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MANLY COVE

AN ENVIRONMENTAL STUDY

Town Planning Department, Manly Municipal Council

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An environmental study
by the Town Planning Department,
Manly Municipal Council

SEPTEMBER 1984

CHIEF TOWN PLANNER : R.J. BURGESS

DEPUTY CHIEF TOWN PLANNER : G.S. RHODES

PROJECT PLANNER : P.F. DRAKE (Dip. T & C.P., B.A.)

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ACKNOWLEDGEMENT

Historical photographs have been made available by the Manly Municipal Library and the Manly-Warringah and Pittwater Historical Society.

Part A

PART A

1. Introduction

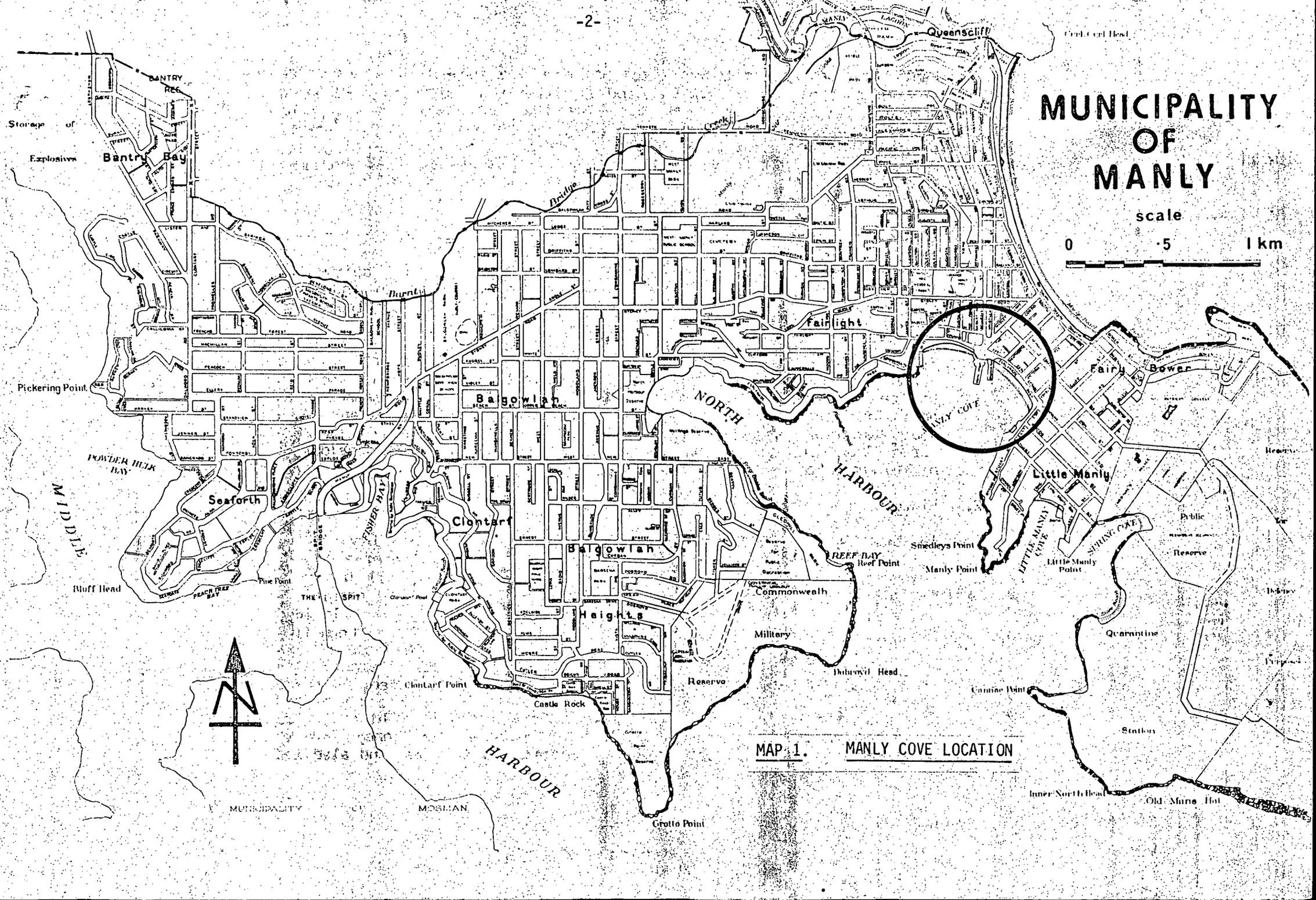
The aim of this study is to examine the existing and future uses of the Manly Cove with specific attention being given to the question of whether the Manly Cove Walkway should be rebuilt. This study will cover that area from the Waterworks/Pier Restaurant at the western end to the reserve approximately opposite Stuart Street at the eastern end (see map 1). The future development of Manly Wharf and Manly Fun Pier are the subject of a separate study and detailed discussions are being carried out at the time of preparing this study. Therefore this study will not incorporate details of the future develoment of the Manly Wharf and the Fun Pier.

The need for this study has arisen as a result of the question being raised as to the possibility of redeveloping the Manly Fun Pool and Walkway. The Manly Fun Pool and Walkway complex was, prior to 1974, a part of the existing recreation amenity of Manly Cove. Both had been in existence since approximately 1920. The storms of May, 1974 were highly destructive and resulted in extreme damage to the walkway, the remaining portions of the walkway being unusable and having to be removed.

As well as being a dormitory suburb:-

- Manly is identified as a place to visit and is a location that supports a host of activities suitable for day tripping and for lengthy stays. It is important to recognise that the features of Manly are different and unique.

- Water recreation is one of the key points in this regard. Manly's beachside and harbourside location is its major natural resource which offers recreation opportunities of local, regional and national significance. In 1975 the "Tourism in Manly" study found that these resources had attracted more than four million day trippers and 26,000 holiday makers to the Municipality. Day trippers have a tremendous influence on the atmosphere of Manly and the viability of the commercial activities.



MAP 1. MANLY COVE LOCATION

Manly Town Centre and tourist area has been the subject of a number of studies carried out by Council and by consultant planners. Planning Workshop Pty. Ltd. in 1979 suggested that the beach and harbour waterfront areas and their close proximity to the Town Centre (The Corso) provided the identifiable centre with a high visual quality. Planning Workshop found that there was a need to identify and preserve not only the buildings but also the spaces and elements that contribute to Manly's unique visual character.

It should be recognised therefore that Manly Cove is part of the frame of the Manly Town Centre, that frame being open space in the form of beaches, parkland and natural and landscaped reserves which define the Town Centre and which highlight the special seaside character and sense of place that is Manly. It is these qualities that constitute the principle attraction to residents, visitors and workers.

Planning Workshop recommended that the Manly Cove Waterfront Park be retained as a successfully developed and landscaped reserve in addition to the development of a strong continuous harbourside promenade with enhancing landscape features together with lighting and seating and which would establish and link the attractions along the promenade. On 23rd March, 1982 Council adopted a master plan for the landscape development of Esplanade Park which meets these objectives.

2. History:

The West Esplanade Reserve was given to Council in 1892 by Henry Gilbert Smith. The land was subsequently dedicated as a public reserve and is now under the ownership of the Lands Department and Council has been given care control and management. Henry Gilbert Smith also originated the ferry and steamship service from Sydney Cove to Manly Cove. In 1881 this service had become the Port Jackson Steamship Company. Council's Tourism Report of 1975 contains a succinct history of the role of the Manly ferries and the important role they played in the development of tourism for Manly since the late 1800s. It should be noted, however, that the immediate pre-war period and immediate post-war period were the peak times in terms of numbers of day trippers to Manly. In the 1960s increased mobility of the residential population of Sydney led to decreased use of public transport for recreational purposes and also led

to a lesser concentration of persons in areas which were primarily served by public transport.

During the 1920s and 1930s Manly was to a greater extent, a seaside resort than it is today. Carnivals and festivals were a feature and the Venetian Carnival of the 1920s ran for a fortnight in February each year. Decorated floats and fireworks were a feature of these carnivals which drew crowds in the order of 30,000 persons.

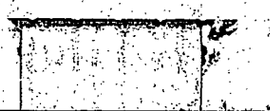
3. Environmental Issues

It is recognised that there are relationships between the elements that go to create an environment. For sound and practical reasons, therefore, there must be a unified planning control over all those elements and in order to assess and evaluate conflicting demands on their merits and to identify future options, it is imperative that planning for both the land above and below high water mark is integrated. A unified planning control approach is important for either side of that arbitrary line, i.e. the mean high water mark. Planning as it is applied to foreshores, needs to take cognisance of the four aspects of the relationships between all the elements.

(i) Serial vision. The view and the perception of people as they move along the Manly Cove Reserve and beach is important in evaluating the sense of scenery and landscape as it merges from one part of the Cove to another and in evaluating the impact that the various elements have on the overall character of the Cove.

(ii) Arbitrary Control. Provision of any arbitrary measure in proposed planning options would not give any credence to the merits of this particular study beyond the division of responsibility between Manly Council and the Maritime Services Board at the mean high water mark.

(iii) Amenity and amenities. The existing public amenities along the foreshore of Manly Cove are in the main located and built with a sensitivity to their location. In the case of Manly Cove they do not block any dramatic views and are relatively unobtrusive in terms of serial vision.



(iv) Approach from the water. Since the water is a major reason for the type of development in Manly, the junction of the land with the water always deserves thoughtful treatment. The approach from the water therefore must receive equal importance to that of the views and perceptions of the people who use the reserve and beaches. Generally speaking, foreshores are best left in their natural state but where this is not practical, construction should be made to contribute visually to the enjoyment of the water. All cases should be dealt with on their merits.

The uniqueness of Manly and its existing level of recreation development suggests that the existing West Esplanade more than adequately serves the need of the majority of people who wish to enjoy the promenade for walking in an east-west direction.

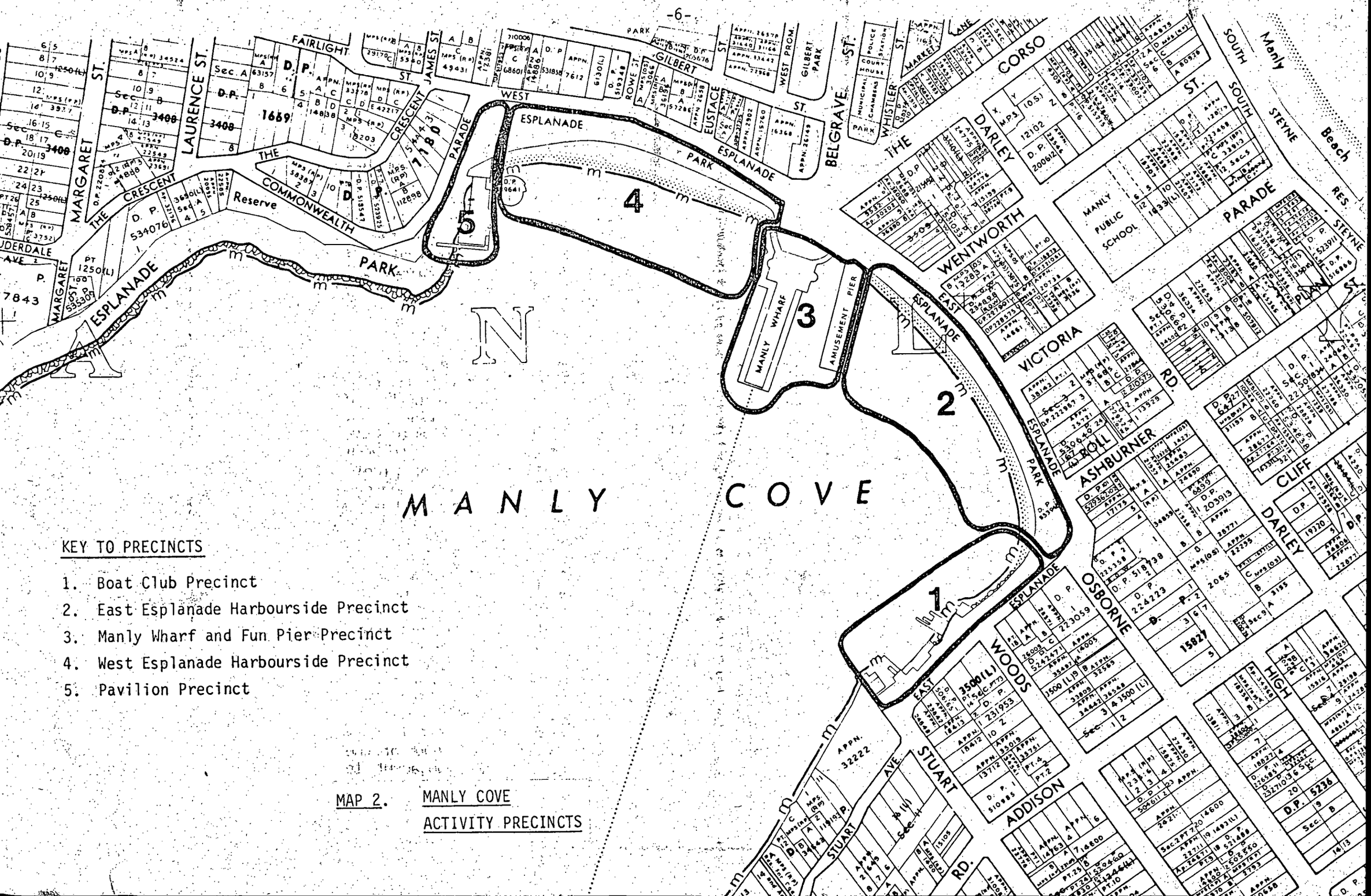
There is a need therefore to co-ordinate all the elements that go to make the landscape and streetscape of Manly Cove and to ensure that any future recreational development is carried out with finesse and appreciation for the intrinsic beauty of the foreshore.

