



MANLY

Balgowlah Shopping Centre

Urban Design Plan 1999



Prepared by the

Manly Council

April 1999



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Planning Design and Environment Group

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A. Overview

A1 The purpose of this Urban Design Plan

The purpose of this document is to provide detailed guidance for the future development of the Balgowlah Shopping Centre. The plan aims to identify and document the nature of the existing built environment, focusing on current problems, and to suggest potential solutions, that will result in enhanced safety, convenience and friendliness. The extent of the study area is identified in Display Sheet 1 or page 2.

A2 The aims of this Urban Design Plan

- ▶ to create an environment that is friendly, safe and convenient
- ▶ to improve the visual and physical amenity of the area in order to encourage more regular and extended visits to the centre
- ▶ to create a distinct identity for the Balgowlah Shopping Centre
- ▶ to encourage environmentally

sustainable urban design

- ▶ to define the future built and physical form of the area, in order to protect against inappropriate development
- ▶ to encourage a wider range of services and facilities in order to provide for the needs of the community; and
- ▶ to encourage a mixture of retail and residential developments in a form that protects and improves both the existing retail and residential amenity.

A3 Initiation of this plan - community aspirations

On 22 June 1998 Council considered proposals for the redevelopment of the Totem Centre and resolved that urban design controls be prepared for the block bounded by Sydney Road, Condamine Street, Griffiths Street and Woodland Street. The local Chamber of Commerce approached Council with a series of proposals for the area, including:

1. Sign posting the existing carparks so that motorists are aware of their existence.
2. Improve the street lighting.
3. Develop a pleasant outdoor area in which people can eat lunch.
4. Complete redesign of street furniture.
5. A street facility guide with maps and listings.
6. Expand the parking in the Condamine Street area.
7. Cohesive paint scheme for buildings.
8. Easy road crossing.
9. 'Everyone knows your name' badge campaign.
10. Traffic signposts that mention Balgowlah.
11. Encourage the establishment of evening entertainment facilities.
12. Business and Staff education plan.
13. Cultural events.
14. A Council presence in Balgowlah, such as a branch library.

Clearly some of these are 'long term' strategic matters, needing consultation, investigation, public exhibition and review. Accordingly it was agreed that Council would prepare an Urban Design and Landscape Plan for the Balgowlah Shopping Centre.

In particular the following issues are facing the centre:

- ▶ competition from other commercial centres, especially Warringah Mall, but also Manly, Frenchs Forest and Seaforth
- ▶ the need for a Balgowlah Identity, to define a 'sense of place'
- ▶ the need to identify and protect the special character of the centre, including the rejuvenation of the commercial strip
- ▶ the need to improve the pedestrian amenity.
- ▶ the need to provide coordinated landscaping for the centre.

In order to appropriately respond to the needs of the local community, this plan has been prepared in conjunction with the Balgowlah Chamber of Commerce.

A.4 Local Environmental Plan applying to the land

The Manly Local Environmental Plan 1988 as amended applies to the land the subject of this plan. Provisions of the Manly LEP take precedence over this Plan.

A.5 Development Control Plans applying to the land

The following Development Control Plans (DCPs) should be read in conjunction with this plan:

- ▶ Manly DCP for the Business Zone 1989 (as amended)
- ▶ Manly DCP for the Residential Zone 2001 (as amended)
- ▶ Manly DCP for Energy Efficient Buildings 1998
- ▶ Manly DCP for Access 1996
- ▶ Manly DCP for Advertising Signs 1993.

A.6 Use of this document

This plan is to be used by both private and public bodies in addressing the appropriate direction of any development within the subject area. In addition it is intended that this plan identifies matters requiring attention by both private individuals and public bodies, in order to achieve the desired aims.

1. The setting

1.1 Location and setting

Balgowlah Shopping Centre is located approximately 10 km from Sydney Central Business District and 2km west of Manly. A location plan is shown on *Display Sheet No. 1* (see appendix).

It is generally located in a saddle on the ridgeline running east/west and extending into a broad gully on the northern side of this ridge. Two major through-roads dissect the centre. Sydney Road follows the ridgeline to the Manly Town centre, and Condamine Street extends from Balgowlah Heights north to Manly Vale. The road grid of the shopping centre aligns with these major roads.

The centre is close to various services and amenities, recreation facilities and employment areas of Seaforth, Manly, Manly Vale and Brookvale.

The centre originated as a commercial strip focusing on Sydney Road between Woodland Street and Boyle Street. However in the early 1960s the Totem shopping centre was developed to the north of Sydney Road. This development has pulled some of the commercial focus away from Sydney Road. Following the development of the Totem, the southern and central portions of the street block surrounded by Sydney Road, Woodland, Griffith and Condamine Streets, have been largely developed for commercial purposes. The

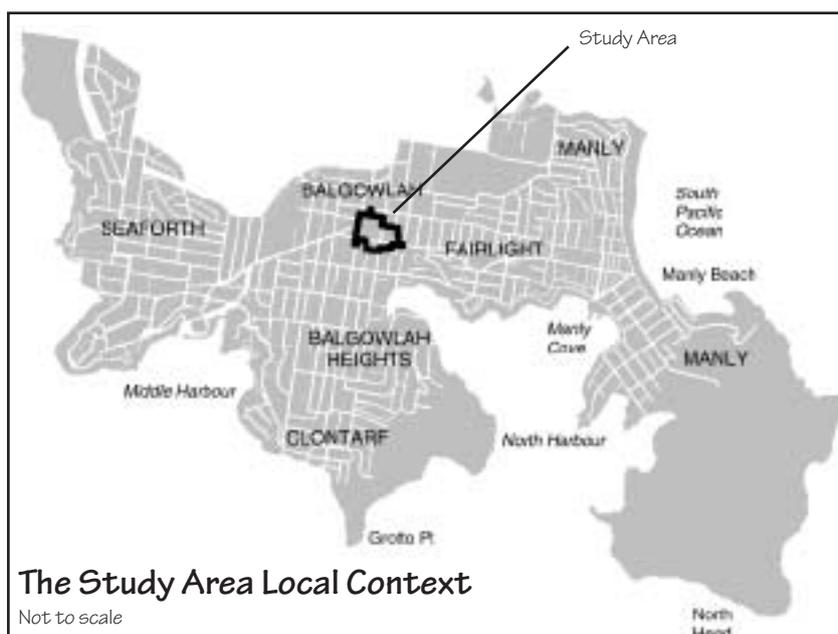
remaining portions of this block have remained primarily residential in nature.

Residential development in the surrounding area varies in form. The majority of dwellings are single detached, with residential flat buildings of various sizes scattered through the residential streets.

The shopping centre is the second largest commercial area, by floor space, in the Manly Council area. The Totem Centre has undergone some improvement since its initial construction, however both the Totem and surrounding streetscapes and buildings require updating and refurbishment if they are to regain and evolve along with other growing commercial centres.

This need for refurbishment, coupled with the continued growth of Warringah Mall regional shopping centre, only 2.7km to the north, has tended to reduce the centre's significance.

This urban design plan seeks to provide mechanisms that will help rejuvenate the shopping centre, both functionally and visually, and improve the attractiveness and amenity for users.



