

Plan of Management for  
**MANLY OCEAN BEACH**



prepared by  
**Manly Council 2002**

endorsed December 2002





**Manly Council**

**Amended**

**PLAN OF MANAGEMENT  
MANLY OCEAN BEACH**

**Endorsed December 2002**

**Prepared by Planning Design & Environment Group 2002**

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PLAN OF MANAGEMENT FOR COMMUNITY LAND: OCEAN BEACH

33287

# PLAN OF MANAGEMENT FOR OCEAN BEACH

## 1.0 INTRODUCTION

This Plan of Management applies to the land marked in heavy outline and identified in Figure 1 extending from Ashburner Street at its southern end, to Cameron Avenue at its northern end. The land is bound to the east by Manly Ocean Beach.

Manly Council identified the need to prepare a Plan of Management to ensure that the future use and management of the land along the foreshore complies with the Community Land Provisions of the Local Government Act, 1993 as amended January 1999 and fulfils the requirement of the Crown Lands Act, 1989 and the overall strategies of Council. The subject land is owned by Manly Council, with parcels of land also owned by the Crown. Council has prepared the Plan of Management in consultation with the community and the following stakeholders and council groups.

Community organisations and stakeholders	Council groups
<ul style="list-style-type: none"> <li>• Corso Precinct Community Forum</li> <li>• Manly Chamber of Commerce</li> <li>• Manly Learn to Surf Clinic</li> <li>• Manly Malibu Boardriders Club</li> <li>• Manly SLC</li> <li>• Manly Surf Club</li> <li>• North Steyne SLC</li> <li>• Northern Beaches Volleyball Association</li> <li>• Ocean Beach Precinct Community Forum</li> <li>• Peter Taylor Beach Hire</li> <li>• Queenscliff Boardriders Club</li> <li>• Queenscliff SLC</li> </ul>	<ul style="list-style-type: none"> <li>• Access Committee</li> <li>• Asset Management and Contracts Group</li> <li>• Beach Inspector/ Lifeguard Service</li> <li>• Landscape Management and Urban Design Committee</li> <li>• Planning Design and Environment Group</li> </ul>

This Plan of Management incorporates an earlier draft Plan of Management for Community Land at Steyne Park, Manly Ocean Beach.

## 1.1 Community Values

Values ascribed to the study area are summarised in the following table.