Accordingly the study approach will require identification of issues relevant to the four aspects of the study philosophy. These issues will be evaluated in relation to the possibility of rebuilding the walkway and fun pool in west Manly Cove.

4. Activities, Uses and Facilities

While a relatively high quality of environment has been retained in Manly Cove, its historical development has resulted in a high degree of recreational development. This development allows a number of precincts to be identified (see map 2). In an east-west direction these precincts are:

4.1. The boat club precinct.
4.2. The east harbourside park.
4.3. The transport terminal/fun pier precinct.
4.4. The west harbourside park.
4.5. The Pavilion precinct.



KEY TO PRECINCTS

1. Boat Club Precinct
2. East Esplanade Harbourside Precinct
3. Manly Wharf and Fun Pier Precinct
4. West Esplanade Harbourside Precinct
5. Pavilion Precinct

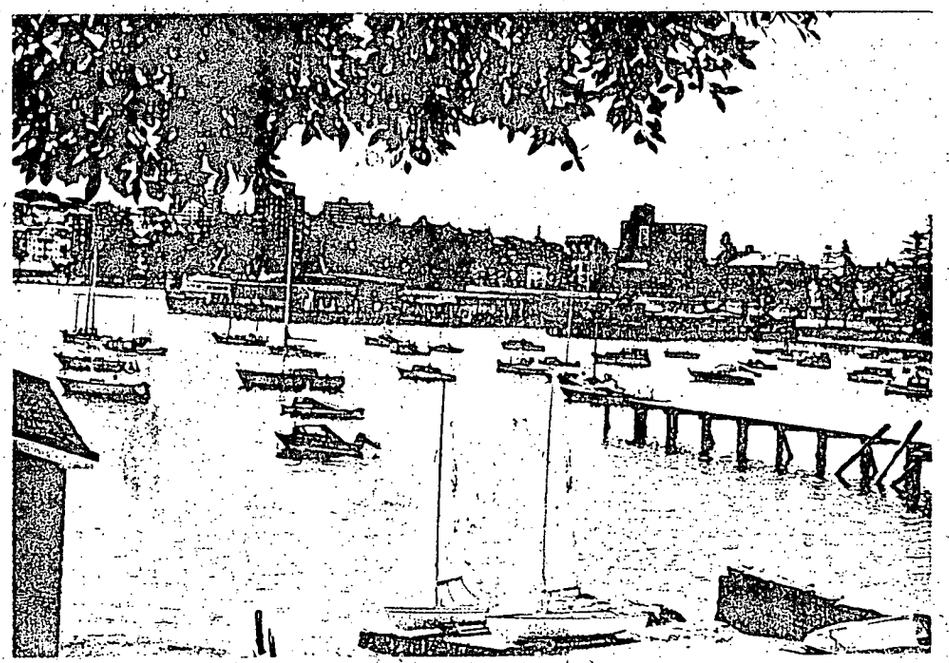
MAP 2. MANLY COVE
ACTIVITY PRECINCTS

4.1. Boat Club Precinct

This precinct located at the eastern end of the Esplanade Reserve contains the Manly Yacht Club, Manly Rowing and Sailing Club, the Manly 16' Skiff Club and the Manly Cove Launch Club, in addition to the disused buildings of the original Manly Swimming Baths. Some rationalisation has occurred amongst these uses whereby Manly Yacht Club has now taken over the old Manly Baths buildings and their existing club is being demolished. These clubs provide boatshed storage facilities, slipways and some licensed facilities for club members. They arrange yacht races, patrol and sea rescue work, sailing instruction and recreational sailing. The existing character of this precinct should be retained and enhanced.

4.2. East Esplanade Harbourside Park Precinct

This portion of the Esplanade Park extends from approximately Osborne Road in the east to the Manly Terminal/Fun Pier precinct. It runs parallel to Manly Cove and has been developed as a garden park and provides beautiful views of Manly Cove. There are two pedestrian paths following the curve of the Cove which are part of an overall scenic walk from the Eastern Hill, following Manly Cove and then to the west through Esplanade Park to North Harbour Reserve. There are a number of picnic tables, childrens' play equipment and casual seats for picnickers and day trippers. Toilet and change facilities are provided opposite Ashburner Street. The Reserve is used by local residents and day trippers for walking and for residents and commuters for access to Manly Wharf. The area is well landscaped and provides an aesthetically pleasing break between the harbour foreshore and the urban development. The beach does provide a launching facility for small craft and sailing skiffs. However this beach has become subject to intense use on weekends and public holidays. While there is a demand for better off-loading facilities onto the water for all small craft, the effect of any new facilities would decrease the aesthetic and functional value of the reserve and accordingly Esplanade Park has therefore reached it maximum potential for this use. Below mean high water mark, the eastern half of Manly Cove provides moorings under the control of the Maritime Services Board. There are approximately 50 moorings in this area. There is potential for further enhancement of the landscaping of this reserve by eliminating some of the cross paths and planting street trees on the northern side adjacent to



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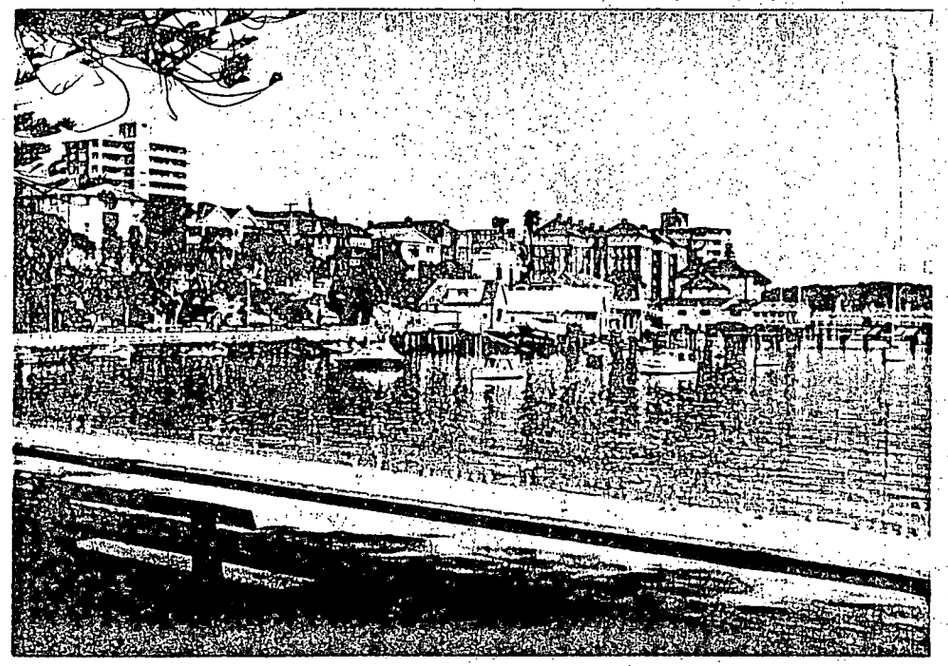
BOAT CLUB PRECINCT

AND

EAST ESPLANADE PARK PRECINCT



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the kerb and guttering. Street furniture requires improving, as does lighting, paving and an aesthetically acceptable co-ordinated system of signs. Improved streetscape and landscape would enhance the existing features such as the memorial located opposite Ashburner Street. It has been suggested in other reports (see bibliography) that the park could be enhanced by incorporating new activities such as an adventure playground, a wishing well and seating galleries.

4.3. The Manly Wharf and Fun Pier Precinct

This precinct is the subject of separate negotiations involving proposed upgrading of the Manly Wharf and Fun Pier.

(a) Manly Wharf

In summary negotiations commenced in July 1981 when the Premier during a visit to Manly indicated that the Government would agree to the purchase of the wharf structures and the lease of the area by Manly Council. Subsequent to this announcement in May 1982 the Maritime Services Board conveyed the terms and conditions to Council under which such a transfer could be made. Council resolved on the 18th May, 1982, that the purchase price of $140,000 for the buildings on the wharf was unacceptable to Council and the Maritime Services Board and the Premier were informed accordingly. In September, 1982, Council's representatives made a formal representation to The Maritime Services Board in regard to this purchase price, however, the Board indicated the subject price was not negotiable although it would consider payment over a period of two years. At this stage of the negotiations the Urban Transit Authority became involved by offering to pay half the proposed purchase price of the structures, i.e. $70,000 in a purchase of the southern end of Manly Wharf. In February, 1983, Council resolved that the proposal of a joint purchase with the Urban Transit Authority should be adopted in principle. The Maritime Services Board subsequently also indicated its agreement to such a joint purchase and lease arrangement. Later discussions in respect of details and conditions of purchase and lease resulted in several important aspects remaining unresolved. In May, 1983 Council appointed consulting engineers to carry out a detailed assessment

of the condition of the wharf structure. This assessment was reported to Council in August, 1983 with comments from the Municipal Engineer. At this stage Council resolved to proceed further with a feasibility study to assess the financial costs and returns to Council accruing from several development options. A firm of architects and planners was appointed by Council to carry out this feasibility study.

Council received the feasibility study in November, 1983 and in respect of this report Council resolved on 12th December, 1983 that redevelopment of the wharf could be a viable project subject to:

(i) A longer term lease preferably in the region of 99 years being obtained;

(ii) The considerable repairs necessary to the substructure of the wharf should not be at Council's expense;

(iii) That further representations to the Premier and the Maritime Services Board be necessary to resolve the above problems. The plans, drawings and design comments prepared by the architect and planning consultants were placed on public exhibition.

(b) Fun Pier

It is proposed that the uses contemplated for the Fun Pier should be compatible with the future uses accommodated at the Manly Wharf and at present Stage I of the Fun Pier development involving a sea wall and walkway between the Fun Pier and Manly Wharf has been undertaken.

Council considered the rebuilding of the Manly Fun Pier on 27th November, 1979. An application had been received from Funshows Management Pty. Ltd. for the rebuilding and Council resolved that the applicant and the Maritime Services Board should be advised that it did not object to a proposed 20 year lease of the Manly Fun Pier area and of the redevelopment of the site generally in accordance with the application made in August, 1979 to Council by Funshows Management Pty. Ltd. This resolution of Council was subject to the following conditions:

"1. Approval of all necessary authorities being obtained.

2. To ensure that environmental safeguards as set out in the Environmental Impact Assessment are achieved, and that the developer employ architects to plan and design the rebuilding of the project to achieve the following:

(a) Aesthetic treatment to all facades including te spaces between equipment and the space related to the ferry termimal.

(b) Plan the project to comply with Council's master planning for the area in close liaison with Manly Council,

(c) Incorporate in the design and bulding works the safeguard to dispose of all pollutant wastes in the correct and acceptable manner.

(d) Construct all areas within the complex to cope with the suppression of noise where required.

(e) Will maintain and preserve those important features of the existing complex that have become unique to Manly and the Fun Pier.

(f) Will maintain to the relevant standards the emission of atmospheric pollutants.

3. That a detailed Acoustical Consultant's report be prepared and accepted by Council and the recommendations of this report be implemented in the design and operation of the pier."

Also conditional were further discussions with the Chief Town Planner in order to:

(a) Limit the height of all structures.

(b) Ensure the design of the forecourt area is in accordance with Council's proposals for improvements to the Manly Wharf.

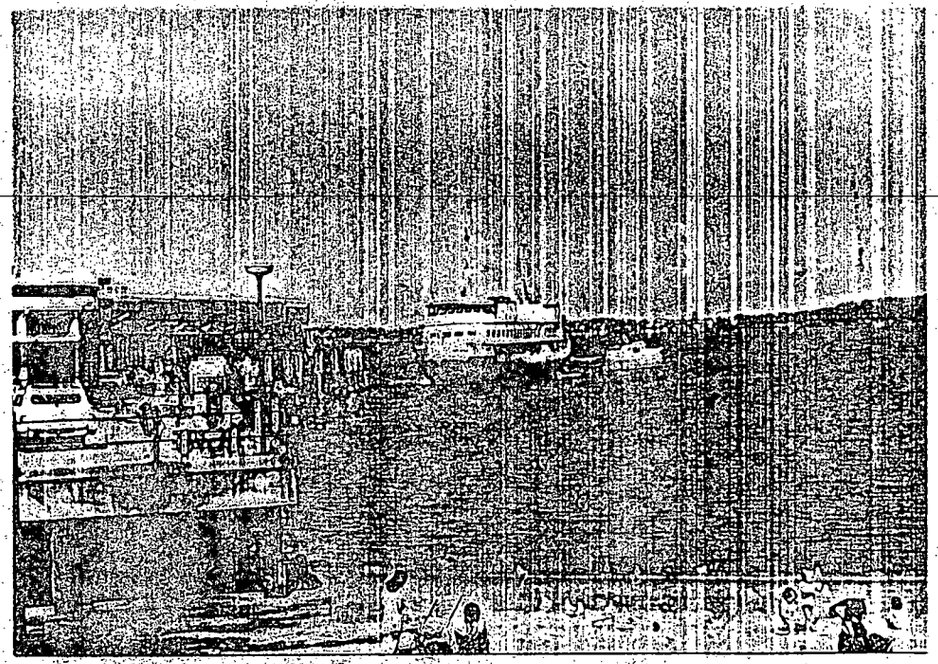
(c) To discuss detailed arrangements for service access.