1.2 Existing planning controls

Although the study will be focusing on the commercial nature of the centre, it is necessary to include some of the surrounding residential land in the study area in order to consider the strategic impacts of the recommendations.

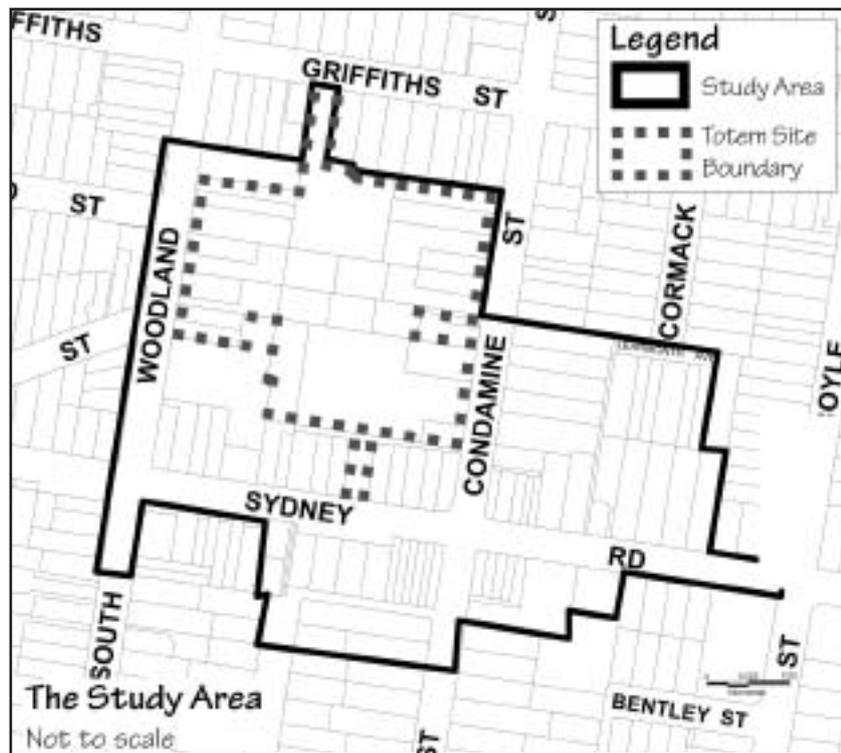
The study area therefore includes the following zones, as defined under the Manly Local Environmental Plan, 1988:

- ▶ Zone No. 2. Residential
- ▶ Zone No. 3. Business
- ▶ Zone No. 5. Special Uses [includes Parking, Church and Access].

Display Sheet No. 1 (see appendix) indicates the zoning within the study area.

Detailed development controls are contained in specific Development Control Plans (DCPs) applicable to the study area, as follows:

- ▶ Manly DCP for the Business Zone 1989 (as amended)
- ▶ Manly DCP for the Residential Zone 2001 (as amended)
- ▶ Manly DCP for Energy Efficient Buildings 1998
- ▶ Manly DCP for Access 1996
- ▶ Manly DCP for Advertising Signs 1993.



1.3 Applicable DCP controls

The Business DCP permits the establishment of a wide range of commercial uses (refer Figure 1, page 3), as well as dwellings in the Business Zone.

Although the Business DCP does not control residential density, it defines a maximum floor space ratio of 2:1. A height control of 10.5 metres applies to street frontages. With no restrictions on residential density in the Business Zone it is feasible that this zone could become dominated by Residential uses.

The Residential Zone, adjacent to and surrounding the Business Zone, provides for mainly medium density

housing with areas of high density residential located immediately adjacent to and both north and south of the Business Zone.

1.4 Historical building forms/ uses

The suburb of Balgowlah was one of the first of 10 villages established in the County of Cumberland. The name 'Balgowlah' is an Aboriginal word meaning either 'north harbour' or 'no devil'.

The village of Balgowlah was laid out by Major Thomas Livingstone Mitchell in 1828, as Surveyor General of New South Wales. Balgowlah originated with 31 allotments ranging in area from 2 to 5 acres (8093.6m² to 2.02ha).

Figure 1

**Zone 3 -
Business Zone**

1. Objectives of the zone

The objectives are:

- a) to provide for and encourage the development and expansion of business activities which will contribute to the economic growth and employment opportunities within the Manly Council area
- b) to accommodate retail, commercial and professional services in established locations in the residential neighbourhoods where such development is compatible with the amenity of the surrounding areas
- c) to ensure there is adequate provision for carparking in future development in the business areas

- d) to minimise conflicts between pedestrians and vehicular movement systems within the business areas.

2. Without Development Consent

Bed and breakfast accommodation, home occupations.

3. Only with Development Consent

Any purpose other than a purpose included in item 2 or 4.

4. Prohibited

Bulk stores; bus depots; car repair stations; dwelling houses other than those erected and used in conjunction with any permissible use and situated on the same allotment as that use; fuel depots; gas holders; generating works; heliports; purposes specified in Schedule 3; junk yards; liquid fuel depots; mines; road transport terminals; roadside stalls; sawmills; warehouses.

Source: Manly Local Environmental Plan 1988.

Substantial development in Balgowlah did not begin until the unplanned suburban boom of the 1920s. It was not until this time that the shopping centre began to develop. When the Spit Bridge was built in 1924, Balgowlah like its neighbours became a suburb with easy access to the city. This created an opportunity for city workers to settle in the suburb. Since this time the Balgowlah Shopping centre has become not just a collection of shops, but a 'centre' that has a variety of uses that attract people for work, recreation, food, clothing, and personal services.

Council surveys conducted in 1975 found that people were attracted to the Balgowlah Shopping Centre for the following goods and services:

- ▶ houseware and domestic hardware (carry home goods)
- ▶ personal care services (laundry, dry cleaner, hairdresser etc)
- ▶ office and professional services (banks, medical, dental, solicitors etc).

As discussed in section 1.5, Balgowlah shopping centre is still a necessary service centre, providing for the needs of the local community.

Given the evolution of the shopping centre, heritage architects Gordon and Valich, and Koopman architects were contracted by Council to carry out an assessment of the heritage values/styles and general stock of existing buildings. In particular they:

- ▶ identified the architectural style of properties, at street frontage, zoned commercial or special uses within the study area
- ▶ identified those buildings that presently exhibit an inappropriate use of paint given their architectural style, or could be enhanced with the use of paint
- ▶ provided a palette of colours and an approach to the use of these colours given the architectural style/detailing of the relevant buildings.

A copy of their recommendations is *Display Sheet No.s 2-6* (see appendix).

1.5 Current uses

The current uses are shown on the existing land use plan *Display Sheet No. 1*. Shops and commercial uses dominate Sydney Road, whilst the Totem Centre, immediately adjacent on the north, is typical of most small district shopping centres in the type of shops and services it provides. However, given the development of Warringah Mall and Manly Vale this centre no longer provides the proportion of houseware and domestic hardware seen previously. In particular:

1.5.1 Sydney Road

This typical strip centre now contains a range of uses including banks, real estate offices, restaurants as well as a number of speciality/comparison shops. A number of these premises contain commercial and/or residential components on their first floor. There appears to be a predominance of food premises, real estate agents and hairdressers, with the number of comparison-shops being relatively limited.