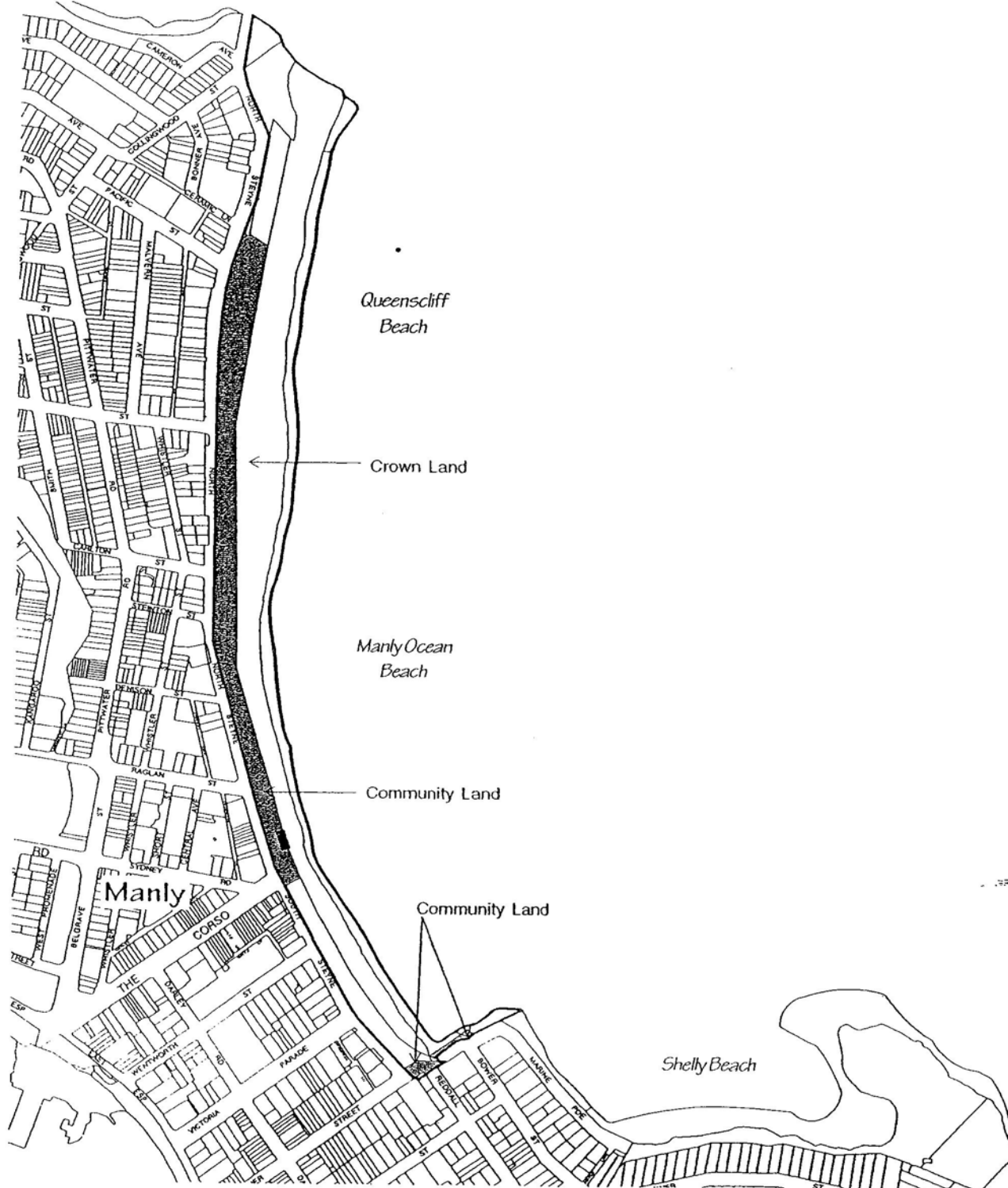
Values	Local	Regional	Metropolitan	State	National	International
Natural	X	X	X	X	X	
Visual	X	X	X			
Social	X	X	X			
Recreational	X	X	X	X		X
Cultural	X					
Educational	X					
Generational	X					



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## Legend



Defines boundary of Council Land and Crown Land



Community Land

Project:  
**Crown Land & Community Land  
Ocean Beach**

Drawing Title:  
**Crown & Community Land**



Prepared by:  
Planning Design &  
Environment



Scale

NTS

Date

Sept  
1999

Drawn by

RE

Dwg No

**F1**

## 2.0 LEGISLATIVE REQUIREMENTS

The ongoing use and management of the surf pavilions and adjacent lands is subject to the provisions of the Local Government Act 1993 and Crown Lands Act 1989, as well as the Environmental Planning and Assessment Act 1979.

### 2.1 Crown Lands Act 1989

Part of the subject site contains parcels of Crown land. The Crown Lands Act 1989, administered by the Department of Land and Water Conservation, provides for the preparation of Plans of Management for Crown lands dedicated or reserved for public purposes. Crown land may be broadly classified into three groups i.e. vacant Crown land, tenured land e.g. leased, and reserved or dedicated land. The use of Crown Reserves must be consistent with the purpose of the reservation.

Management principles governing Crown lands are as follows:

- Environmental protection principles be observed in relation to the management and administration of Crown land
- The natural resources of Crown land (including water, soil, flora, fauna and scenic quality) be conserved wherever possible
- Public use and enjoyment of appropriate Crown land be encouraged
- Where appropriate, multiple use of Crown land be encouraged
- Where appropriate, Crown land should be used and managed in such a way that both the land and its resources are sustained in perpetuity
- Crown land be occupied, used, sold, leased, licensed or otherwise dealt with in the best interests of the State consistent with the above principles.

A Plan of Management that satisfies the Local Government Act will satisfy the Crown Lands Act if the following points are addressed:

- The plan and its outcomes must incorporate the Crown Land Act's principles for land management
- Any proposed uses, developments and management practices must conform to the public purpose for the reserve or dedicated land
- As well as incorporating the requirements of s36 of the Local Government Act, the plan must address any matters required by the Minister responsible for the Crown Lands Act
- Submissions about the draft plan will need to be referred to both the Minister responsible for the Crown Lands Act and the local council for consideration prior to adoption.