(d) To ensure the availability of public pedestrian circulation and access.

In conclusion it is important that the Manly Fun Pier and the Manly Wharf, whilst being separate developments, should be fully integrated. The Fun Pier should remain an amusement/recreation orientated area whereas the Manly Wharf, located at the land/water interface, should incorporate the upgrading and improvement of the transport interchange and be retail/commercial orientated.

4.4. West Esplanade Harbourside Park Precinct

This portion of the Esplanade Park extends from the Manly Terminal/ Fun Pier Precinct to the Manly Pier Restaurant and Waterworks precinct in the west. In similar fashion to the East Esplanade Park, West Esplande curves with the line of Manly Cove and now provides similar beautiful views. Continuing the development as a garden park, pedestrian pathways also flow from east to west and are another part of the scenic walk. The western end of this precinct links with the pavilion and commercial development precinct which incorporates Marineland, the Manly Art Gallery and Museum, the Waterworks and Manly Pier Restaurant. There is less landscaping and garden development in this area. There is much greater hard surface and again there is potential for development of new paving and lighting and an improved treatment of gardens and landscape. Tables and chairs for picnickers and day trippers and some childrens' play equipment are provided and toilet and change facilities are available adjacent to the Manly Art Gallery and Museum, in close proximity to the commercial precinct. The west end has a greater influx of day trippers and casual walkers, however the paths are used also by residents and commuters for access to and from the Fairlight locality. The paths are also used by Fun Run joggers and athletes for fitness purposes. Safe swimming facilities have been provided by a tidal net located in the centre of the West Esplanade beach. This area is popular with day trippers and provides a safe swimming alternative to the ocean beach.



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MANLY WHARF AND

FUN PIER PRECINCT

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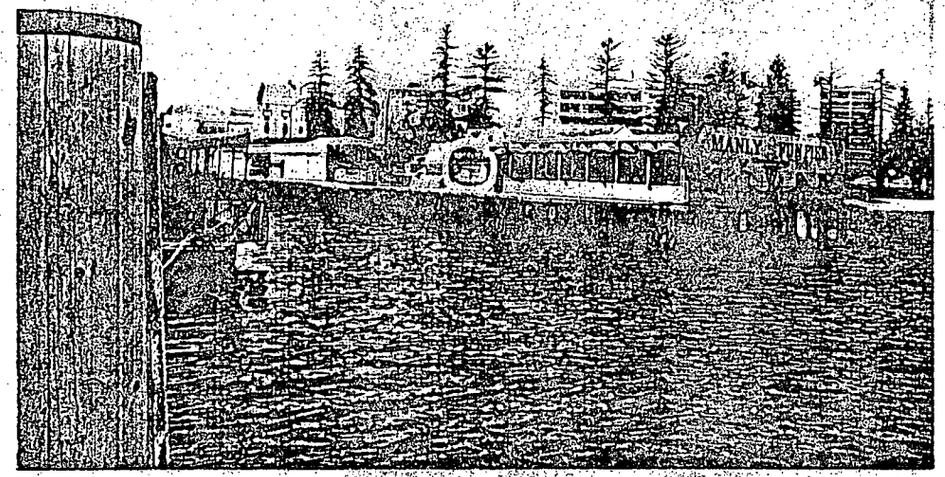

The major activities carried out in this area are sunbaking, swimming, fishing, sailing and general walking and site-seeing by day trippers and picnickers as well as residents.

Although the safe swimming area has proved to be popular, there is a need to retain part of the beach frontage for aquatic activities such as boardsailing, canoeing and to provide off-beach access for larger boats.

4.5. Pavilion Precinct

This is the commercial precinct located at the western end of the Cove and incorporates the Manly Pier Restaurant, the Waterworks complex, Marineland and Council's Art Gallery and Museum. The potential to intensify the uses should only be considered if they incorporate marine orientated facilities. There is also potential for a wharf for the mooring of larger boats. However, reefs in this vicinity make the approach hazardous while not impossible. This suggestion therefore should be treated with caution.

In conclusion this study is to be orientated to the future use of the Manly Cove in relation to its interaction between the Esplanade Reserve and the use of the Cove below mean high water mark. It should be accepted that the beach and reserve areas have a high degree of environmental quality and unique Manly character. Both East and West Esplande Reserves provide shade, shelter, amenity and convenience and day trippers and residents alike enjoy this amenity. It will be important to retain these values as permanent indications of the most desirable uses for the Cove. These reserves provide a static and occupied environment for passive recreation users.

5. Responsibility and Administration

The arbirtrary line which divides the control of the Manly Cove interface is the mean high water mark. Control over the land above the mean high water mark is generally vested in Manly Municipal Council and control of the water space and land below mean high water mark is vested in the Maritime Services Board. The total area of the land incorporated in the reserve from, and including, the boat club precinct to the Pavilion precinct in the west, is approximately 5 hectares and was part of an

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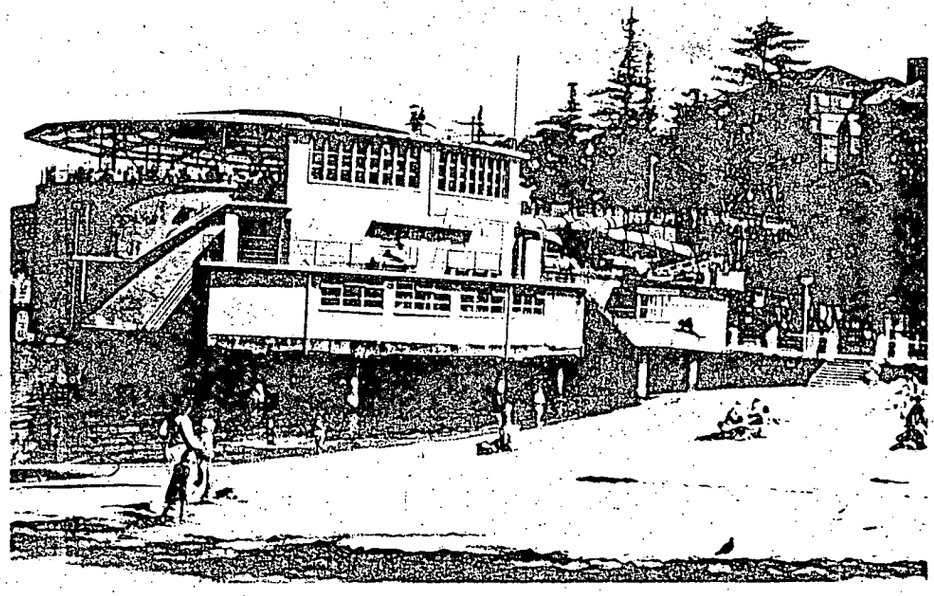
PAVILION / COMMERCIAL

PRECINCT



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original grant made to Council by the Henry Gilbert Smith family on 7th March, 1888. When the Public Trusts Act of 1897 took over reserves owned by various councils, Council became a trustee in respect of the land and is charged with the responsibility of holding the land for the purpose of public recreation, subject to the conditions that the Council could not alienate or in any way dispose of the lands or parts thereof except in the following manner:-

> "A council may, subject to the written consent of the Minister for Lands being first obtained, lease the whole or any part of such land at such rent or for such purposes and during such terms and subject to such provisions and conditions, as the Minister may approve."

Accordingly, the overall control is in the hands of the Minister for Lands but Council, as trustee, is the authority with which anyone interested in obtaining a lease or developing portion of the reserve area would first negotiate. Council would then be required to make a recommendation with conditions as appropriate to the Minister for Lands.

5.1 Below Mean High Water Mark

The Maritime Services Board has issued a policy under the heading "Guidelines for the Siting, Design, Construction and Maintenance of Waterside Structures". Conformity with these guidelines is necessary for persons wishing to seek approval to erect structures on the Board's waterside lands below high water mark. No structure may be erected on the Board's land until the Board's written approval has been obtained. Any proposal must be made in written form and be accompanied by satisfactory detailed working drawings and appropriate specifications.

If the proposal is considered to be a project of major scale, the Board may require an environmental impact assessment to be submitted with the application. Successful applicants are required to enter into a lease or other form of tenure with the Board and the applicant is required to meet all costs. It is important to identify the criteria used by the Board in considering applications. The following criteria are included in the guidelines but may be altered by the Board as it sees fit for any particular application.

Clause 6.1 of the guidelines states:

> "Each proposal will be considered on its merits having regard to the compatibility of the proposed structure with the neighbouring environment and the particular circumstances of the case. The design of all structures shall be in accordance with accepted sound engineering practice, and where appropriate architectural practice for marine structures, and shall conform to the criteria given herein as to siting, extent, size, form, appearance, surface finish, design loads, materials, permissible stresses and methods of construction."

Generally the Board will only approve structures which involve marine activity and any structure of significant vertical dimension is to be located as far inshore as possible and should be sited away from protrusions of the foreshore into the water.

Council, as well as the Maritime Services Board, has been concerned with the visual quality of the foreshore for a number of years. In October, 1966 the Maritime Services Board commenced a policy of consultation with councils before granting approval to the erection of buildings below high water mark, generally having regard to the aesthetic quality of the proposed development. In 1970 the Foreshore Building Committee of Advice was formed and brought into operation. This Committee consists of one representative of the Maritime Services Board, one representative of the Department of Environment and Planning and one representative of the respective Council, Council's Chief Town Planner being Manly Council's representative, and was formed to consider and furnish views to the Maritime Services Board regarding any application for the erection of structures and any other proposals which in the Board's opinion involves aspects of particular local significance on land wholly below high water mark.

In 1972 the Maritime Services Board advised Council that the degree of consultation had been extended to include all applications for development below high water mark whether buildings or structures fronted private or public lands.

In 1967 the then State Planning Authority published a report entitled "The Sydney Harbour Foreshore Study Report" in which it drew attention to the need for the formulation of a policy on development on the land/water interface of Sydney Harbour. This study proposed the retention and extension of the natural areas around the harbour. Through related statutory planning policies, the State Government has pursued a policy of preserving the foreshores from overdevelopment. Manly Council has generally followed this policy and has a 15m foreshore building line. This building line has been applied to all waterfront land since 1970 and has the effect of improving the aesthetic quality of the foreshore. However, the M.S.B. is still able to approve of development on the foreshore below high water mark.

The study carried out by the Authority (now Department of Environment and Planning) amongst other matters also highlights the importance of the visual scene in consideration of development within the harbour foreshores area. It asserts that the two main aspects of the visual scene are:

(i) natural landscape; and
(ii) the townscape.

The natural landscape is a vital element in the harbour scene and relies in the main for its being on the large areas of land in public ownership, either State or Commonwealth. Within these areas the prime objective is to avoid further building development wherever possible. Much of the townscape consists of land in private ownership and therefore the question generally on the harbour foreshores is one of controlling private development.

5.2 Draft Waterside Zoning Plan (see map 3)

In 1974 the M.S.B. proposed a zoning plan relating to the foreshores of the Municipality and a report was prepared entitled "Sydney Harbour Waterside Zoning Plan". The purpose of this zoning plan is to control development of land below high water mark while at the same time recognising the significance of the principles governing development at the land/water interface. The zoning plan calls for waterside lands to be categorised into five different zones as follows:-

(i) ZONE "A": Coloured green on Zoning Plans applies to the Board's waterside lands which are in a natural state and where no development will be permitted.

(ii) ZONE "B": Coloured yellow on Zoning Plans applies to the Board's waterside lands which are partially developed and which should be returned to their natural state, the timing of such restoration to be determined for each particular area, having regard to existing leasing arrangements.

