range of meanings under the group term Tourist and Visitor Accommodation fails to adequately include and address a substantial area of accommodation types for the tourist accommodation industry involving temporary or short term accommodation on a commercial basis through online booking agencies.

Council therefore supports recommendations for the Standard LEP Instrument to include a definition of short term short-term rental accommodation.

#### **Councils Should Retain Responsibility for Regulating Short Term Holiday Rental Accommodation**

Beyond the introduction of a state wide LEP definition, Council submits that the regulation of STHLs through the planning system is most appropriately undertaken by local Councils who are best positioned to consult with local communities and to understand local characteristics and impacts.

State-wide provisions which determine whether or not development consent is required, or whether a certain use is complying or exempt development in certain areas, are not considered appropriate and are unlikely to lead to the best planning outcomes for local communities. Similarly, the prescription of detailed controls at the state level for the maximum number of days, maximum number of bedrooms, length of stay etc. is not supported. Rather, it is recommended that such requirements be specified by Council in a similar manner to other miscellaneous uses under clause 5.4 of the Standard Instrument, where Council considers it appropriate.

A standard dictionary definition of short term short-term holiday rental accommodation must be clear and distinguishable from other types of tourist and visitor accommodation.

Council submits that the definition must also recognise the wide range of accommodation types that fall within this use ranging from letting a room in an occupied residential dwelling to the letting of an entire property. There are significant differences in the scale and impacts between lettings within an established residential occupation (i.e. sharing same domicile as the host) to letting of a fully contained dwelling or property solely for holiday purposes in the absence of established resident's onsite. It is therefore recommended that the new definition

should be drafted in a manner that would enable Council to distinguish between hosted and non-hosted uses to allow for differing policy responses in individual LEPs.

### **Impact of Short Term Holiday Rentals on Affordable Rental Accommodation**

There is growing evidence that the expansion of STHL is impacting on the affordability of longer term rental accommodation. As noted in the Options Paper, a number of international cities have taken action to control and restrict STHLs in an effort to address this concern. It is increasingly evident that many parts of Sydney are subject to the same pressures as these cities.

It is recommended that Council's should be provided with appropriate mechanisms through the planning system to address this concern, if required, based on an assessment of local conditions.

### **Conclusion**

Northern Beaches Council recognises the regulatory issues posed by STHL as canvassed in the NSW Options Paper, with particular regard to land use planning and the protection of neighbourhood amenity. Recommendations arising from further research into the economic impacts of short-term letting on local communities will also be of interest to Council. In this regard further research is required to establish whether such holiday lettings impact on the provision of affordable rental accommodation in the Council area.

Council supports the creation of a state-wide standard instrument definition of short term holiday rental accommodation which is clear and distinguishable from other types of tourist and visitor accommodation. However, it believes that the regulation of its permissibility and the establishment of detailed criteria for its operation should be a matter for Councils to prescribe, similar to other miscellaneous uses under Clause 5.4 of the Standard Instrument.

Table 1: Summary of LEP Permissibility for 'Tourist and Visitor Accommodation'

Note: 'X' indicated permissible with consent.

LEP Zones	Tourist and Visitor Accommodation					Short-term holiday rental accommodation Note: defined and applicable in Pittwater LEP only
	backpackers' accommodation	bed and breakfast accommodation	farm stay accommodation	hotel and motel accommodation	serviced apartments	
RU2 Rural Landscape (Pittwater LEP only)		X	X			Exempt Development in all zones only when used for a period of less than 3 months by any individual or group
RU4 Primary Production Lots (Warringah LEP only)		X				
R1 General Residential (Manly LEP only)		X				
R2 Low Density (All LEPs)		X				
R3 Medium Density (Manly LEP only)	X	X	X	X	X	
R3 Medium Density (Warringah LEP only)		X				
R3 Medium Density (Pittwater LEP only)		X			X	
B2 Local Centre (All LEPs)	X	X	X	X	X	
B3 Commercial Core (Warringah LEP)				X		
B4 Mixed Use (Warringah & Pittwater LEPs only)	X	X	X	X	X	
B6 Enterprise Corridor (Manly & Pittwater LEPs only)				X		
SP3 Tourist (Manly & Pittwater LEPs only)	X	X	X	X	X	
E3 Environmental Management & E4 Environmental Living (All LEPs)		X				