It is proposed that this Plan of Management apply to the parcels of Crown Land as well as the Community Land.

### 2.2 Local Government Act 1993

Part of the site is classified as community land under the Local Government Act 1993. Community land is defined as land that should be kept for the use of the general community, it must not be sold and cannot be leased for more than 21 years.

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• PLAN OF MANAGEMENT FOR COMMUNITY LAND: OCEAN BEACH

The Act requires that all community land owned by Council be the subject of a Plan of Management which must identify the following elements:

- (a) The category of land.
- (b) The objectives and performance targets of the Plan with respect to the land.
- (c) The means by which the Council proposes to achieve the plan's objectives and performance targets.
- (d) The condition of buildings and other improvements on the land, their existing and future permitted uses, and the scale and intensity of those uses and development.
- (e) The manner in which the Council proposes to assess its performance with respect to the Plan's objectives and performance targets, and may require the prior approval of the Council to carrying out of any specified activity on the land.

### 2.3 Objectives for Plans of Management under the Local Government Act 1993

This Act contains core objectives for each category of community land. The area known as the Ocean Beach, including all of the area to which this plan applies, is categorised as an area of cultural significance. The subject land is also categorised as park, general community use and natural area. The plan in Figure 2 details these land categories.

The three surf pavilions are categorised as general community use. Core objectives for management of land classified as "**general community use**" are to promote, encourage and provide for the use of the land, and to provide facilities on the land, to meet the current and future needs of the local community and of the wider public:

- In relation to public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public; and
- In relation to purposes for which a lease, licence or other estate may be granted in respect of the land (other than the provision of public utilities and works associated with or ancillary to public utilities).

The core objectives for management of community land categorised as an area of "**cultural significance**" are to retain and enhance the cultural significance of the area (namely its Aboriginal aesthetic, archaeological, historical, technical or research or social significance) for past, present or future generations by the active use of conservation methods.

Those conservation methods may include any or all of the following methods:-

- The continuous protective care and maintenance of the physical material of the land or the context and setting of the area of cultural significance;
- The restoration of land, that is, the returning of the existing physical material of the land to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material;
- The reconstruction of the land, that is, the returning of the land as nearly as possible to a known earlier state;

- The adaptive reuse of the land, that is, the enhancement or reinforcement of the cultural significance of the land by the introduction of sympathetic alterations or additions to allow compatible uses (that is, uses that involve no changes to the cultural significance of the physical material of the area, or uses that involve changes that require a minimum impact); and
- The preservation of the land, that is, the maintenance of the physical material of the land in its existing state and the retardation of deterioration of the land.

The beach above mean high water mark is categorised as "natural area" and sub-categorised as "foreshore". That area of land, identified as "natural area - foreshore" comprises the beach, being that area between the seawall and mean high water mark.

The core objectives for a natural area are:-

- To conserve bio-diversity and maintain eco-system function in respect of the land, or the feature or habitat in respect of which the land is categorised as a natural area;
- To maintain the land, or that feature or habitat, in its natural state and setting;
- To provide for community use of access to the land in such a manner as will minimise and mitigate any disturbance caused by human intrusion;
- To provide for community use of land access to the land in such a manner as will minimise and mitigate any disturbance caused by human intrusion; and
- To assist in and facilitate the implementation of any provisions restructuring the use and management of the land that are set out in a recovery plan or threat abatement plan prepared under the Threatened Species Conservation Act 1995 or the Fisheries Management Act 1994.

In addition, the core objectives for management of community land categorised as foreshore are:-

- To maintain the foreshore as a transition area between the aquatic and the terrestrial environment, and to protect and enhance all functions associated with the foreshores' role as a transition area; and
- To facilitate the ecologically sustainable use of the foreshore, and to mitigate impact on the foreshore by community use.

The remaining land is categorised as park.

The core objectives for management of land classified as "park" are as follows:

- To encourage, promote and facilitate recreational, cultural, social and educational pastimes and activities;
- To provide for passive recreational activities or pastimes and for the casual playing of games; and
- To improve the land in such a way as to promote and facilitate its use to achieve the other core objectives for its management.