1.5.2 The Totem Centre

The existing centre contains two supermarkets, a number of speciality shops and a multi-level car park providing 404 spaces. The most visible pedestrian access is from

Condamine Street, but access is also available from Sydney Road and internally from the various carpark levels. The centre was originally constructed in 1963. A refurbishment/redevelopment proposal has recently been promoted. Amongst other things this proposal includes a substantial multi-storey residential component. In response to this proposal Council has prepared separate urban design controls for the Totem Centre, which complement this Urban Design Plan.

1.5.3 Car parking

Public carparks are currently provided in two locations. A Council owned carpark is located between Jackson and Condamine Streets to the south of the centre. This carpark provides 38 spaces. The adjacent property is owned by Council and currently contains a dwelling. Council intends to develop this property as an extension of the public carpark. The existing Totem centre carpark provides 404 parking spaces accessed from Sydney Road and Griffith Street.

On-street parking in Sydney Road, Condamine and Woodland Streets is subject to various time limits. Parking restrictions do not apply to the northern sections of

Condamine and Woodland Streets, or Griffith Street, which are predominately residential in nature.

Any additional floor space within the shopping centre would generate a parking requirement at the rate of one space per 70 square metres for commercial uses and at least one per dwelling, for visitors.

Figure 2 (see appendix) indicates the location and number of parking spaces within the Study area.

1.6 Shopper Survey

Council staff conducted a brief shopper survey within the shopping centre over a number of days in November 1998. The aim of the survey was to determine shopper habits and aspirations as they relate to the shopping centre. The results of the survey should be considered as indicative only. A copy of the survey, and the tabulated responses are shown in *Figure 3 + 4* (see pages 6+7).

It was apparent from the survey that the main attraction for shoppers in Balgowlah shopping centre is the Totem Centre, with Sydney Road being of secondary importance. Grocery and general shopping appear to be the main reason for frequenting the centre, followed by banking services. Restaurants within the centre are also an attraction. A large number of respondents make multiple visits to the centre each week.

Generally the majority of respondents was aged over 40, travelled to the centre by car, parked in the Totem Centre and live in the Manly LGA.

The frequency of visits suggests that the centre serves as a local shopping centre. Its accessibility and its central location tend to reinforce this role.

The attraction of the Totem centre is probably to the detriment of the Sydney Road shops. During the survey period there appeared to be few pedestrians frequenting Sydney Road other than in the vicinity of the bus stops or the banks. The average age of the respondents, coupled with the current unattractive pedestrian environment and relatively poor pedestrian access between the Totem Centre and Sydney Road would probably contribute to the limited use of the Sydney Road strip.



Figure 3

Balgowlah - Urban Design Plan

Shopper Survey

Date: Time:

Male

Female

Age:

School Age

Less than 20

20-40

40-60

Over 60

1. How often do you visit the Balgowlah shopping centre?

Daily

Twice Weekly

Fortnightly

Occasionally

Linked Trip

2. During this visit will you be shopping in the Totem Centre or along Sydney Road?

Sydney Road

Totem Centre

Both

3. How did you travel to the shopping centre?

Car [See 3(a)]

Bus

Walk

Bicycle

Taxi

Other

3 (a) Where did you park the car?

Street

South

Totem Centre

4. What is the purpose of your visit?

Groceries

General Shopping

Banking

Professional Services

Medical

Restaurants

Work

Other

5. How long do you intend to stay at the shopping centre?

Less than 1 hour

1-2 hours

2-3 hours

3-4hours

Greater than 4 hours

All day

6. Do you live in the Manly LGA?

Yes (see Q. 7)

No (see Q. 8)

7. Which precinct do you live in?

Balgowlah Heights

Bantry Bay

Clontarf

Fairlight

Fairy Bower

Ivanhoe Park

Little Manly

Manly West

North Harbour

Ocean Beach

Seaforth

The Corso

8. What is your postcode?

Thank you for your assistance

Figure 4

Balgowlah Shopping Centre Urban Design Plan

Shopper Survey Correlation

Total number interviewed	97	Car Park Location:	
Female	62 or 64%	On Street	16 or 17%
Male	35 or 36%	South Car Park	5 or 06%
Age Groups	No of Responses	Totem Centre	46 or 47%
School Age	1 or 01%	Purpose of visit:	
Under 20 years	3 or 03%	Groceries	49 or 50%
20-40	36 or 37%	General Shopping	35 or 36%
40-60	36 or 37%	Banking	30 or 31%
Over 60 years	21 or 22%	Professional Services	9 or 09%
Frequency of visits:		Medical	11 or 11%
Daily	30 or 31%	Restaurants	17 or 18%
Twice Weekly	45 or 46%	Work	17 or 18%
Fortnightly	8 or 09%	Other	10 or 10%
Occasionally	12 or 13%	Duration of stay:	
Linked Trip	1 or 01%	Less than 1 hour	40 or 41%
Location shopped:		1-2 hours	35 or 36%
Sydney Road	14 or 15%	2-3 hours	5 or 05%
Totem Centre	43 or 44%	Greater than 4 hours	1 or 01%
Both locations	40 or 41%	All day	15 or 16%
Travel mode:		Origin or respondents:	
Car	61 or 62%	Manly LGA	71 or 73%
Bus	15 or 16%	Other locations	26 or 27%
Walk	20 or 21%		
Taxi	1 or 01%		

1.7 Retail issues

Given the nature of this plan, and the impending development of the Totem centre, Retail Consultants Hill PDA was commissioned to address the potential effects on commercial and residential development within the study area.

The consultants assess Balgowlah as a 'district' or 'community centre' based upon Gross Floor area and catchment population. The floor area per person however is lower than the NSW average, suggesting that the centre would suffer 'leakage' to other centres.

More successful smaller centres have become 'convenience centres' with greater emphasis on food retailing, just-in-time shopping, fast foods, local services and petrol. To retain market share Balgowlah needs to focus on convenient access for 'time-poor' shoppers with increased supermarket sizes, extended trading hours and decreased numbers of like speciality retailers. In particular they recommend that the Balgowlah Shopping Centre:

- ▶ expand supermarket floor space
- ▶ improve its retailing mix of speciality food, necessary items, cafes, restaurants and local

services to attract and maintain shopper loyalty

- ▶ not duplicate speciality stores in Totem and street frontages
- ▶ improve vehicular access and parking to make shopping more convenient
- ▶ improve pedestrian access between shops, located along street frontages and within Totem.

1.8 Controlling authorities

A number of 'authorities' have a direct or an indirect influence on development and/or activities in the Study area. These include:

- ▶ Manly Council - [development and building controls, tree preservation, road maintenance, street cleaning, garbage collection, public health]
- ▶ Roads and Traffic Authority - [traffic control, road maintenance, parking restrictions, traffic statistics]
- ▶ Sydney Buses - [public transport]
- ▶ NSW Police Service - [public safety, crime prevention]

- ▶ Sydney Water - [water and sewerage reticulation]
- ▶ Energy Australia - [electricity supply]
- ▶ AGL - [gas supply]
- ▶ Telstra [and to lesser extent, Optus] - [telecommunications]

The controlling authorities have been consulted in broad terms during the preparation of this plan. They will be further consulted, as appropriate prior to the introduction of specific proposals, which may impact on their area of concern.