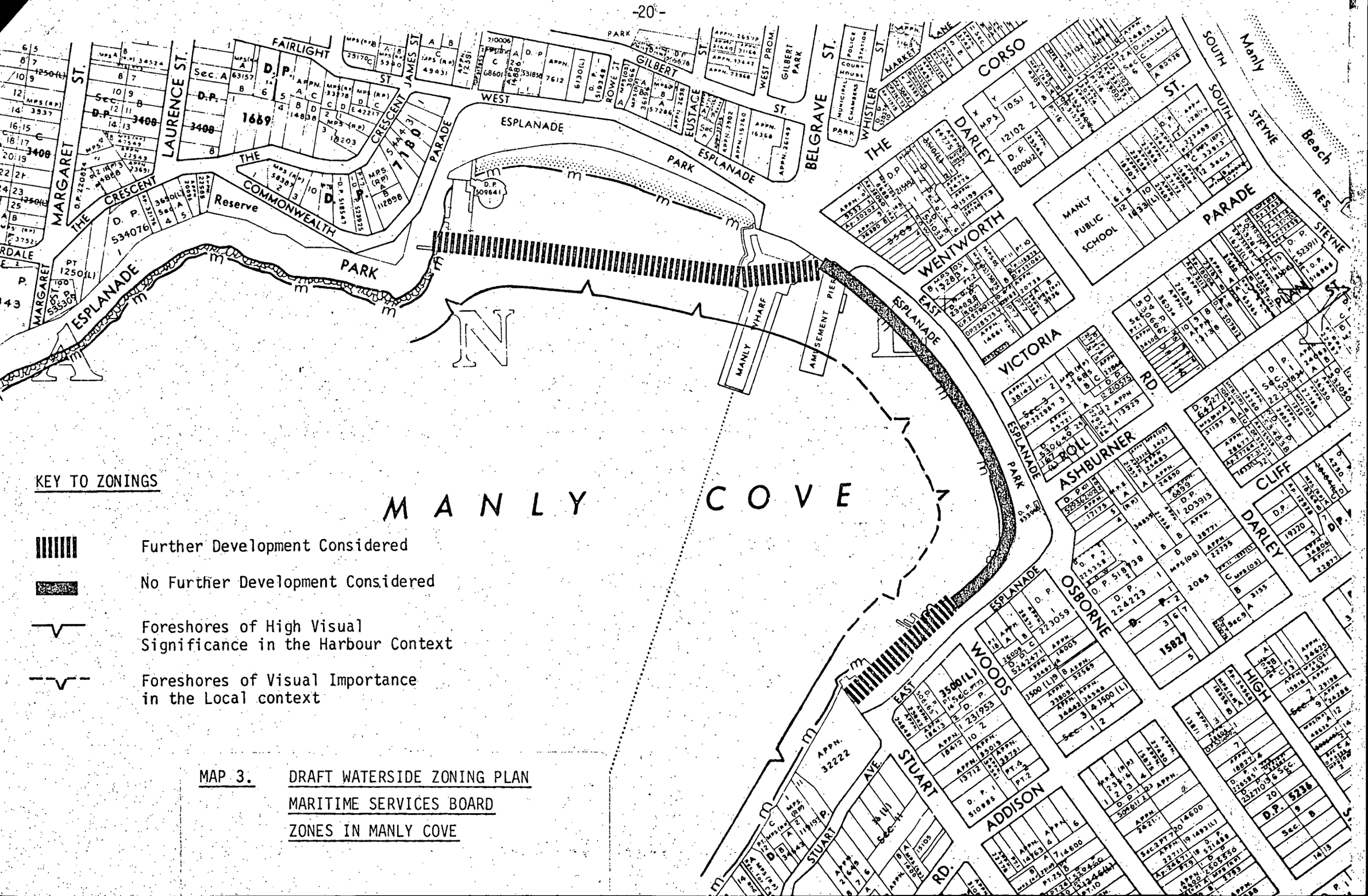
(iii) ZONE "C": Coloured orange on Zoning Plans applies to the Board's waterside lands which are partially developed and where existing improvements would be allowed to remain, but where no further development would be permitted, except under special circumstances where certain improvements would be considered to be beneficial.

(iv) ZONE "D": Coloured red on Zoning Plans applies to the Board's waterside lands which are developed and on which further development will be considered.

(v) ZONE SPECIAL USES: Coloured purple on Zoning Plans applies to those areas of the Board's waterside lands which involve defence or other special activities and which require special consideration.

This zoning plan has remained in draft form since 1974 and views and comments have been received and dealt with by a Committee of Review. This review is ongoing and officers of the M.S.B. advise that there appears no likelihood of gazettal of this zoning plan in the near future.

Applications for building below high water mark will continue to be referred to the Foreshores Building Committee of Advice for its consideration and advice before determination by the Board.



MAP 3. DRAFT WATERSIDE ZONING PLAN
MARITIME SERVICES BOARD
ZONES IN MANLY COVE

5.3 Manly Council Foreshores Study

In 1974 Council carried out its own study of foreshores in the Manly Municipality and consideration was given to those areas considered by the M.S.B. It is relevant to recognise that consideration was given to provision of facilities for recreational use of the harbour and to the existence or otherwise of public access. Potential for such access was important in such consideration.

This study, in conjunction with the waterside zoning plan, was reported to Council in February, 1975. Council recognised, after taking into consideration its own established policies and the fact that the whole of the harbour foreshore was considered to be either of high visual significance or of general visual importance, that "the long term aim should be the elimination of all buildings on the foreshore and the natural blending of other structures such as sea walls, baths, etc. with the natural shoreline".

However, it should be recognised that the western end of Manly Cove is proposed to be zoned (D) permitting redevelopment of the area previously occupied by the harbour fun pool.

This zoning plan was again considered by Council on 18th March, 1975 and Council resolved, inter alia:

> "That Council generally agrees with the principle of foreshore zonings in order that a consistent policy may be applied to all development adjacent to the harbour foreshore."

Further:-

> "That Council considers that following implementation of zoning proposals that lessees be required to comply with the Board's standards as generally set out in the publication "Guidelines for the Siting, Design, Construction and Maintenance of Waterside Structures" as soon as possible."

Accordingly, in respect of the suggestion to rebuild the Manly Walkway and the provision of a shark-proof swimming enclosure, it is important to

identify at this stage the Board's guidelines and criteria for the construction of tidal swimming baths.

"21. TIDAL BATHS

21.1 Definition: This term is used to describe a structure enclosing a portion of the waters of the port for safe swimming by incorporating a sharkproof barrier which does not impede tidal flow.

21.2 Design Requirements:

21.2.1 Tidal baths shall generally take the form of buoyed mesh or netting which at no state of the tide shall protrude significantly above water level. The buoyed net structure shall be anchored and moored in such a way as to ensure that it maintains its position.

Where the Board is satisfied that site conditions would preclude the construction of a buoyed enclosure, consideration would be given to an enclosure in the form of a mesh or net barrier hung from a suspension cable supported by a minimum number of timber piles.

The sharkproof mesh or netting shall be of a material having qualities or treatment which will ensure that corrosion does not occur."

These guidelines are the approach developed and applied by the Maritime Services Board to the construction of waterside structures throughout Sydney Harbour. This approach has therefore been developed over a long period of experience in dealing with such issues.

SUMMARY OF FINDINGS

1. Consultant studies (Planning Workshop 1979) have recognised a need to identify and preserve spaces and elements that contribute to Manly's unique visual character. These studies have recommended that the harbourside reserve, Manly Cove, be retained and enhanced with landscape features together with lighting and seating which would link either end of the existing promenade.

2. There is a need to co-ordinate all the elements that go to make the landscape and streetscape of Manly Cove and to ensure that any future recreational development is carried out with finesse and appreciation for the intrinsic beauty of the foreshore.

3. The character of the Boat Club Precinct should be retained and enhanced.

4. There is a need for improved landscaping treatment to both East and West Esplanade Precincts. Upgrading of park and street furniture in addition to improved lighting and sign systems will enhance the character of these reserves and should follow the objectives of the landscape master plan adopted by Council in March, 1982.

5. The Pavilion Precinct has the potential for a wharf for public use by larger vessels. However, reefs in this vicinity make the approach hazardous while not impossible. This suggestion therefore should be treated with caution.

6. Contemporary aquatic recreations such as boardsailing, canoeing, small boating and sailing and the like (which were not as popular or indeed did not exist in the 1920's and 1930s) now require and use the open beach area in West Manly Cove. Such an area needs to be free of moorings and structures. These activities however should not interfere with safe swimming facilities. Such amenity should be highly valued as these uses are desirable and compatible with passive beach and reserve users.

7. While the Maritime Services Board's Waterside Zoning Plan (Draft) indicates that further develoment would be considered in west Manly Cove, it also indicates that this precinct has "High Visual Significance in the Harbour Context". This appears to be an anomaly. Regard should be had for retaining the landscape of west Manly Cove and avoiding further development in order to retain its high visual significance.

8. It would be difficult to justify rebuilding the walkway in accordance with the Maritime Services Board's guidelines regarding structures of significant vertical dimension being located as far inshore as possible and sited away from protrusions of the foreshore into the water (n.b. west Manly Cove point). The Board would most likely require a full environmental impact statement (E.I.S.) to be submitted with any proposal to build a structure in the Manly Cove. It is doubtful that an E.I.S. could support such a proposal.

Part B

PART B

THE FUNCTIONS OF MANLY COVE

1. Transport

The transport terminal/Fun Pier precinct is currently subject to negotiations in respect of future upgrading and redevelopment and these negotiations are to remain outside the parameters of this study. However, it is important to recognise the Manly Wharf as a major gateway to Manly through which day trippers, tourists and every day commuters as well as the residents, travel. Accordingly, a major function of Manly Cove is as a transport entry and departure facility and it should be recognised that this facility has developed historically at Manly Wharf.

About a quarter of people travelling out of Manly Warringah in the morning peak period use public transport. Ferries and hydrofoils from Manly to Circulay Quay carry nearly one-third of public transport users. Manly is an important focal point for Urban Transit Authority bus routes providing transport within Manly Warringah. Bus and ferry timetables are co-ordinated at Manly Wharf.

In the period 7.00 a.m. to 9.00 a.m., five ferry and ten hydrofoil journeys arrive at Circular Quay from Manly Wharf. The travel times from Manly Wharf to Circular Quay are 33 and 15 minutes respectively for ferries and hydrofoils. A recent loading check indicated that about 1860 ferry passengers and 1200 hydrofoil passengers arrive at Circular Quary between 7.00 a.m. and 9.00 a.m. on weekdays. The feeder services for Manly ferries and hydrofoils serve all of Manly Municipality and areas of Warringah Shire as far away as Collaroy Plateau, Wheeler Heights, Cromer, Allambie Heights and Church Point, but there is little or no ferry transfer to and from the more remote suburbs. The main ferry catchment area is the closer northern suburbs such as North Manly, Queenscliff, Harbord and Curl Curl.

It is important to this study to recognise that the recent inquiry into the future of the Warringah Expressway Corridor addressed itself to public transport options and accordingly ferry transport was included in

this inquiry. The Commissioner of the Inquiry, Mr. D.S. Kirby, stated that the ferries were an indispensible part of Sydney life and the use of ferries should be maximised. The Inquiry expressed the view that ferries had an important role in assisting the Peninsula to realise the recreational and tourist potential which it undoubtedly has but that ferries were unlikely to play more than a subsidiary role in satisfying commuter needs for the journey to work.

A detailed examination of the role of the ferries and hydrofoils and the transport function of the Manly Wharf will be examined in the Manly Planning Scheme Review Report entitled "Traffic and Transport".

In 1983 day tripper passenger volumes had increased from 900,000 persons per year in 1975 to 1.7 million using the ferry/hydrofoil services. Apart from the importance of the ferries in terms of actual total numbers of day trippers carried, the service is an important recreational outlet for the western suburbs which provide the majority of tourist passengers (inclusive of weekdays). The Manly Planning Scheme Review Report entitled "Tourism in Manly" reported that during a weekday in Manly in 1975 persons who travelled to Manly by ferry from the western suburbs amounted to 27% of the total number of day trippers.

In recent times there have been three instances of ferries overshooting the wharf and proceeding into West Esplanade beach. Both the second incident (1983) and the third incident (September, 1984) involved ferries (Freshwater and Narrabeen respectively) proceeding into the enclosed swimming area. It is apparent that this risk is always present and in 1983 resulted in Council relocating its present swimming enclosure further to the west, away from the Manly Wharf. However, this obviously reduces the risk only marginally. The Urban Transit Authority of N.S.W. advised Council in September, 1983 that every precaution is taken when berthing vessels at Manly Wharf. However, no guarantee could be given that an incident similar to that involving the Freshwater could not occur in the future and this proved correct in September, 1984.

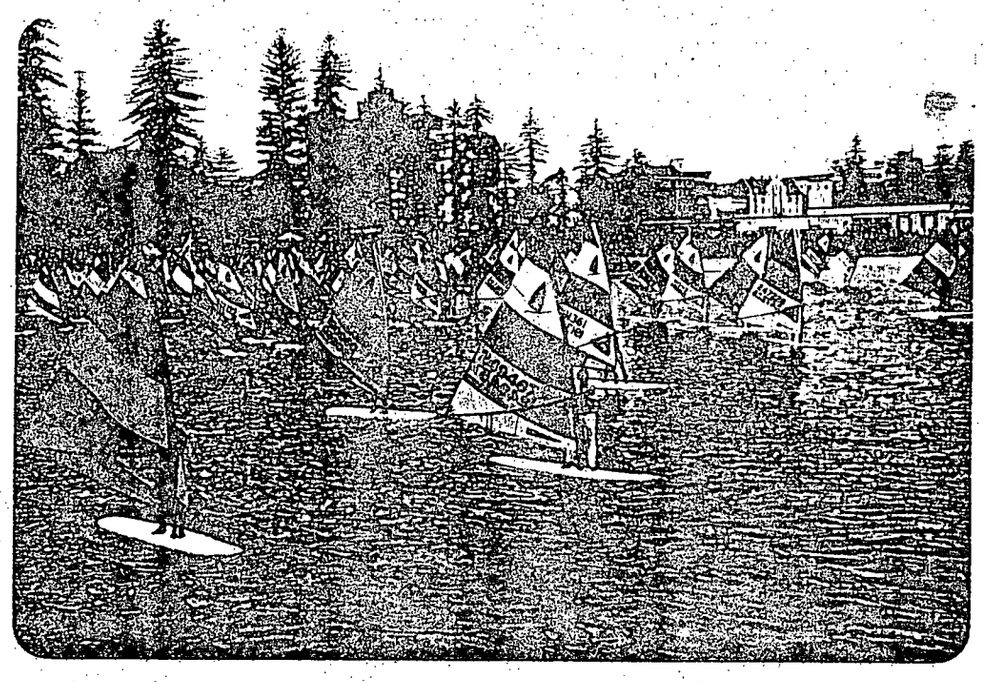
The Authority also drew attention to the fact that the wharf structure is utilised by a younger age group of swimmers as a diving platform and it is common practice for these swimmers to dive into the oncoming path of vessels berthing alongside the ferry wharf. This is a most dangerous

MANLY COVE

INTENSITY OF SAILING ACTIVITY

12.