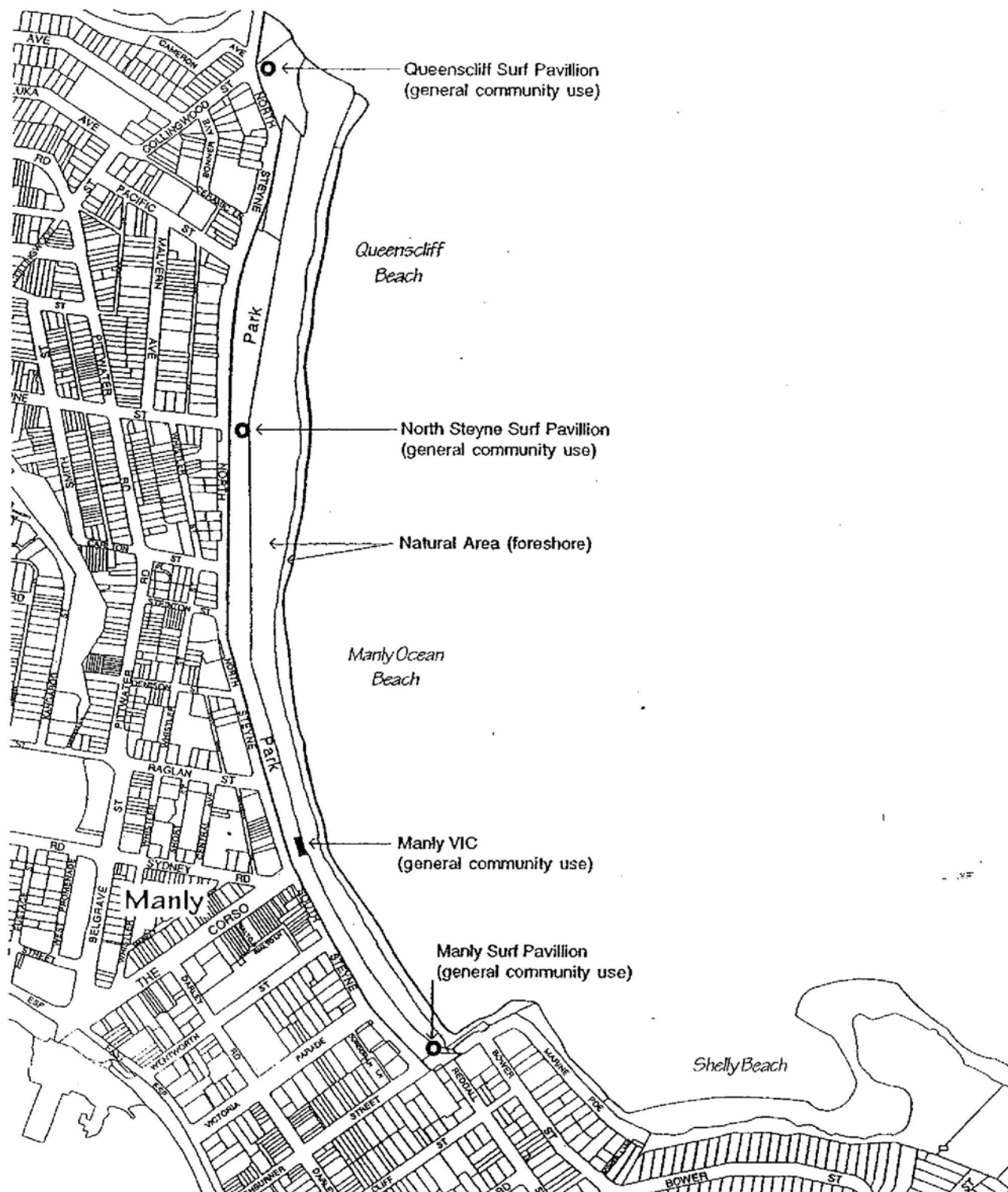
Figure 2



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## Legend



Defines boundary of Community Land and Crown Land



Surf Pavilion location



Manly Visitor Information Centre

Project:  
**Community Land Categories  
Ocean Beach**

Drawing Title:  
**Land Categorisation**



Prepared by:  
Planning Design &  
Environment



Scale

NTS

Date

Sept  
1999

Drawn by

RE

Dwg No

F2

## 2.4 Environmental Planning and Assessment Act 1979

The land to which the plan applies is zoned No. 6 – Open Space under Manly Local Environmental Plan (LEP) 1988. The LEP contains relevant provisions for this Plan of Management.