1.9 Precedents

Clearly a number of the issues relating to the study area are relevant to local commercial centres country-wide. In compiling the recommendations in this document, use has therefore been made of solutions developed in other locations. Some examples of appropriate responses to the issues are included in *Display Sheet No. 8* (see appendix).

2. The pedestrian environment

2.1 Current situation/ issues

The Balgowlah commercial centre lies at the intersection of two major through roads, Sydney Road and Condamine Street. Each of these roads has high traffic volumes, which divides the shopping centre (physically and psychologically) into 4 distinct sectors.

The centre itself is a combination of an older 'strip' centre focused largely on Sydney Road, and a more modern 'plaza' type development (Totem). The shopping areas with frontage onto the main roads suffer all the disadvantages of a strip shopping centre, i.e. restriction of pedestrian movement, difficulty in finding and using roadside parking and poor amenity through the effects of dust, noise and fumes.

These characteristics of the centre contribute towards a poor environmental quality for the pedestrian.

In addition, the focus on the movement of vehicles in and around the centre at the expense of pedestrian amenity, and the internalisation of some retail outlets within the Totem,

has meant the neglect of a number of services for the pedestrian:

- ▶ many opportunities for linking pedestrian access between the Totem Centre, parking areas, bus stops and community facilities, have been either ignored or insufficiently developed
- ▶ convenient and safe access to different parts of the centre is impeded because of limited pedestrian crossings across busy streets

- ▶ existing street furniture consists of Corso Mark II single bench seats and table and bench sets, older style litter bins, both timber and brick planter boxes and standard street lighting as supplied by Energy Australia - this mixture of furniture adds to the visual cacophony of the shopping centre
- ▶ interlocking footpath paving laid in the early 1980s is lifting because of tree roots, degraded subgrade and natural settlement over time, and is regularly

interrupted by service pits



corso furniture



Corso Furniture

Existing street furniture consists of Corso Mark II single bench seats and table and bench sets

- ▶ uneven and unlevel surfaces create obstacles and barriers for the patron in need of good accessibility
- ▶ the surfaces of surrounding pedestrian links are inconsistent, and include a mixture of tiles, paving and concrete
- ▶ street tree planting is predominately *Ulmus parvifolia* (Chinese Weeping Elm) - this species is suitable for the shopping centre, however some are inappropriately located - street tree planting in Condamine Street north of Sydney Road is *Lophostemon confertus* (Brush Box)
- ▶ the street planting of *Melaleuca quinquenervia* (Broad leafed paperbark) in the vicinity of 318 and 312 Sydney Road is not suitable and should be replaced
- ▶ there is no provision for informal seating areas, the existing timber planters are in poor condition and restrict car door opening for vehicles parked in Sydney Road - the existing brick planting boxes provide no useful purpose, being too narrow and low to provide informal seating - in addition they impede pedestrian flow
- ▶ the widths of existing awnings align with the outer extent of footpaths, restricting opportunities for street tree planting
- ▶ traffic along Sydney Road and Condamine Street is heavy and noisy - use of the pedestrian environment for relaxing and conversing is compromised
- ▶ lighting of street edges and laneways is inadequate, (and in some cases non-existent) presenting safety and amenity concerns
- ▶ rubbish bins require reassessment
- ▶ there is no shelter at some of the existing bus stops
- ▶ *Display Sheet No. 7* (see appendix) provides examples of these issues - to ensure the continued survival of the shopping centre it is imperative that the pedestrian environment external to the Totem is inviting and provides easy access to all services.



Paving is worn, poorly edged and regularly interrupted by service pits

2.2 Aims for the pedestrian environment

In response to these issues the following aims have been identified for the pedestrian environment:

- ▶ to provide opportunities for direct, and user friendly, pedestrian linkages between destination points
- ▶ to reduce pedestrian and traffic conflict on Condamine Street and Sydney Road
- ▶ to upgrade and coordinate public seating areas in a manner that encourages their use, through the provision of landscaping, furniture and lighting that complement the existing and proposed spaces
- ▶ to provide a coordinated design for street landscaping, furniture and lighting that encourages the public use of these areas during daylight and after dark
- ▶ to ensure all persons are provided with equal opportunities for access to facilities and businesses
- ▶ to improve pedestrian amenity by reducing perceived traffic noise through the use of planting, a quieter road surface, built structures and the provision of informal seating areas.

2.3 Proposals for the pedestrian environment

Given the nature of the Balgowlah Shopping Centre, and the physical separation of the Totem from Sydney Road, pedestrian treatments could be central to rendering the area more desirable to the potential customer.

The pedestrian environment must be seen to be part of the shopping centre rather than as a transport route, adjacent to the shops. The spaces must feel safe, comfortable, and encourage accessibility.

The following recommendations attempt to provide this level of amenity, whilst also supporting the creation of a coordinated identity for the Balgowlah Shopping Centre. These recommendations are visually represented in *Display Sheet No.s 11 and 12*.

2.3.1 Linkages/arcades

- ▶ pedestrian links/arcades are to be developed in locations indicated on the Landscape Masterplan - where possible a direct sightline should be provided from one end to the other - directional signs should identify these links - lighting should be provided

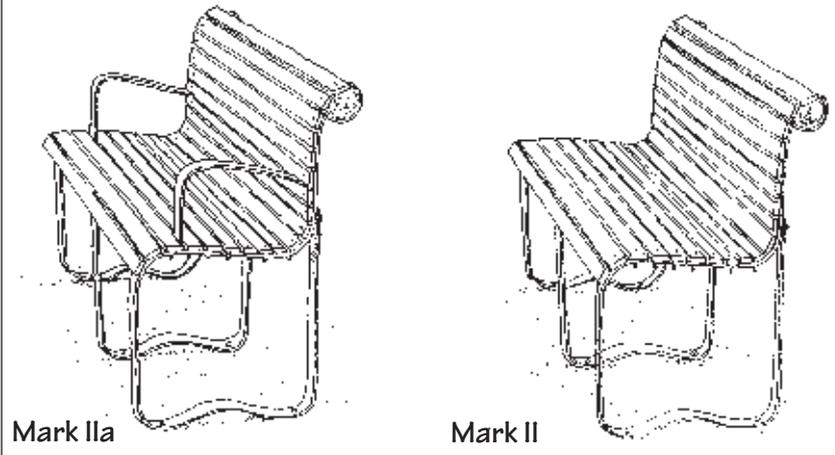
for the length of these linkages, and should be adequately illuminated by photosensitive lighting

- ▶ businesses are encouraged to provide shopfronts, windows, and/or display windows to these links/arcades and to illuminate window displays at night for security and pedestrian amenity - the width of pedestrian linkages is to be maximised to allow shopfronts to be easily read, and to provide a sense of place rather than passageway.