13.



practice and in spite of the transport authority and police officers' efforts, it is a continuing problem during summer months. The Urban Transit Authority was in favour of relocating the swimming enclosure towards the west where it might discourage the swimmers from using the wharf structure.

This issue is important to the question of whether to rebuild the Manly walkway and swimming pool enclosure as it was prior to 1974. This question will be addressed in Part C of this report. At this stage it is important to recognise that Manly Cove has limited capacity for new development below and above mean high water mark and there is an obligation to continue to provide the existing services in a safe and efficient manner and in this regard the interdependence of the transport and tourist and recreational functions is clear.

2. Tourism and Recreation

Tourism is a form of recreation and it should be recognised that Manly Cove provides opportunities for unorganised laissez-faire recreational activities for residents as well as tourists. Manly Cove has proven to be an ideal location for recreation and many recreational pursuits have developed in this area. Both above and below high water mark unorganised and ad hoc recreational activities are continuously taking place, but with a greater intensity of use during the summer periods than the winter.

Above high water mark, the public reserve areas provide opportunities and facilities for such activities as picnicking, walking, jogging, sitting, sunbaking and general play. The existing promenade from east to west provides an ideal pedestrian walkway from the eastern end of the Cove where the boating and sailing club facilities are located, to the central transport interchange and then to the west where the commercial recreation facilities such as the Water Works, Marineland and Manly Pier Restaurant, are located. This walk then proceeds further to the west through Esplanade Park to North Harbour and the Bicentennial Pathway project will extend the walk further to Clontarf and the Spit Bridge.

Below high water mark water related activities are popular all year round. The Eastern half of the Cove is that area allocated by the Maritime Services Board for moorings while the western half of the Cove

is that used for small sailing craft, windsurfing, boating, fishing and swimming in the enclosed swimming area. Many residents and visitors combine a number of these activities during their leisure hours.

It is important to recognise the increasing use of west Manly Cove beach for sailing and other pursuits that have become very popular during the past ten years. Such pursuits include windsurfing (sailboards), laser boats and catamarans. These sailing craft are light and easily transportable. Windsurfing/boardsailing is one of the fastest growing sports in Australia. West Manly Cove meets the current demands of the public and functions most successfully. The Cove provides open water space near the wharf for safety purposes; a safe swimming enclosure; and an open beach area for the launching of small craft. Contemporary recreation demand is met in this way in conjunction with the Waterworks. Further, the development of surfing since the early 1970's has been remarkable and now includes a wide range of surfboards, surfmats and koolite boards in addition to surf skis and the like.

It should also be recognised that an increasing number of residences in the inner suburbs have backyard swimming pools which has raised the swimming standard of the general population in conjunction with the Education Department and private swimming schemes.

2.1 Manly Cove East

In this area is located the Manly Yacht Club, the Manly Rowing and Sailing Club, the Manly 16ft. Skiff Club and the Manly Cove Launch Club. These clubs provide a range of sailing and boating facilities for all age groups. Membership of these clubs is in the order of 1,300, although during summer months numbers of participants increase due to casual visitors and organised sailing and boating regattas. Private moorings in Manly Cove are confined to the eastern side of Manly Wharf and at present there are approximately 50 moorings on private lease.

2.2 Manly Cove West

It is to the western side of Manly Wharf that day trippers from the ferries gravitate in addition to those who move through Manly Corso to the Manly ocean frontage. It is the western side which provides the

nodes of attraction for the day trippers and which provides a wider beach for swimmers and sunbakers. A survey of recreationers was included in the Tourism in Manly report and it was in the area of West Esplanade that most recreationers were located. The survey was carried out on a Saturday and a Thursday in the summer holiday month of January and it was found that on the Saturday, of the total number of people recreating in Manly Cove, 9% were residents, 74% were day trippers and 17% were holiday makers. On the Thursday, of the total number of people recreating in the same area, 19% were residents, 48% were day trippers and 33% were holiday makers.

Considering the high number of day trippers in the Manly Cove area who use the ferry as a travel mode and who originate from the western suburbs in particular, it follows that the major activity in the Manly Cove area would be for walking and site seeing, particularly having regard for the tourist activities which form a node at the western end of Manly Cove and Manly Fun Pier adjacent to the Wharf (see Table 1).

It is signficant that of those that were interviewed in the Manly Cove area who nominated their recreational activity as walking and sight-seeing, some 64% travel to Manly by ferry. In other areas the percentage of day trippers walking and sight-seeing who travel to Manly by ferry was almost negligible. It would seem that the ferry trip itself is probably a major attraction drawing day trippers to Manly who do not come to Manly to engage in any set recreation activity.

TABLE 1

PARTICIPATION IN RECREATION ACTIVITIES IN MANLY COVE

(Source: Tourism in Manly)

ON A WEEKEND DAY

Activity	Residents	Day Trippers	Holiday makers	Total	%
Swim/surf	21	13	11	45	14.3
Sunbake	2	11	18	31	9.8
Shop					
Sail		50		50	15.9
Picnic		51	8	59	18.7
Walking/sight-seeing		106	18	124	39.4
Fishing		6		6	1.9
TOTAL				315	

ON A WEEKDAY

Swim/surf		50	43	93	15.2
Sunbake	86	29	58	173	28.3
Shop	22	22	72	116	18.9
Sail		36		36	5.9
Picnic		144		144	23.5
Walking/sight-seeing			14	14	2.3
Fishing		14	22	36	5.9
TOTAL				612	

3. Aesthetics and Environmental Quality

3.1 Beauty and Aesthetics

3.1.1 Bay Beaches

It is generally accepted that bay beaches are areas of great natural beauty and variety. Bay beaches throughout Australia, similar to that of Manly Cove, provide a special amenity to many groups within the community while retaining a high environmental quality. Usually, because a bay beach is narrow, particularly between the beach and the building line in built up areas these beaches have come under threat from the demands for various built facilities. Such facilities include road widening, car parking and amenities buildings including commercial enterprises and also for structures above and below mean high water mark. In urban areas it has been necessary for bay beaches to be protected and enhanced, usually by a concerted plan which requires an integrated approach to beach management, landscaping, coastal protection and public facilities. Such an approach needs to be appropriate in its design and in siting of those facilities that are deemed necessary so that they may cause minimal interference with the foreshore area.

In terms of any structure to be built below or above mean high water mark and in particular a walkway similar to that previously located in west Manly Cove, it is important to remember that it is necessary to retain the pleasure of going to a place and to keep that place of beauty in these heavily used areas by incorporating a very high standard of design. It is accepted that such a high standard of design will be financially costly but also it will need to be accepted that such a structure is not going to look natural and it will be necessary to design it in an architectural/ engineering way. Such structures, it must be admitted, are going to be artificial and it is imperative that the provision of such structures has to be considered not only in the light of financial costs, but also in terms of environmental costs. Therefore benefits gained must far outweigh both these costs.

3.1.2 Manly Cove Harbour Interface

The Sydney Harbour Foreshores Study undertaken by the then State

Planning Authority, in 1967 states:

> "Sydney Harbour, as a port, is an economic asset of critical importance to the future of Sydney and of the State of N.S.W. and of great importance also to Australia as a whole. Beyond this, however, the harbour is a unique asset in imparting an outstanding visual character to the City and in affording opportunities for outdoor recreation hardly rivalled by other large cities in the world."

There are many activities which compete for space on the harbour and on its foreshores and inevitably conflicts arise. Problems of conflict with the visual qualities of the harbour also arise and require special consideration in order to prevent the scenic aspects of the harbour from being eroded.

Manly Cove is part of the harbour and ocean interface which is important in both local and regional considerations. The draft waterside zoning plan prepared by the Maritime Services Board (1974) also included an assessment of visual quality. West Manly Cove was assessed as being a foreshore of high visual significance in the harbour context. The east Manly Cove was assessed as having a foreshore of visual importance in the local context. Manly Council's Landscape Study also gave consideration to this issue. Both the visual quality of the landscape/townscape interface and the visual significance of this interface were assessed. The landscape report states that the visual quality of the Manly Cove interface was medium quality. However, the visual significance was assessed as being of high significance and in this respect the built up area of the Manly Cove interface was recommended for positive action to upgrade the visual quality when viewed from the harbour.

The Manly Municipality is surrounded on three sides by water and much of the foreshore land is in public ownership. The condition of the foreshore land is an important aspect of the visual environment and in Manly Cove it constitutes a part of the overall harbour endowment. Foreshores in their natural state are visually attractive and can cater for a variety of recreational uses. These aspects, however, can be quickly spoiled by bulky or insensitive foreshore development. The

landscape report came to the conclusion that the existing vegetation pattern should be retained and managed to ensure retention of visual environment in general. In particular developed areas where the existing tree cover is inadequate or incompatible there is a need to retain the quality of "openness" by the adoption of an overall landscape plan.

That the beauty of Manly Cove has been improved since the removal of the walkway cannot be denied. The following four photographs clearly depict this improvement. Photograph A (circa 1910) shows west Manly Cove in its early stage of development when much of its natural beauty remained. Photograph B shows the effect of the Manly walkway and swimming enclosure. Photographs C & D are a recent photograph showing the west Manly Cove as it is today suitable for recreation but having much of its natural beauty returned.

Further consideration should also be given to the current position of the swimming enclosure. Its existing position divides the beach and it might be asked whether this is its best location. Being in the middle of the beach is a disadvantage to sailing and boating activities. The efficiency of the beach overall might be improved if the enclosure was located adjacent to the wharf or adjacent to the pavilion at the western end. The existing enclosure provides a swimming length of 100 metres and it may also be questioned as to whether there is enough demand to justify this lengh or should it be reduced to 50 metres.

3.1.3 Landscape Quality

Manly Cove and its adjacent Esplanade Park may be classed as a beach reserve and is part of the total Esplanade Park extending from King Avenue in the west to the eastern end of Manly Cove opposite Stuart Street.

The vegetation pattern is considered to be of regional and local significance although being of sparse cover. Tree cover is important in the overall visual landscape, particularly where building densities are high. Trees provide a pleasant contrast to the starkness of buildings and assist in breaking up harsh structural outlines. In Manly Cove the visual harbour/townscape interface is modified by the provision of

barely adequate tree cover. Any new structures on the water side of the reserve will negate the desirable effects of the existing tree cover. Large structures will tend to subsume the vegetation existing in Esplanade Reserve. Generally the landscape quality at the Manly Cove harbour/townscape interface is low and it is therefore important that the existing vegetation pattern be retained and improved in order to upgrade the visual quality and retain the significance of this Cove.

The visual quality and natural aesthetics of Manly Cove are blessed by the stable climate of the Sydney region. Manly's temperature is mild with a moderate temperature range compared to other regions of Australia. This mild climate is significant in the popularity of Sydney's beaches and waterways with tourists and residents and it is generally accepted that Manly is a highly desirable location for recreation activities of this nature.

3.2 Water Quality

The source of pollution of streams and harbours is the discharge of land based pollutants into these waters. However, pollution levels in the Manly Cove area are insignificant. Water sampling of the Manly Cove since November, 1982 reveals water pollutant levels to be well below those conditions which are considered to be unsuitable for bathing. Water quality in the Cove is accepted as being clean conditions for bathing when read in conjunction with the N.S.W. Department of Health's bacteriological criteria for bathing waters.

SUMMARY OF FINDINGS

1. Reconstruction of the walkway with a connection to Manly Wharf is difficult to justify on safety grounds when consideration is given to:-

   (a) the potential for ferries to overshoot the wharf; and

   (b) the problem of children diving from the existing stucture in to the path of oncoming ferries. This would be exacerbated by a new walkway structure.

2. Reconstruction of the walkway is therefore difficult to justify on the grounds of access. East/west access is facilitated by the landscaped Esplanade reserve. Access for any particular group is not made difficult by the absence of the walkway. Activity nodes attract day trippers, residents and other visitors. Such nodes as the Waterworks are not handicapped by lack of access.

3. It is important to retain the pleasure of going to a place and to keep places of beauty from over development. Such a place of beauty is the bay beach of Manly Cove. The Landscape Report recommended positive action to upgrade the visual quality of the Cove. In this regard the absence of the walkway has greatly improved the beauty of the Cove.

4. Any proposed structure in Manly Cove will need to be of a high design standard and would therefore be costly. In addition it is not going to look natural but would in effect be artificial. Therefore environmental costs must be added to financial costs.

5. Any new structures on the water side of the reserve will negate the desirable effects of the existing but barely adequate vegetation and tree cover which softens the impact of the dense buildings of the Manly Town Centre when viewed from the harbour.

6. There is a need to reconsider the position of the existing swimming enclosure and whether it would function equally successfully if shortened to 50 metres.

Part C

PART C

THE PROPOSAL TO RECONSTUCT THE WALKWAY IN MANLY COVE

1. Council resolved on 9th August, 1983 inter alia:-

> "That a further report be brought forward by the Chief Town Planner in consultation with the Municipal Engineer on proposed future uses and development within Manly Cove."

Council had previously considered the reconstruction of the walkway and swimming pool in 1979 and at that time Council resolved not to proceed.

In 1974 major storms had destroyed the existing walkway in west Manly Cove and rendered the swimmming enclosure unsafe as a result. The remaining pylons and structures were removed as of necessity.

A temporary floating net was installed in 1975 which lasted approximately 4 years. In 1976 Council resolved to continue with a floating net as a permanent installation adjacent to the western side of the Wharf. Permanent concrete piles were installed to keep the floating net in place and a lease of the enclosed area was taken from the Maritime Services Board. In 1980 Council further resolved to increase the length to 100 metres and that the enclosure be relocated in the centre of the beach.