### 2.4.1 Objectives of the zone:

These include the following:

- (a) To ensure there is provision of adequate open space areas to meet the needs of all residents and provide opportunities to enhance the total environmental quality of the Manly Council area.
- (b) To encourage a diversity of recreation activities suitable for youths and adults.
- (c) To identify, protect and conserve land which is environmentally sensitive, visually exposed to the waters of Middle Harbour, North Harbour and the Pacific Ocean and of natural or aesthetic significance at the water's edge.
- (d) To facilitate access to open areas, particularly along the foreshore, to achieve desired environmental, social and recreation benefits.
- (e) To conserve the landscape, particularly at the foreshore and visually exposed locations, while allowing recreational uses of those areas.

### 2.4.2 Permissible uses

Uses that are permissible without consent, with Council consent, or are prohibited, are outlined in the table below.

(i) Without development consent	(ii) Only with development consent	(iii) Prohibited
Landscaping, gardening, bush fire hazard reduction	Agriculture, boating facilities, car parking, car parking ancillary to a use permitted in this item, child care centres, drainage, forestry, golf courses, marinas, parks, public baths, public dressing pavilions, racecourses, recreation areas; refreshment rooms; roads, sports clubs, sports grounds, surf life saving clubs, tennis courts, utility installations other than gas holders or generating works or both.	Any purpose other than a purpose included in (i) or (ii)

#### **2.4.3 Foreshore Scenic Protection Area**

The land is within the Foreshore Scenic Protection Area under Manly LEP 1988, which requires consent for any development within this area. Council must be satisfied that proposed development does not impact on the amenity of the Foreshore Scenic Protection Area.

#### **2.4.4 Heritage**

Additional provisions of Manly LEP 1988 apply to development in the vicinity of or directly affecting a heritage item.

### **3.0 LOCAL POLICY FRAMEWORK**

#### **3.1 Manly Ocean Beach Masterplan**

Manly Council prepared an Ocean Beach Masterplan to guide and direct the upgrading of the landscape and public amenities on the Ocean Beach. This document has won a number of awards, including the 1996 Institute of Municipal Management Award for Innovations in Planning and the 1996 Royal Australian Planning Institute Award for Excellence in Planning.

Tract Consultants have provided landscape designs for the Ocean Beach and Corso. Consent for stairs on the oceanfront and landscaping works along the Ocean Beach and Corso has been granted by Council.

#### **3.2 Manly Council Plan of Management for Community Lands**

The Manly Council Plan of Management for Community Lands was prepared in 1996 and contains objectives for community land in Manly. Objectives from that plan that are relevant to this Plan of Management include the following:

- Manage open spaces on a sustainable basis by addressing ecological systems and biodiversity in conjunction with user needs and demands
- Include heritage conservation and cultural identity matters in design criteria when designing and maintaining reserves
- Allocate extra resources to high profile areas e.g. Ocean Beach
- Choose planting types consistent with the idea of a future Manly-wide 'Botanic Garden'
- Encourage local participation in design, development and management
- Provide for user health, safety and enjoyment
- Retain opportunities to use open space land for special events or projects and for future activities or structures if need becomes apparent
- Improve management of open space in Manly in order to achieve the objectives of this Plan.

These objectives are addressed by this Plan of Management.

## 4.0 EXISTING CONDITIONS

### 4.1 Land Use and Built Environment

The land fronts Manly Beach, including the open space areas between Ashburner Street in the south and Cameron Avenue in the north. This area is bounded by roadway to the west (North and South Steyne) and the oceanfront to the east. The natural environment has been modified by the construction of a seawall, landscaping and a number of significant buildings though it remains an important barrier between the ocean and adjacent urban development. Buildings on the land include three surf pavilions, a visitors information centre, public shelters and toilets. Other improvements include footpaths, a cycleway, paved forecourts and access to each of the club buildings, shower facilities, picnic tables and chairs, and car parking. The remaining land is landscaped with grass, ornamental plants and a promenade planting of Norfolk Island Pine trees.

The surf pavilions are located at Manly, North Steyne and Queenscliff. These buildings are currently occupied by the Manly Life Saving Club, and North Steyne and Queenscliff Surf Life Saving Clubs on a week to week basis. They are primarily used for surf life saving purposes, including surf patrol, first aid, club training, storage of equipment and special fundraising events. Council leases the surf pavilions to the clubs while still permitting access to the buildings by other community groups.