2.3.2 Street furniture

- ▶ the existing timber planting boxes should be removed - the brick planter boxes should also be removed where they impede pedestrian flow - consideration should be given to altering the heights and widths of the remaining brick planting boxes to provide informal seating areas
- ▶ the colour consultants have recommended the use of 'Barley' and 'Magnifico' as colours for the street furniture - these colours are

Corso Mark II and Ila furniture



derived from the Manly Corporate Identity Programme - it is recommended that all existing street furniture be repainted in 'Barley' - as furniture requires replacing the Corso Mark II design should be used (NB. This design may be modified to incorporate arm rests, to be called Corso Mark Ila) - older style timber slatted rubbish bins are to be replaced by the litter bin by Town and Park Furniture (MB120/XT) and painted in 'Magnifico'

- ▶ new bus shelters are to be installed where possible in the standard Manly Council design - these are to be painted in 'Magnifico' - in addition there is an opportunity to provide bus shelters through the provision of an awning from the facades of existing buildings - all existing structurally sound shelters should be repainted in 'Magnifico'.



2.3.3 Surfaces

- ▶ a strong and consistent paving design will create a cohesive image and establish a hierarchy of pedestrian spaces - existing surface treatments should be cleaned and gradually replaced with a paving material consistent with that proposed for the Corso
- ▶ the intrusion of service covers in the footpath is to be reduced by infill paving surfaces of larger covers to match surrounding paving, and by minimising or avoiding concrete surrounds to covers
- ▶ any Totem redevelopment must include a requirement for the replacement of pavement along their street frontages, in accordance with the agreed design.

Bus shelters

New bus shelters are to be installed where possible in the standard Manly Council design.

2.3.4 Soft landscaping

- ▶ in principle it is recommended that additional deciduous trees and low level planting be located adjoining the existing kerb to maximise pedestrian space and to help mask traffic noise and fumes
- ▶ existing *Melaleuca quinquenervia* (Broad Leaf Paperbark) are to be removed - these are to be replaced with *Ulmus parvifolia* (Chinese Weeping Elm)
- ▶ the existing brush box planting on the northern side of Condamine Street should be extended south to White Street to reinforce the historical avenue of trees
- ▶ future redevelopment of shop fronts is to provide a reduced awning width to provide for the planting of street trees
- ▶ gateway planting should be provided at the corner of Woodland Street and Sydney Road, and Boyle Street and Sydney Road - the species selected is to be in accordance with the scale of the road width.

2.3.5 Lighting

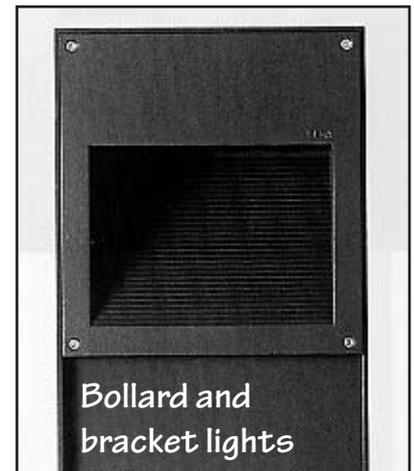
Lighting of public spaces is important to their desirability after dark.

- ▶ street edge lighting is to be provided under awnings or colonnades in a standard form - the location and spacing of this lighting is to be coordinated so as to ensure an even spread of light across properties and within the public space



- ▶ in public carpark areas, areas of public seating or landscaping works lighting is to be 'Envirodisc' (Bega) [see photo lower right] and painted in 'Magnifico' - this lighting is to be located so as to highlight changes in level, obstructions, items of visual significance, and to minimise large areas of shadow

- ▶ lighting of pedestrian linkways is to be provided in the form of bollards, or bracketed lighting directly attached to adjoining buildings, all painted in 'Magnifico' - this lighting is to be evenly spread along the linkway



- ▶ it is recommended that lighting consultants be engaged to investigate the existing lux levels and the possible removal of existing street lighting to be replaced with lighting on brackets attached to the existing buildings and provide recommendations on the positions of new street lighting.



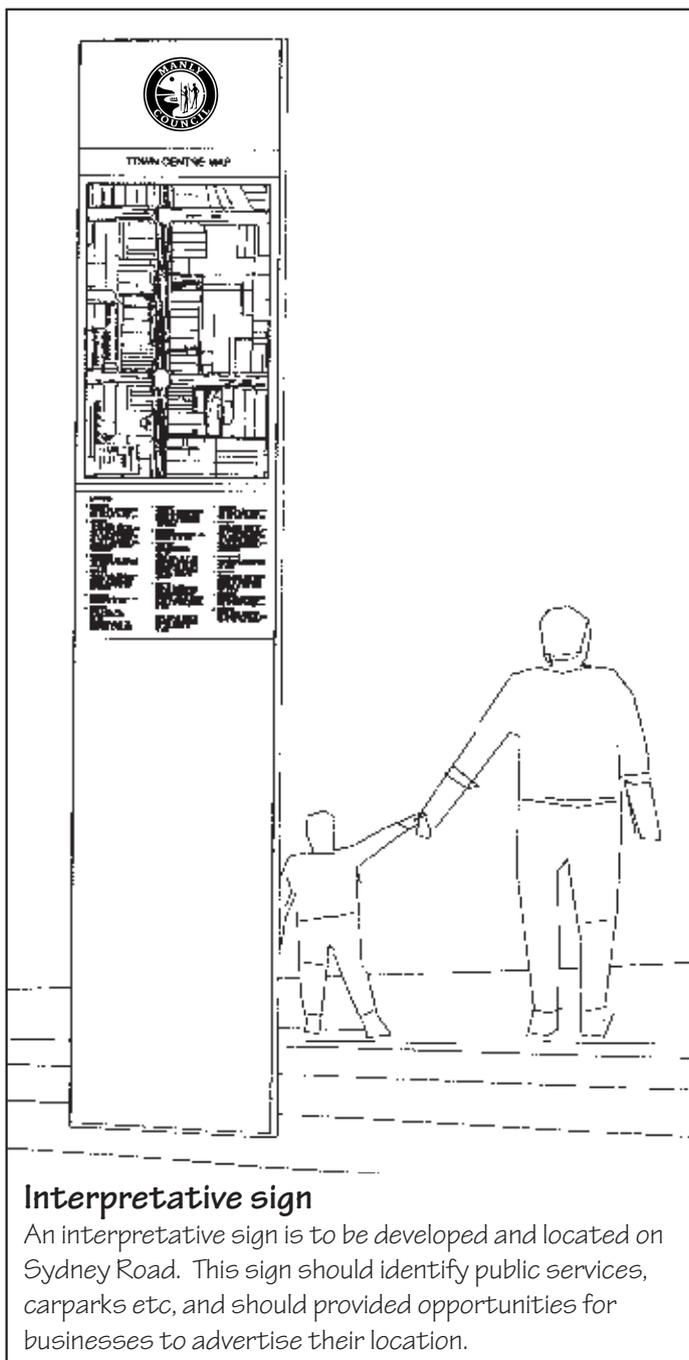
2.3.6 Signage

Signage can contribute to improving the accessibility of the Shopping Centre to the pedestrian. Signage is to be used to identify:

- ▶ the location of pedestrian linkages
- ▶ the location and direction of parking areas and points of interest.

In addition, it is recommended that an interpretative sign be developed and located on Sydney Road. This sign should:

- ▶ identify the location of public toilets, bus stops, carparks, pedestrian links, community services etc.
- ▶ provide the opportunity for businesses to advertise their location - in this regard the structure should not be used as a general advertising board.