This decision was made because the floating net allowed the view of the Cove to be returned, allowed boat access to the beach and avoided expensive construction costs. The floating net structure retains the pleasing openness of the beach and cove which had returned after removal of the walkway.

2. Opinions about Reconstruction of the Walkway

2.1 Public

Since 1974 Manly Council has recieved eight written submissions asking for the walkway to be rebuilt, only four of which were

residents of the Municipality. While there are undoubtedly more who would support reconstruction of the walkway, it is suggested that to over value such opinion would be a mistake. It is cogent to this examination to note that in August, 1981 the Manly Daily newspaper reproduced a large photo of the Manly walkway and pool in its heyday (circa 1930) in conjunction with a number of other historical photographs. Council's records show that only one letter requesting reconstruction was received as a result of this publicity.

The "Tourism in Manly" survey and report provided an opportunity for people recreating in Manly to express general opinions about Manly. Of those visiting Manly Cove beach only 5.5% of total respondents expressed the view that the walkway/swimming pool should be rebuilt (see Table 2).

TABLE 2

OPINIONS ABOUT MANLY
(Source: Tourism in Manly)

Percentage of respondents who suggested rebuilding the walkway/swimming pool	
Residents	5.8% of residents surveyed
Day trippers	4.4% of day trippers surveyed
Holiday makers	6.7% of holiday makers surveyed
Total	5.5% of total respondents
(N.B. Survey carried out in January, 1975. Temporary sharkproof net for swimming only.)	

The following suggestion from a Mona Vale resident is typical of the correspondence received in favour of reconstruction:-

> "When my children, now in their thirties, were small I often travelled by train from Hornsby and caught the ferry across to Manly for the pleasure of spending a day at the pool. Without the pool, Manly is just another lovely beach like so many on the peninsular.
>
> I would be most interested to know why some effort is not being made to enhance Manly's beautiful shores with an enclosed swimming pool, timber walkway, diving towers and other attractions that were so much a part of Manly."

However, it might be suggested that the following perception offerred by a Seaforth resident is one held by a silent majority on this issue:-

> "In the past too many development decisions of a commercial nature have been made under the guise of aiding tourism, with the result that we have to live for several decades carrying the burden of these decisions as scars on our landscape. The best thing that happened out of the storm of 1974 was the wipe-out of the boardwalk.
>
> One did not realise what an eyesore it was and just how beautiful the natural beachfront and harbor views were until it went. There are probably not many aldermen or members of Manly Chamber of Commerce who can recall the natural beauty of the western corner of the cove where the beach joined the rocks. I can assure them it is is still there under that man-made clutter. I genuinely believe that Marineland serves a useful purpose with the community, but I would much prefer to see it located in a lower profile structure in the "lost area" between the two wharves. It would surprise me if a bond was not called for to ensure its subsequent removal at the time when the development was first approved.

Perhaps we could seriously consider the return of all or part of this area to its natural state as part of Manly's contribution to Australia's bicentenary. However, with our changing life styles, other activities as well as swimming must be accommodated along the cove shoreline. Commercial entrepreneurs should not expect Manly Council to bend the rules for their benefit or to expend ratepayers' money in providing facilities to accommodate their ventures. The natural beauty of Sydney Harbour and Manly are what residents and tourists enjoy most."

2.2 Manly Chamber of Commerce

In November, 1983 the Manly Chamber of Commerce wrote to Council in the following terms:-

> "We the Chamber of Commerce representing the business and trading section of Manly, would like to know what progress has been made in reconstructing Manly Harbour Pool."

The Chamber drew attention to the fact that the harbour pool was more attractive to families with small children, migrant groups and the elderly. The Chamber claimed that as a result the surfing beach had become crowded resulting in discomfort.

No other pressure group has made representation to Council in regard to this issue.

2.3 Authorities

2.3.1 The Maritime Services Board is prepared to consider a preliminary proposal. However a Council resolution to pursue such a proposal would be a prerequisite. Discussions with officers of the M.S.B. reveal that they would consider a proposal on the basis of the Board's "Guidelines" and having regard to the Water Side Zoning Plan.

At the time of preparing this report the M.S.B. is very much concerned about the scouring of the beach and undermining of the sea wall under the Manly Fun Pier. It appears that recent new piling in

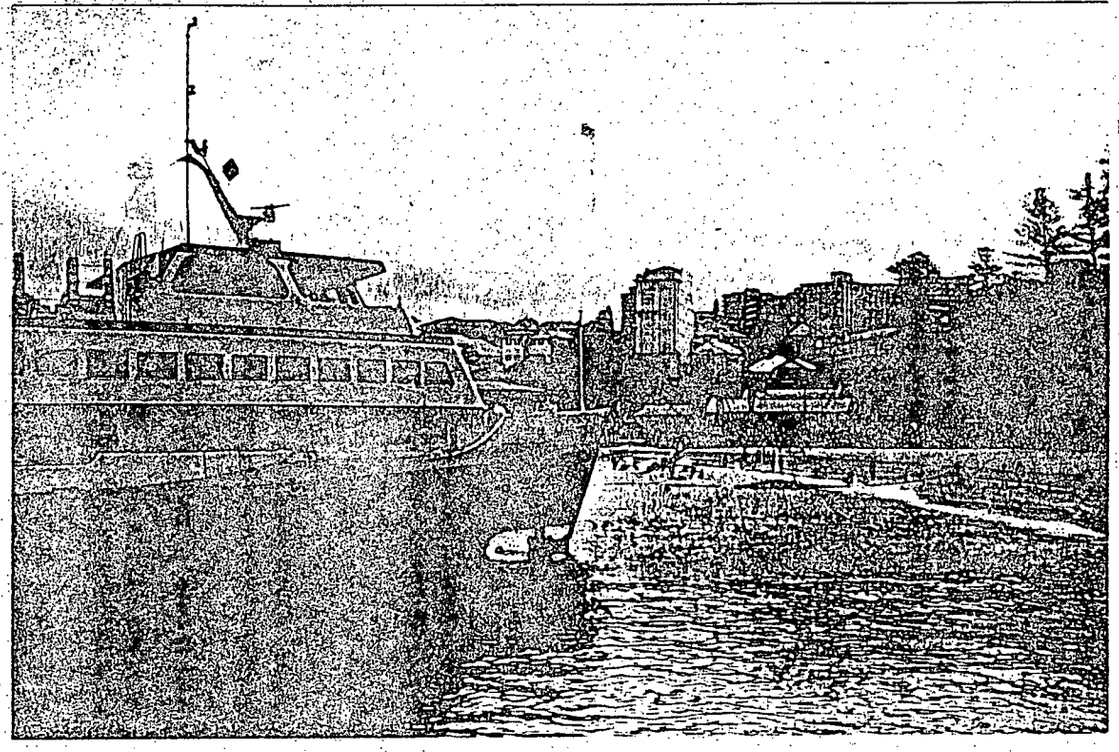
an area between the Wharf and the Fun Pier (previously not piled), has caused a change in the wave pattern. As a result sand accumulation has markedly reduced at this point. Clearly such effects will be considered by the M.S.B. when any proposal for construction below mean high water mark is received.

As a result of the two incidents involving ferries overshooting Manly Wharf (in 1982 and 1983), the Board advised Council that it considered the size and speed of the ferries to be such that it was not "practically possible" to provide an adequate ferry arrestor. The Board suggested in November, 1983 that Council give consideration to locating the swimming enclosure further along the beach to the west leaving the beach area immediately adjacent to the Wharf open. This suggestion was accepted. However, with the ferry "Narrabeen" overshooting the wharf in September, 1984 and skewing into the swimming enclosure it is clear that any structure in west Manly Cove is at risk without an adequate ferry arrestor.

Any walkway construction should therefore involve the incorporation of a ferry arrestor and having regard to the advice of the M.S.B. it can be anticipated that this would involve a prohibitive cost. In fact an arrestor strong enough to stop a ferry would not be acceptable at all as the sudden stop would be extremely dangerous to ferry passengers.

2.3.2 The Urban Transit Authority's advise that "no guarantee could be given that an incident similar to that involving the "Freshwater" overshooting the wharf in 1983, would not occur in the future" has now proved prophetic. The U.T.A.'s concern for young swimmers who dive off the wharf into the path of oncoming vessels has previously been mentioned and accordingly from the U.T.A.'s viewpoint any new structure (such as the walkway) will add to the existing problems.

2.3.3 The Department of Environment and Planning. Any submission to the Maritime Services Board in regard to a proposal of this scale and character would be referred to the Department of Environment and Planning for comment.



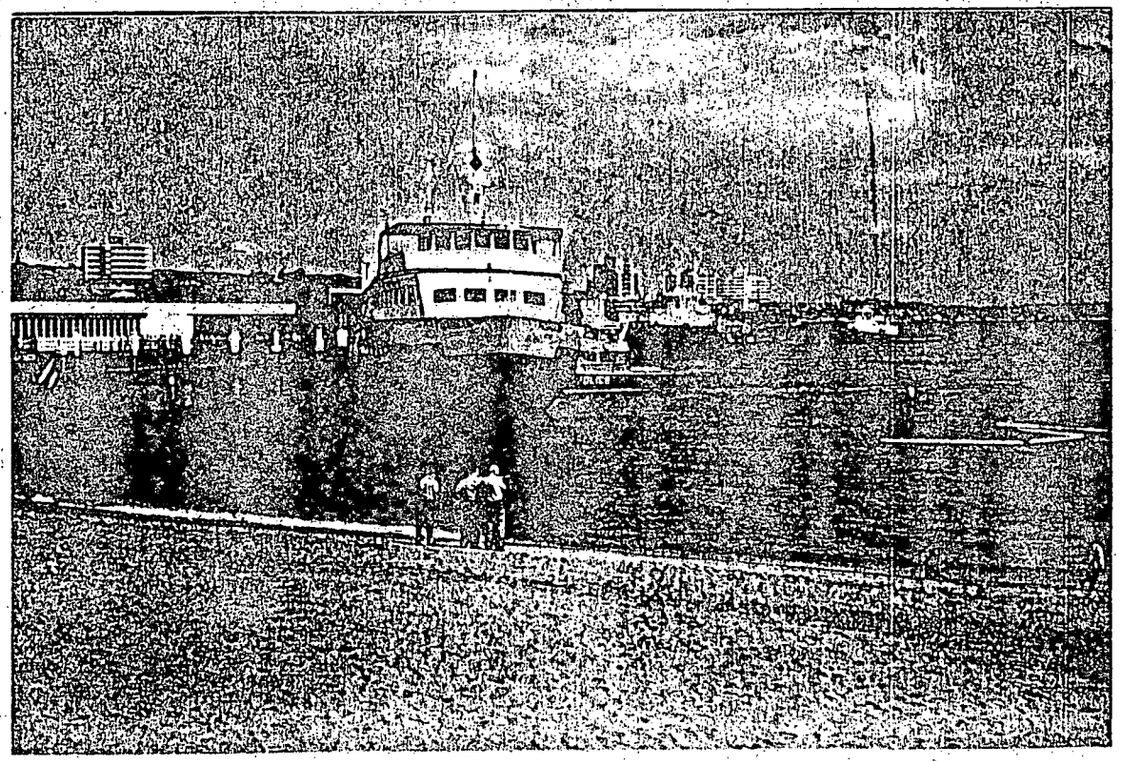
7

"FRESHWATER"

FERRY OVERSHOOTS WHARF AND PROCEEDS INTO BEACH AND SWIMMING ENCLOSURE.

MARCH 1983

8



Discussions have been held with officers of the Department who advise that the D.E.P. would be concerned with the visual appearance and the impact of the proposed structure on its immediate environment. That the subject environment is one of natural beauty would be important in the Department's consideration.

2.4 Media

Media in Manly-Warringah is represented by The Manly Daily. This daily suburban newspaper has consistently published "Letters to the Editor" and informative articles reflecting both sides of the reconstruction question. However, it is difficult to assess the opinion of the newspaper itself but the following indication was given in July, 1983, against further intrusion by permanent structures into the Cove.

Hands off our cove

Manly Daily
OPINION

SATURDAY, JULY 23, 1983

One of the superb features of Manly-Warringah is its natural attraction of beaches, bays, coves and bushland, much of which has managed to withstand the ravages of man in his pursuit of progress.

Regrettably, part of this natural beauty disappeared as development crept closer to the shoreline and into bush areas.

But much remains as a compelling lure for residents and visitors who never tire of the unrivalled scenic beauty of this part of Sydney.

Manly has a double attraction because of its position between harbor and ocean.

Where else in Sydney can you gaze at the panorama of ocean beaches and, after a short walk, appreciate the contrast with Sydney's magnificent harbor?

However, it is a fact of life that, from time to time, people put forward propositions they believe will improve nature.

Sometimes this works successfully, such as at North Head where an ambitious restoration and regeneration program is working wonders with one of Sydney's most famous landmarks.

But in other instances, particularly where money-making propositions are concerned, the outcome can be far from aesthetically acceptable.

Thus, shudders go through our civic leaders when it is suggested the defunct Baragoola ferry become a floating restaurant and a "jumping jack" trampoline for swimmers be installed, both in the far from untroubled waters of Manly Cove.

Similarly, enthusiasm wanes when a three-storey water ambulance base is proposed for Little Manly and new wharves or marinas are suggested for other parts of the cove.

To its credit, Manly Council has been resisting the intrusion of these projects.

Far from agreeing to more clutter in and about the cove, Manly Council wants the cove and its environs free of permanent structures and garish installations which detract from its beauty.

It is mindful of the importance of the cove and wharf as the gateway to Manly for the thousands and thousands of residents, tourists and visitors who use the ferry and hydrofoil service.

It wants them to enjoy the visual pleasures of as natural a waterway and shoreline as possible as their introduction to, or reacquaintance with, a freshly revived Manly.

People who appreciate the charm of an environment as unspoiled as possible will support the council when it says "hands off!" to those who would disfigure this beauty.

3. Environmental Assessment

The most suitable method of assessing environmental effects of such a proposal is that method which asks a number of pertinent questions.* The questions asked are as follows:-

(i) Is the environment of the Cove, which may be sacrificed to construct the walkway, such a precious part of Manly's natural heritage that the proposal should be excluded from further consideration?

(ii) If it is accepted that the environmental sacrifice would be considerable, has an alternative been considered?

(iii) If the alternatives were not seen to be prudent or feasible and the environmental costs remain high, would the proposal have economic attractiveness?

(i) Is the environment of the Cove, which may be sacrificed to construct the walkway, such a precious part of Manly's natural heritage that the proposal should be excluded from further consideration?

In effect a walkway is a pedestrian bridge linking the Wharf to the Pavilion Precinct at the western end of Manly Cove. It would be a structure which would subsume that area of the Cove in which it is placed. The following effects are perceived:-

(a) Beauty of the Cove could be devastated because of the scale of the proposed structure.

(b) A walkway would cut west Manly Cove into two further segments, therefore losing the undisputed total beauty of the Cove as it is at present.

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*This method was used in the Kyeemagh/Chullora Road Inquiry and the Warringah Transport Corridor Inquiry.

(c) The walkway structure would dominate the landscape not only at its location below mean high water mark, but also in terms of visual dominance of the reserve landscape as viewed from the water. This effect is easily proved by remembering the walkway as it was prior to its destruction. Viewing photographs of the previous walkway structure will substantiate this recall.

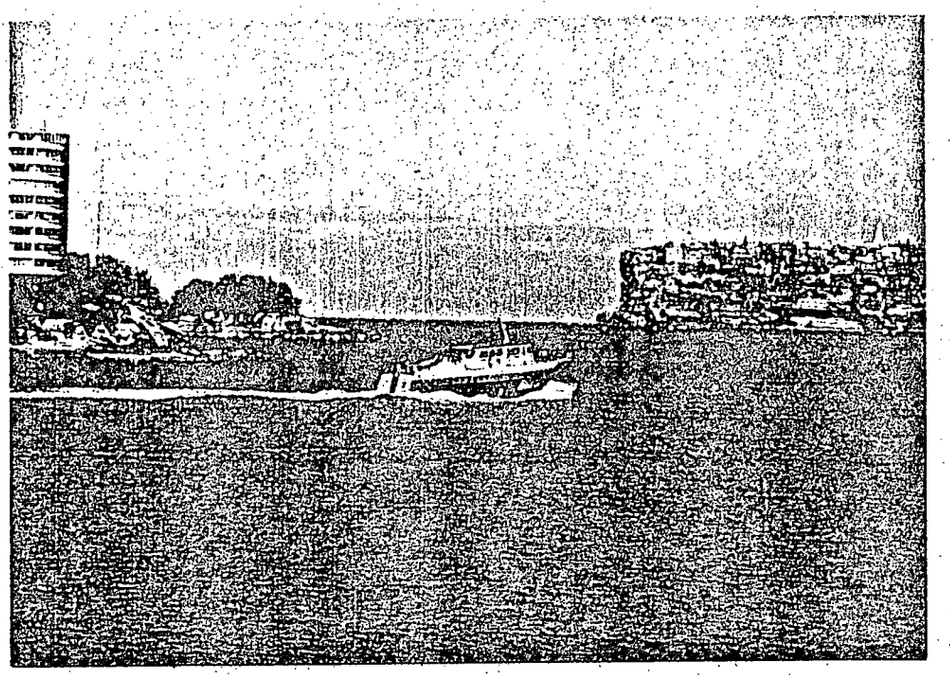
(d) Environmental assessment in considering construction of bridges in other locations has shown that bridges and walkways give the impression of reducing the scale and impact of the landscape that it links. Manly Cove would therefore shrink and the wharf structure would be extended and the walkway would be an extension of the wharf to such a degree that it would dominate west Manly Cove.

(e) The openess of the Cove would be lost. The Cove would be further divided and the visual quality and aspect from both the beach and promenade to the water and vice-versa would be lost in toto.

(f) The beauty of this bay beach and its surroundings which was returned when the old walkway was removed would once again be lost and closed to all but those within the enclosure.

(g) There would be a loss of panorama from the beach and more particularly from the Esplanade Reserve and adjacent properties, particularly the panorama provided of the harbour as viewed to the Sydney Heads.

There is an obligation to future generations to retain the natural heritage that is Manly Cove. Retention of the beauty of the bay beach is of greater importance today because of the existing development above and below mean high water mark at the eastern and western ends in addition to the Manly Wharf and Fun Pier.



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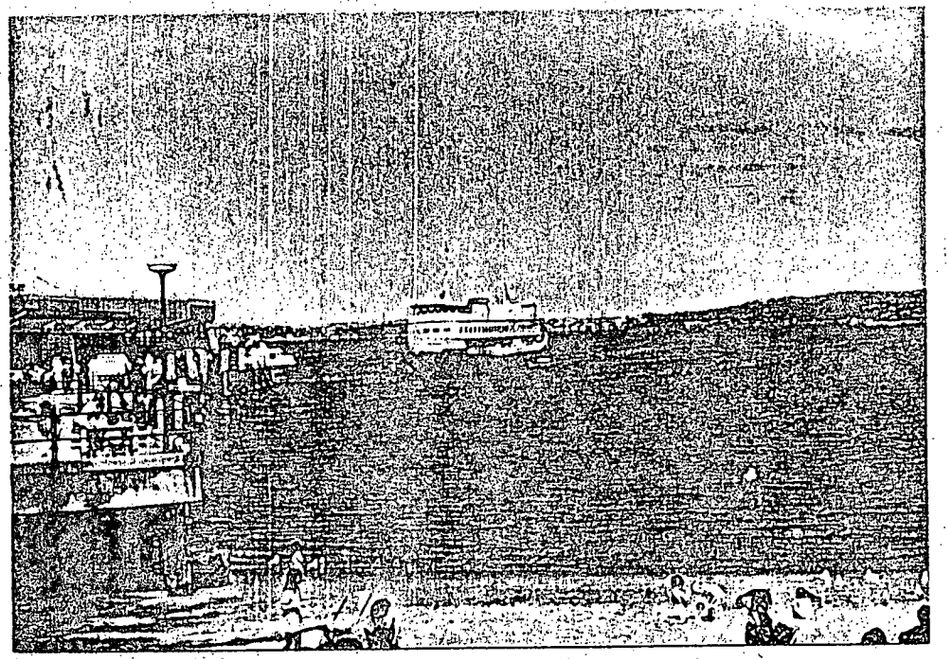
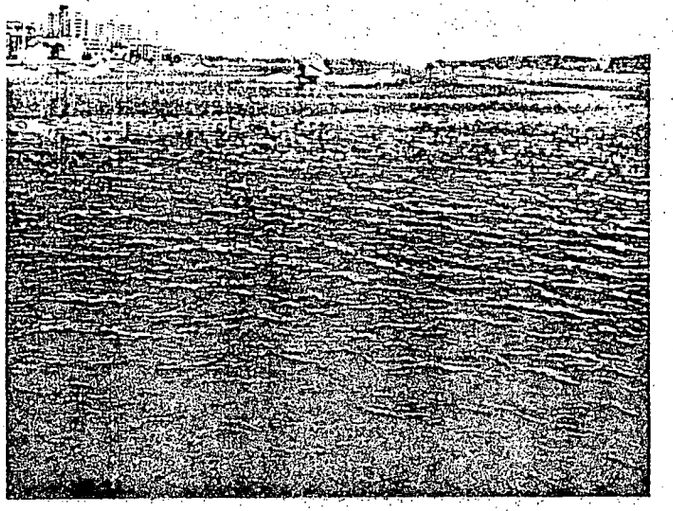


10

THE EXISTING PANORAMA FROM
WEST MANLY COVE BEACH AND RESERVE

11



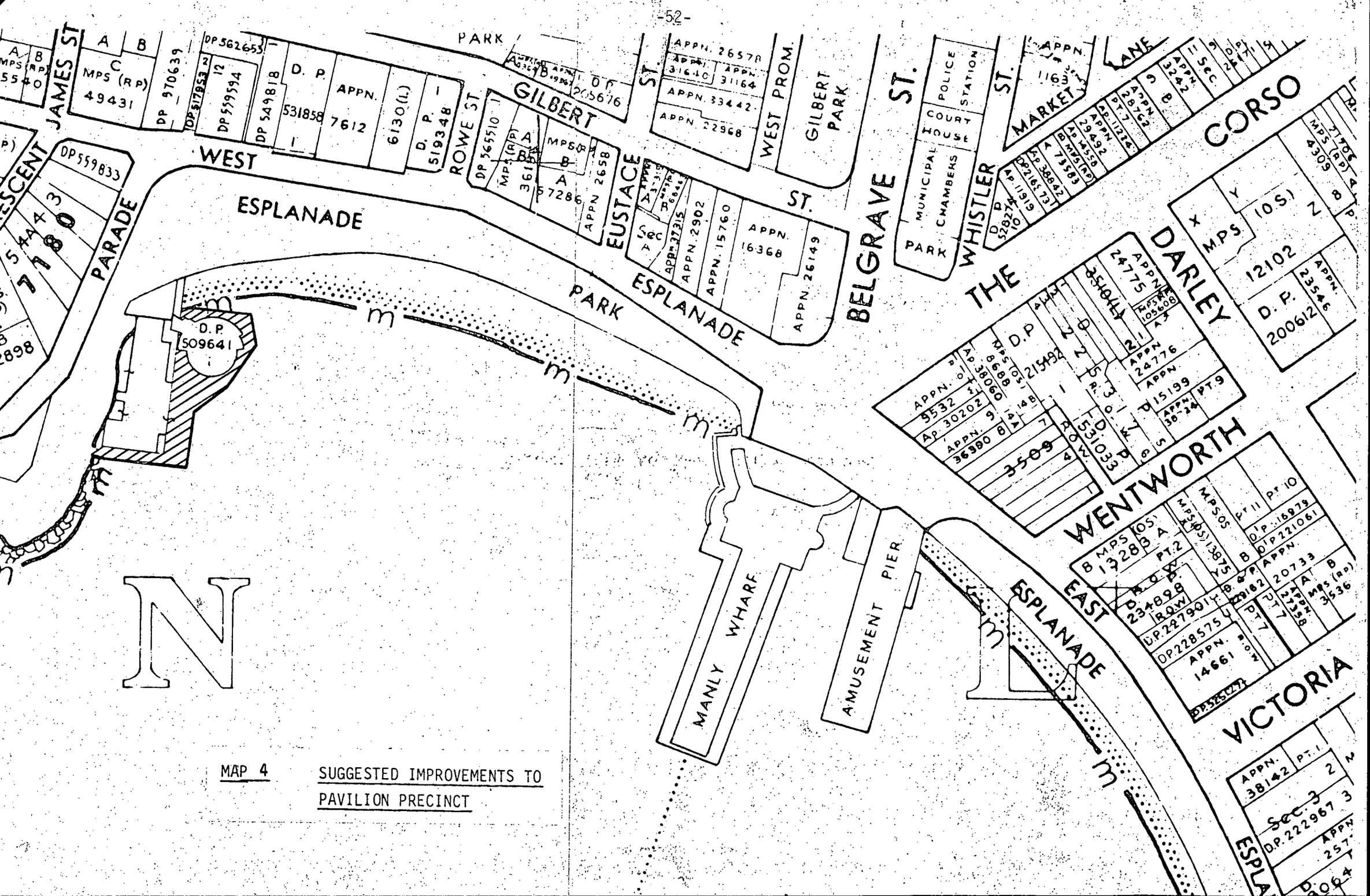
In answer to the first question therefore, the existing natural beauty of the Cove that now remains should be retained and accepted as precious to Manly's heritage, especially in respect of its location close to the Manly Town Centre and transport interchange. The proposal should be excluded from further consideration on these grounds.

(ii) If it is accepted that the environmental sacrifice would be considerable, has an alternative been considered?

As the prime objective of the proposal is that of tourist promotion, the advantages that a walkway may bring by providing alternative public access are questionable. Advantages perceived and in evidence in the "heydays" of the Manly Fun Pool are dubious when consideration is given to the increase in the wide range of water recreations involving sailing, windsurfing/boardsailing, surfing and other activities. In addition, the number of backyard pools in the domestic home throughout Sydney increased markedly in the sixties and seventies.

The proposed redevelopment of the Manly Wharf, it is hoped, will include opportunities for tourist orientated attractions and benefits which, when combined with the ferry ride, will be a node of attraction in itself.