2.3.7 Bicycle parking

Bicycle parking should be provided at the entrance to the Totem Centre and in the seating area on the southern side of Sydney Road.

2.3.8 Post Boxes

It is recommended that Australia Post be requested to provide bgoth a standard post and express post box on Sydney Road.

3. The vehicle environment

3.1 Current situation/ issues

The location of the Shopping Centre on an arterial road and a collector road results in significant conflicts for the pedestrian and vehicles. In particular the following issues arise:

- ▶ current road surfaces comprise either concrete or bitumen - the roads are in a reasonable state of repair, but the concrete roads generate above average noise because of their rougher surface and the movement of individual concrete slabs between their expansion joints
- ▶ traffic flows relatively freely though and around the Shopping Centre - the main intersections in the centre, namely the intersections of Sydney Road and Woodland Street and Sydney Road and Condamine Street, are controlled by traffic signals - because of the high priority of both Sydney Road and Condamine Street,

traffic light phases give the main priorities to vehicles, subsequently long delays are experienced by the pedestrian wishing to cross either of these two streets

- ▶ an investigation into the accident history of the area and on-site observation has shown that the entrance to the Totem in Sydney Road is a point of pedestrian and vehicular conflict - pedestrians regularly use this location as a crossing point - the entrance is inadequately identified, causing vehicle conflicts - in addition new pavement should delineate the vehicular entrance from the pedestrian areas
- ▶ pedestrian/traffic conflicts also arise in Condamine Street at the entrance to the carpark and service area of Totem
- ▶ the number of available parking spaces in the centre appears adequate for its current level of activity

- the multi level Totem carpark is the most popular, possibly because it offers undercover parking and easy access to a range of shops - street parking on Condamine Street and Sydney Road provides spaces for 98 vehicles - however the location and extent of this parking is restricted by a number of bus stops, 'No Standing' and 'Clearway' signs - parking is also subject to time restrictions - to benefit strip shopping some rationalisation of time restrictions and 'No Standing' areas is required

- ▶ current signs directing or controlling traffic are adequate, although prolific, and some rationalisation would be desirable, especially at the Condamine/Sydney Road intersection - signs indicating available parking areas in the town centre are poor and in most cases non-existent.

3.2 Aims of the vehicle environment

From assessment of these issues the following aims have been identified:

- ▶ to improve access to carparking within the shopping centre
- ▶ to reduce traffic congestion on Sydney Road
- ▶ to minimise adverse impacts upon residential amenity
- ▶ to minimise pedestrian and vehicular conflict
- ▶ to provide for safe vehicular access around the centre
- ▶ to define street signage which identifies the entrances and exits to the shopping centre
- ▶ to introduce traffic facilities to improve safety for pedestrians wherever possible
- ▶ to provide traffic arrangements which support the needs of Public transport.



Aim to improve safety for pedestrians

3.3 Proposals for the vehicle environment

The location of the Balgowlah Shopping Centre on an arterial road presents a number of specific problems that need addressing. The key to the solutions is to provide a safe environment for motorists and pedestrians without increasing traffic congestion and delays.

The following recommendations attempt to provide an improved level of amenity for both the vehicle and the pedestrian, and support the development of a cohesive environment. A number of these recommendations are visually represented in *Display Sheet No. 12* (see appendix).

3.3.1 Road surfaces

- ▶ in order to reduce traffic noise, and to provide a smooth travel surface, it is recommended that Sydney Road be re-sheeted in asphalt.

3.3.2 Pedestrian crossings

- ▶ to improve pedestrian amenity at the intersections of Sydney Road and Condamine Street, it is recommended that the Roads and Traffic Authority be requested to investigate the

feasibility of providing 'scramble' crossing at this intersection

- ▶ ideally, blisters at the intersection of Sydney Road and Condamine Street should be installed to improve pedestrian safety by reducing the length of roadway that pedestrians have to cross in the path of vehicles - an investigation into the effects of kerb blisters in Condamine Street should be undertaken to gauge the effects on traffic flows and turning movements of such devices - it must be noted that approval of these devices must be sought from the Manly Traffic Committee and Council
- ▶ the installation of kerb blisters in Sydney Road is not considered appropriate, as these would be detrimental to through traffic on Sydney Road
- ▶ 'Street print' stencil methods should be investigated to delineate any proposed pedestrian crossings, subject to approval from the Roads and Traffic Authority.

3.3.3 Car parking

- ▶ on street car parking areas are to be audited and appropriate time restrictions are to be put in place throughout the entire on-street parking areas to achieve continuity in the parking restrictions and to increase the number of on-street parking opportunities throughout the day
- ▶ any future development of the Totem Shopping Centre should involve careful consideration of the vehicular access from Sydney Road, in particular, consideration should be given to the provision of a turning lane for eastbound traffic - this may involve the removal of some parking spaces.

3.3.4 Public transport

- ▶ in order to improve conditions for buses to travel through and around the intersection of Sydney Road and Condamine Street, a 'B' bus light should be installed subject to investigation and approval of the Roads and Traffic Authority.

3.3.5 Traffic movements

There have been concerns expressed by members of the public with the number of westbound vehicles 'racing' through the intersection of Sydney Road and Condamine Street to catch the green phase at the intersection of Sydney Road and Woodland Street.

- ▶ the phasing of the signals at these two (2) intersections should be modified so the amber signal at the intersection of Sydney Road and Woodland Street for westbound vehicles occurs very shortly after the amber signal at the intersection of Sydney Road and Condamine Street - this change in phasing of the lights will clearly show westbound vehicles on Sydney Road that they will not have the opportunity to catch a green phase at the intersection of Sydney Road and Woodland Street.

The current phasing of the signals at the intersection of Woodland Street and Sydney Road only allows vehicles to exit Woodland Street onto Sydney Road from one direction at a time. This phasing was installed to deter bypassing traffic before the Burnt Bridge Creek deviation was constructed. Consequently the phasing of the traffic lights could be changed to allow vehicles to enter Sydney Road from Woodland Street from both sides simultaneously, which would subsequently reduce traffic delays along Sydney Road.

- ▶ an investigation is to be undertaken into the phasing of the signals at the intersection of Sydney Road and Woodland Street to gauge the impacts of allowing vehicles exiting Woodland Street onto Sydney Road from both sides of Sydney Road simultaneously

- ▶ it must be noted that Council has no jurisdiction over the phasing of traffic signals on any street and subsequently this investigation must be undertaken by the Roads and Traffic Authority
- ▶ an investigation be undertaken into the provisions of right hand turn signals in Sydney Road at the Condamine Street intersection for traffic travelling both eastward and westward.

3.3.6 Signage

- ▶ signage to indicate available off street parking areas should be installed immediately to further improve motorist's awareness of the parking areas in the Balgowlah Shopping Centre - this signage is to be restricted to simply directional 'P' signs (indicating parking space numbers) at the intersections surrounding the centre as there are no available areas to install detailed diagrammatic parking signs
- ▶ signs are to be installed at all public ingress and egress points on Condamine Street and Sydney Road warning vehicles of pedestrians crossing at these points
- ▶ signs should be installed on Sydney Road at the points of Gateway planting indicating to motorists that they are entering the Balgowlah Town Centre.

4. The built environment

4.1 Current situation/ issues

Balgowlah Shopping Centre is primarily used by two main groups. On one level it provides the main vehicular thoroughfare to the Manly Town Centre whilst also acting as a local community shopping centre. Those passing through the centre experience the centre as a driver and hence the experience in terms of scale, size, frequency and content are in contrast to the pedestrian experience of the local community.

Given the overall aim of the Plan is to achieve an improved sense of convenience, safety and friendliness, changes to the built environment must consider the needs of the two aforementioned extremely diverse user groups and the obvious conflict between them. It must not be forgotten that the most important elements to consider in the streetscape are people and their activities.

An assessment of the following issues has established the direction in which the *built environment* needs to be developed.

- ▶ views and vistas both from within and from the study area
- ▶ building configuration (including treatment of the public/private interface, architectural style, skyline (roofline))
- ▶ materials, textures and patterns
- ▶ colouring.

4.2 Aims for the built environment

- ▶ to enhance the existing streetscape and generate a renewed sense of place, with carefully considered *Urban Design Controls* and landscaping
- ▶ to improve public access to and through existing and proposed buildings
- ▶ to define guidelines for the restoration, in-fill or redevelopment of existing buildings in a manner that respects the history and character of the area and ensures a high standard of amenity
- ▶ to provide for shop frontages in the street or other public spaces

- ▶ to provide for a mixture of commercial and residential development within the Business zone.

4.3 Proposals for the built environment

There are a number of areas within the built environment of Balgowlah Shopping Centre, which if modified and redefined could vastly improve the overall visual amenity and perceived elegance and character of the built form.

For substantial improvement to occur there are two main areas that require overhaul and renewal:

4.3.1 The public domain

Chapter 2 discusses and proposes various options for changes to planting, paving and street furniture that will have great impact within the *public domain*. Through the use of urban design elements (such as cast metal wall lights to illuminate laneways, and cast and welded metal laneway entry signage and elements) there is potential to further enhance amenity and give a sense of identity to the main public spaces (i.e. laneways, courtyards, linkages, and pedestrian ways) within the shopping centre.

4.3.2 The private domain

Rejuvenation of the *public domain* must be supported and complemented by changes to the *private domain* if real and perceivable change is to occur in the Balgowlah Shopping Centre.

Some alterations suggested and supported include:

- ▶ removal of paint from tiled surfaces of facades and shopfronts to reveal original heritage tiling



Restoration and maintenance of architectural details such as these tiles will add to the vitality of the streetscape.



Painting over wall tiles is not recommended. This photograph shows original tiling which has been painted, detracting from the richness of the architectural features.

- ▶ removal and relocation of package air conditioning units from shopfronts



Air conditioning units should be removed from shop fronts as they detract from the streetscape.

- ▶ incorporation of the colour/heritage consultants schemes when, and as repainting takes places
- ▶ rejuvenation of drab building facades that avoid the potential richness and articulation that colour can bring to architectural detail and the overall streetscape is critical
- ▶ repair and repaint damaged, buckled and leaking shop awnings (providing the 600mm setback from kerb to face of awning as required in the Business Zone Development Control Plan (DCP) as new development takes place
- ▶ repair damaged, cracked and areas of missing shop front materials

- ▶ remove bland cladding from buildings with hidden character
- ▶ spaces within private development areas of Balgowlah Shopping Centre that hold great potential for re-design have been identified below:

- Courtyard to No. 343-345 Sydney Road (Biaritz)
- Arcade between Lane 34 and No. 348 Sydney Road
- Courtyard at 318 Sydney Road.

If in the near future Council and the private tenants and owners of property pay greater attention to detail then community pride can only be enhanced in Balgowlah.

The above issues are represented in *Display Sheet Nos 9 and 10*.

4.4 Existing statutory requirements

New development within the Balgowlah Shopping Centre (including possible Totem Shopping Centre redevelopment) is obliged to respond to the regulatory requirements as set out in the Business DCP and the Urban Design Controls for the block bounded by Sydney Road, Condamine Street, Griffith and Woodland Street.

5. Accessibility

5.1 Current situation/ issues

The accessibility of Balgowlah Shopping Centre needs to be considered for people with physical, sensory and intellectual disabilities, particularly for those with ambulant disabilities or those using manual wheelchairs.

Matters relating to the accessibility of the shopping centre have been identified in an Access Audit prepared for Manly Council by Access Australia. In summary this audit identifies:

- ▶ the centre does not provide equitable access for people with disabilities - there is no continuous accessible path of travel to and into the retail areas along Sydney Road or Condamine Street - the local topography of the area makes access difficult, particularly for wheelchair users, older people and people with ambulant disabilities
- ▶ the topography of the Woodland Street end of the shopping centre and Condamine Street north of Sydney Road makes access to the centre

difficult for people with disabilities due to a gradient of at least 1: 14 and severe crossfalls

- ▶ a large majority of shop fronts have at least one step that prevents access for a wheelchair user
- ▶ brick paving is in reasonable condition but there are areas where bitumen and concrete paving has degraded to cause trip hazards - the path of travel through the shopping precinct should be smooth, slip resistant and trip free
- ▶ kerb ramps require modification to ensure safe usage by all pedestrians
- ▶ no accessible public toilet is provided within the shopping precinct
- ▶ automatic teller machines and public telephones require modification or replacement to provide access to wheelchair users and people with vision impairment.

5.2 Proposals for improving access - the pedestrian environment

The following recommendations are taken from the Access Audit for the Balgowlah Commercial Centre conducted by Access Australia for Manly Council in December 1998.

5.2.1 Path of travel

- ▶ where possible the crossfall of a footpath should not exceed 1: 40 - maintenance of the footpath should ensure the maximum tolerance between abutting surfaces (pavers) is 3mm
- ▶ tree surrounds should provide a minimum of 30% luminance and colour contrast with pavers
- ▶ a 600mm band of tactile ground surface indicators (TGSi) should be installed along the full length of footpaths, and set back 300mm from the kerb. The TGSi and band should provide a minimum of 30% luminance contrast with the paving

- ▶ all footpaths should be graded in accordance with AS 1428.2. Where practical all paths should incorporate landings that have a minimum length of 1200mm, with handrails on both sides of the path
- ▶ any bollard should have 30% minimum luminance and colour contrast with the paving



Footpaths should be graded in accordance with AS 1428.2

- ▶ steps into arcades should be eliminated and illumination levels kept to a minimum of 150 lux - housekeeping should ensure that paths of travel through arcades are kept clear of hazards - floor surfaces should be refinished to reduce slipperiness
- ▶ future repaving or regrading should take into consideration the provision of ramped or level access to all retail outlets

- ▶ areas adjacent to construction sites should be kept hazard free
- ▶ signage should not be located behind reflective glass
- ▶ bus shelters should have a minimum 30% colour and luminance contrast with its surrounds to assist people with vision impairment - seating within shelters should provide backrests and armrests - adequate space for wheelchair users should be included
- ▶ tree surrounds should be addressed to ensure that there is no trip hazard - loose gravel may cause a ball bearing effect under foot
- ▶ street furniture should be accessible - the recommended table height is 850±20mm with a clearance height of 820±20mm - the

table support should be located such that it does not preclude access to people who use a wheelchair - freestanding seats should provide backrests and armrests - see AS 1428.2

- ▶ gratings should run transverse to the path of travel and have slots no larger than 13mm.