It is suggested that an alternative to the walkway already exists and functions without disadvantage. The existing promenade meets the needs of east to west pedestrian movement, is aesthetically attractive and provides suitable access to the beach, change and toilet facilities and to safe swimming. If it is suggested that a walkway would provide some romantic character for tourists and day trippers, there may be opportunities at the western end in the area of existing commercial development for some boardwalk development. Such a boardwalk might link the Esplanade Reserve to the access stairs on the harbour side of the Pier Restaurant and thence to Esplanade Park. Such a boardwalk could traverse around the commercial development and provide a romantic walk and possible outdoor eating areas. (See Map 4)



MAP 4 SUGGESTED IMPROVEMENTS TO PAVILION PRECINCT

It is doubtful whether a new walkway and fun pool would attract a meaningful increase in the number of day trippers which might be seen as a justification for such a development. The number of visitors to Manly each year has increased steadily since 1975 and is clearly the successful result of an active Tourist Promotion Organisation and policy.

It is important to recognise that the number of day trippers/ visitors had been gradually declining (see "Tourism in Manly") since the halcyon days immediately pre-war and post-war. This decline continued until 1975 when a gradual increase commenced. As the fun pool was wrecked in 1974 it is difficult to correlate day tripper/visitor numbers to the existence of the fun pool.

Statistics provided by the Manly Tourist Promotions Office are as follows:-

TABLE 3

TOURIST/VISITORS TO MANLY EACH YEAR

1979	4.8 million
1980	5.0 million
1981	6.9 million
*June 1982 to June 1983	8.1 million

In answer to this question it is difficult to perceive recreation and tourist advantages to a degree that would justify construction of the walkway, having regard for existing alternatives and the availability of similar recreation alternatives and attractions, in particular the existing safe swimming enclosure, the Waterworks complex and the improved boating and sailing amenity.

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*N.B. This figure includes commuters on ferries and hydrofoils.

(iii) If the alternatives were not seen to be prudent or feasible and the environmental costs remain high, would the proposal have economic attractiveness?

Current levels of day trippers show that Manly is an attractive place to visit and it is difficult to suggest that provision of the walkway and fun pier would increase these levels to any marked degree. There appears to be little economic advantage in excess of that which is already available. What economic potential there may be can be reached by the proposed redevelopment of Manly Wharf and possible improvements and upgradings to the Pavilion Precinct at the western end. Economic opportunities may exist at the western end of the Cove and upgrading of this Pavilion Precinct and commercial node may be more feasible and environmentally acceptable. It may also be more conducive as an attraction for tourists rather than day trippers.

Cognisance should be taken of the responsibility Council will adopt for ongoing expenditure for such a facility without income being derived from users. Beaches and reserves related to waterside activities have been recognised as having a high cost factor. It can also be suggested that the fun pool would not be of purely local significance and therefore should not be financed (both initially and continuously) solely by local ratepayers. The Tourism in Manly Report has shown that on balance the cost of provision of facilities used by tourists far outweigh any money derived from public spending resulting from increased tourist activity. Therefore there must be a balance between cash inflows to the private sector and to the public sector in order to provide public funds to meet the increased cost of tourist facilities.

In answer to the question, the economic cost or performance of the walkway and fun pier cannot be demonstrated as superior or more desirable than the existing alternatives or the development options suggested above. Therefore the proposal must be exluded on this basis. In addition funds available might better be spent on upgrading and redeveloping the Manly Wharf.

4. Financial Assessment

The walkway proposal would be split-level separating pedestrians from users of the fun pool and its facilities. The lower level would front the inland side and it is upon this level that the facilities such as diving boards and slippery dips would be located. This is necessary because of the lack of depth for diving at low tide. The higher level is necessary to provide a safe and relatively dry thoroughfare for pedestrians.

In addition to the facilities fitted to the walkway, pontoons would be strategically located in the pool.

The following estimates have been provided by the Municipal Engineer and are applicable as at September, 1984.

*	Construction of a 3 metres wide prestressed concrete walkway between Manly Wharf and the Pier Restaurant inclusive of sharkproofing: (subject to detailed design & specifications)	$1,500,000.00
*	Boating and landing jetties:	$ 12,500.00 (per jetty)
*	Fishing/swimming platforms:	$ 400.00 (per lineal metre)
*	Diving boards (various types) - minimum:	$ 1,000.00
	- maximum:	$ 6,000.00
*	Lighting (basic)	$ 20,000.00

Previous Pool and Walkway

Photographs of the pool as it existed prior to May 1974 reveal that the following facilities were provided:-

Diving tower	- one
Diving boards	- four
Wheels	- two
Platforms (4 metres)	- one
Slippery dips	- one giant
	- two medium
Pontoons	- four small
	- one large (incorporating two small slippery dips)
Ladders	- twenty (approximate numbers for two levels)

Therefore an allocation in the order of $100,000 would need to be made to provide similar facilities to those listed above and inclusive of lighting. It should also be noted that the original walkway was split-level and did, in effect, provide an upper and a lower level walkway.

Ferry Arrestor

A ferry arrestor is considered to be impractical due to evidence that the ferry can wander all over the Cove. If a barrier strong enough to withstand a ferry is built, passengers on the ferry could be injured and the vessel damaged. If an arrestor is not built, pedestrians on the walkway could be injured.

The Municipal Engineer advises:-

> "The prestressed walkway as estimated provides for a wide pile spacing and a light weight structure which, while suitable and safe for pedestrians, may fold and collapse at the point of impact hit by a ferry.

If a walkway was to be constructed there is also the question of providing two levels and as was previously the case, one for swimmers and one for walkers.

The structure could be made ferry resistent (not ferry proof) if the low level platform were built. This would necessitate an extra row of piles, and if these were braced through to the outer row and the spacing of all piles reduced the strength would be greatly increased, but the cost would be doubled."

Insurance

Council's insurance brokers advise that the existing public liability policy will cover Council in its legal obligation to provide services and amenities. Construction of the walkway and fun pool would therefore not require any additional public liability insurance cover but would of course be dependent on any future claims resulting therefrom.

Conclusion

The estimated cost of construction of the walkway and provision of the facilities necessary to create the fun pool is therefore:

Construction	$1,500,000.00
Lighting	$ 20,000.00
Facilities and Amenities	$ 100,000.00
Total (as at Sept. 1984)	$1,620,000.00

Funding

It is unlikely that in the present climate Council would be able to attract a grant for this project. Therefore it would be necessary for Council to find the project from its own resources. Loan funds would be necessary and the annual servicing cost of a $1.6 million (say) loan over 10 years at 14.5% (as at 25.9.84) would be $307,951.00.

In addition an annual maintenance and supervision cost in the order of $80,000 (inclusive of power) would be required (N.B. In 1973 this cost was $21,000 per annum).

SUMMARY OF FINDINGS

1. The existing and now permanent (floating net) swimming enclosure was originally agreed to because it allowed for the view of the Cove to be returned; allowed boat and sailcraft access to the beach; and provided a safe swimming enclosure at minimal cost.

2. There is no guarantee that new piling work related to a major construction project such as the walkway would not have adverse environmental effects below mean high water mark. Such potential effects would be a major consideration by the Maritime Services Board and by the Department of Environment and Planning whose comments would be incorporated in consideration of the proposal.

3. Construction of a walkway may also involve incorporation of a ferry arrestor which the Maritime Services Board has advised as not "practically possible". Accordingly this advice implies that the cost of a ferry arrestor at this location is almost prohibitive.

4. (a) Ratepayers' opinion in relation to the environment and aesthetics of the Cove does not appear to support reconstruction of the walkway and fun pool.

   (b) State government authorities would be obliged to give detailed and thorough examination to the environmental and aesthetic costs of such a proposal.

   (c) Media opinion has supported for retention and protection of the beauty of Manly Cove and Manly harbour foreshores.

5. Environmental assessment has found that the proposal should be excluded from further consideration. The existing natural beauty is part of Manly's heritage and should not be sacrificed further. Existing access alternatives preclude the walkway from being an advantage and in addition it cannot be shown that on economic grounds a walkway is superior to existing alternatives or other development options in the Cove which should favouir redevelopment of Manly Wharf.

6. Financial estimates as at September, 1984, would require a capital expenditure of $1.6 million to construct the walkway and provide the facilities for provision of a fun pool. It can be suggested that this estimate will need to be increased by the time a decision is made. Further, ongoing costs will be in the order of $80,000 per annum and Council will be responsible for finding these funds in addition to the annual loan servicing of approximately $307,951.00 (as at 25.9.84).

Planning Implications

PLANNING IMPLICATIONS

A. Landscape and Environment

There is a need to co-ordinate all the elements that go to make up tha landscape and streetscape of Manly Cove and to identify and preserve spaces and elements that contribute to Manly's unique visual character. Previous Council studies and studies by planning consultants have recommended that the Manly Cove Reserve be retained and enhanced with landscape features and to ensure that any future recreation development is carried out with finesse and appreciation for the intrinsic beauty of the Manly Cove foreshore. The objectives of the landscape master plan for the Manly Cove adopted by Council in March, 1982, should be followed in order to improve landscaping treatment to both East and West Esplande reserves. The master plan in particular addresses itself to park and street furniture in addition to improved lighting and sign systems.

There is a need to retain the pleasure of going to a place such as Manly Cove and to keep such places of beauty from over-development. There is a need to take positive action to upgrade the visual quality of the Cove and in this regard it has been found that the absence of the walkway has greatly improved the beauty of the Cove. It is clear that ratepayers have expressed an opinion in relation to the environment and aesthetics of the Cove which does not appear to support reconstruction of the walkway and fun pool and further media opinion has supported retention and protection of the beauty of Manly Cove in addition to Manly Harbour foreshores in general.

B. Future Development

Any proposed structures in Manly Cove will need to be of a high design standard and would therefore be costly. Such artificial structures would not look natural and would be artificial and in this regard there is a need to assess environmental costs in addition to financial costs of such structures.

While the draft Waterside Zoning Plan (Maritime Services Board) indicates that further development would be considered in west Manly Cove, it has also indicated that this precinct has "high visual significance" in the

harbour context. Regard should be had for retaining the landscape of west Manly Cove and avoiding further development in order to retain this high visual significance. Further, any new structures on the waterside of the reserve will negate the desirable effects of the existing vegetation and tree cover in the reserve which softens the impact of the dense buildings of the Manly Town Centre when viewed from the harbour.

The study has also suggested that the Pavilion Precinct has the potential for a wharf for public use for larger vessels. However, this suggestion should be treated with caution because reefs in this vicinity make the approach hazardous while not impossible. Further it is also suggested that the character of the Boat Club Precint in the east should be retained and enhanced.

C. Recreation.

Contemporary aquatic recreation such as boardsailing, canoeing, small boating and sailing now require and use the open beach area in west Manly Cove and there is a need to keep this area free of moorings and structures. This amenity, in addition to a safe swimming facility should be highly valued as these uses are desirable and are compatible with passive beach and reserve users.

The existing and now permanent floating net swimming enclosure allows the view of the Cove to be retained; allows boat and sailcraft access to the beach; and provides a safe swimming enclosure at minimal cost. However, there is a need to reconsider the position of the existing swimming enclosure and whether it would function equally successfully if shortened to 50m.

D. Walkway and Fun Pool

The possibility of reconstructing the walkway and fun pool in west Manly Cove has been examined in Part C of the study report. This examination has found that there are a number of considerations which make it difficult to suggest that the walkway and fun pool should be reconstructed. These considerations are as follows:-

1. It is difficult to justify rebuilding the walkway/fun pool in accordance with the Maritime Services Board's guidelines regarding

structures of significant vertical dimension being located as far inshore as possible and sited away from protrusions of the foreshore into the water. The Board would most likely require a full environmental impact statement (E.I.S.) to be submitted with any proposal to build a structure in Manly Cove. It is doubtful that an E.I.S. could support such a proposal.

2. Reconstruction of the walkway with a connection to Manly Wharf is difficult to justify on safety grounds when consideration is given to:-

   (a) The potential for ferries to overshoot the wharf; and
   (b) Children diving from the existing structure into the path of oncoming ferries.

   This might be exacerbated by a new walkway structure.

3. Reconstruction of the walkway is difficult to justify on the grounds of access. East/west access is facilitated by the existing landscaped reserve and access for any particular group is not made difficult by the absence of the walkway. Activity nodes at the western and eastern ends of the Cove in addition to the Wharf and Fun Pier are not handicapped by lack of public access.

4. There is no guarantee that new piling work related to a major construction project such as the walkway would not have adverse environmental effects below mean high water mark. Such potential effects would be a major consideration by the Maritime Services Board and by the Department of Environment and Planning whose comments would be incorporated in consideration of a proposal.

5. Construction of a walkway may also involve incorporation of a ferry arrestor which the Maritime Services Board have advised has not been practically possible. It is suggested that this advice implies that the cost of a ferry arrestor at this location is almost prohibitive.

6. (a) Ratepayers' opinion in relation to the environment and aesthetics of the Cove does not appear to support reconstruction of the walkway and fun pool.

(b) State Government authorities would be obliged to give detailed and thorough examination to the environmental and aesthetic costs of such a proposal.

(c) Media opinion supports the retention and protection of the beauty of Manly Cove and Manly Harbour foreshores.

7. Environmental assessment has found that the proposal should be excluded from further consideration. The existing natural beauty is part of Manly's heritage and should not be sacrificed further. Existing access alternatives preclude the walkway from being an advantage and in addition it cannot be shown, on economic grounds, that a walkway is superior to existing alternatives or other development options in the Cove which should favour redevelopment of Manly Wharf.

8. Financial estimates as at September, 1984 would require a capital expenditure of $1.6 million to construct the walkway and provide facilities for the provision of a fun pool. It is suggested that this estimate will need to be increased by the time a decision is made. Further, ongoing costs would be in the order of $80,000 per annum and Council would be responsible for finding these funds in addition to the annual loan servicing of approximately $307,951 (as at 25.9.84).

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