5.2.2 Automatic Teller Machines and public telephones

- ▶ an accessible path of travel should be provided to each Automatic Teller Machine (ATM) - the ATMs should provide controls that are easy to see and reach for a wheelchair user and a person with a vision impairment
- ▶ public telephones should be accessible - the entry to the phone should be level and the phone controls should have a maximum reach of 1200mm.

5.3 Proposals for improving access - the vehicle environment

5.3.1 Intersections

- ▶ all kerb ramps are to comply with AS 1428.1 and have a flush lip at the junction of the ramp and gutter - gradients of kerb ramps are to be no steeper than 1:8, with crossfalls no greater than 1:40 - Tactile Ground Surface Indicators (TGSi) are recommended to be installed at all kerb crossings to assist people with vision impairment - kerb ramps are to be aligned in the direction of travel across intersections - people with impaired vision need orientation and warning of hazards and should be directed to safety rather than into the flow of traffic - kerb ramps and walkway crossings are to be constructed beyond the radius of street kerbs and intersections.

5.3.2 Car parking and public transport

- ▶ accessible car parking spaces are to be provided in public car parking spaces, both on-street and off-street - the spaces should have a firm surface and maximum fall of 1:40 - the width of this space should not be less than 3.2m and should be identified with the international symbol of access for people with disabilities (see AS 2890.1). Signage should provide direction to these spaces in order to locate them from the vehicle
- ▶ bus seats should be provided with backrests and armrests, and timetables should be located at a height of 1200mm.

5.4 Proposals for improving access - the built environment

5.4.1 Public toilets

- ▶ a unisex accessible toilet should be provided and designed to meet the requirements of AS 1428.2
- ▶ signage indicating the location of public toilets should be located at strategic locations throughout the shopping centre and be clearly visible from the path of travel - if the sign can be temporarily obscured by crowds, it should be 2000mm minimum above the ground - signage should include pictograms and should provide a minimum 30% luminance and colour contrast between lettering and its background, and between the background support and the sign.

6. Utility services

6.1 Current situation/ issues

Utility services in the study area include water and sewerage reticulation, stormwater drainage, electricity supply, telephone and gas supply.

It is unlikely that there will be any physical impact on these services from future development proposals or other town improvements. However the capacity of some services to accommodate potential increases in residential density must be considered. Preliminary estimates suggest that if the current 2:1 floor space ratio is retained, and current development trends continue, approximately 800 dwellings could be accommodated within the Business zone.

Stormwater drainage is a significant issue, because of its potential effects outside the study area:

- ▶ additional development increases the area of impervious surfaces - this leads to increased stormwater runoff, with the potential for increased pollutants, erosion, and local flooding

- ▶ increased commercial and residential development leads to increased suspended sediment, litter and debris in the watercourse
- ▶ diversification of commercial practices introduces more diverse pollutants including nutrients, heavy metals and hazardous bulk liquids
- ▶ additional use of commercial area increasing traffic use of local and arterial roads increases pollutants from vehicles including heavy metals, oil, grease and unburnt fuel
- ▶ construction activities increase sediments in waterways.

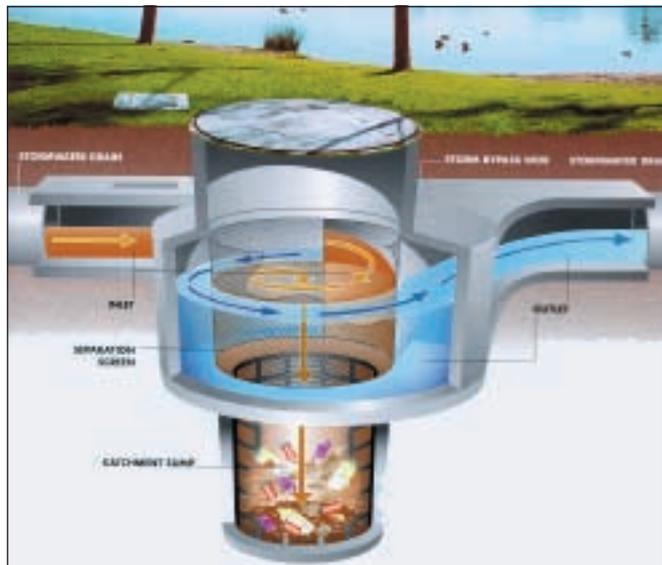
6.2 Proposals for utility services (stormwater)

6.2.1 Structural controls

The following structural water quality controls would assist in the provision of water quality improvements after redevelopment of the study area. These controls would also provide water quality benefits to the receiving waters through the development phase:

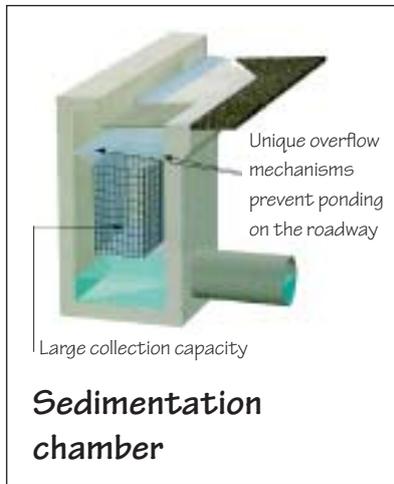
- ▶ the commissioning of gross pollutant traps on the stormwater outlets at Quirk Road and Balgowlah Road
- ▶ the provision of litter baskets within stormwater outlet pits that service the study area

Gross pollutant trap



Source: CDS Technologies

- ▶ the provision of sedimentation chambers at all pits within the study area



Source: Ecosol

- ▶ the southern side of Sydney Road drains to North Harbour - a gross pollutant trap should be provided within this catchment
- ▶ paving around existing and proposed landscaped areas, and within offstreet carparks, and vehicular access lanes is to be of infiltration pavers, with all service pits to be of porous materials.
- ▶ infiltration pavers should be provided within on-street parking areas subject to the approval of the Roads and Traffic Authority
- ▶ soft landscaping is to be maximised within the study area.

Given the potential effect of uses in the study area on the quality of stormwater in these catchments it is considered appropriate that developers be required to pay contributions towards the costs of these works under Section 94 of the Environmental Planning and Assessment Act 1979. Accordingly these works should be included in the schedule of works in Council's Section 94 Contributions Plan.

6.2.2 Non structural controls

The following non-structural source controls are proposed:

- ▶ all rubbish or recycling bins should have lids
- ▶ cigarette butt bins should be provided to contain cigarette litter
- ▶ stormwater inlet pits within the study area should be stencilled
- ▶ commercial businesses should conduct self-regulated audits concentrating on litter reduction, recycling, discharge to the stormwater system, and the storage of bulk liquids on-site - these audits should be reviewed by Council staff at regular intervals

- ▶ education campaigns should be conducted by Council involving commercial premises to target litter control
- ▶ brochures should be regularly circulated within the study area, and the surrounding residential area advising of appropriate car washing practices and fertiliser application issues
- ▶ signs should be provided within the study area advising of the effects of animal litter.