The former Visitor's Information Centre (VIC) is located at the eastern end of the Corso. The building is owned by Council and has been leased for the purposes of a refreshment room. The building also contains public amenities.

Other structures include four (4) public shelters along the length of the beach. Carparking is located along North and South Steyne. The adjacent lands are primarily used for passive and active recreational uses, including walking, cycling and rollerblading. Periodic users of these lands include community and sporting events. Examples include Manly Jazz Festival, the Food and Wine Festival, surf life saving competition and other sport events.

Restoration of the Ocean Beach seawall and provision of a new entrance onto the Beach at the southern end of the Corso is complete. Replanting of pine trees along the Ocean Beach is also complete. A water conservation programme is currently underway, with all water use facilities (excluding irrigation) being assessed and retrofitted where necessary with water saving devices.

The following table details the existing uses and condition of the land and buildings. This is a requirement that relates to community land, but has been included for Crown land for information.

Name/ Location	Use	Condition
Queenscliff Surf Pavilion (Crown reserve)	i) Queenscliff Surf Life Saving Club <ul style="list-style-type: none"> <li>• support for surf patrols</li> <li>• education and training</li> <li>• storage</li> <li>• administration and organisation of club</li> <li>• fund raising activities for club</li> <li>• club shower and toilet facilities</li> <li>• gymnasium</li> </ul> ii) Council lifeguard facilities iii) Public toilets and showers iv) Community uses	Good Heritage item
North Steyne Surf Pavilion (Crown land)	i) North Steyne Surf Life Saving Club <ul style="list-style-type: none"> <li>• support for surf patrols</li> <li>• education and training</li> <li>• storage</li> <li>• administration and organisation of club</li> <li>• fund raising activities for club</li> <li>• club shower and toilet facilities</li> <li>• gymnasium</li> </ul> ii) Council lifeguard facilities iii) Public toilets and showers iv) Manly Surf School v) Community uses	Good Heritage item
Manly Surf Pavilion (Community land and Crown land)	i) Manly Surf Life Saving Club <ul style="list-style-type: none"> <li>• support for surf patrols</li> <li>• education and training</li> <li>• storage</li> <li>• administration and organisation of club</li> <li>• fund raising activities for club</li> <li>• club shower and toilet facilities</li> <li>• storage of memorabilia</li> </ul> ii) Council lifeguard facilities iii) Public toilets and showers iv) Community uses	Good
Former Visitors Information Centre Building	i) Refreshment room ii) Public toilets	Good
Shelters (Crown land and community land)	Public shelter, seating	Two recently restored, other fair to satisfactory Heritage items
Footpaths/ cycleway	Walking, running, promenading, cycling, rollerblading	Good
Grassed areas and building forecourts	General recreation, picnics, playing games	Good to fair
Play equipment (North Steyne and North Steyne-Queenscliff)	Children's recreation	Very good
Beach areas	General recreation	Good
Carparking	Public carparking	Recently upgraded, good

## 4.2 Land Tenure and Management

Figure 3 shows land ownership. The following parcels of land are in Crown ownership:

1. Merrett Park - Reserve No. 58090: this park comprises an area of about 1.4165 hectares and was reserved for public recreation in 1925. Merrett Park Reserve Trust was established in 1997, with Council appointed to manage the Reserve Trust.
2. Part South and North Steyne Park: this land comprises an area of about 0.607 hectares and was proclaimed 1887 (Community Land).
3. Part North and South Steyne Park: this land comprises about 3.55 hectares and was dedicated in 1879 for Public Recreation. Manly Council was appointed as Trustee of the land in 1896.
4. Public Recreation Reserve 60612: this Reserve was notified in 1928, being the Crown land between high and low water marks of the South Pacific Ocean fronting Cabbage Tree Beach (Ocean Beach) and extending northerly from Ashburner Street. In 1983, Manly Council was appointed as Trustee of this Reserve for Public Recreation.
5. Stormwater channel: an area of about 770m<sup>2</sup> was appropriated by the Metropolitan Water Sewerage and Drainage Board (Sydney Water Corporation) in 1975.
6. Surf bathing accommodation: about 557m<sup>2</sup> was resumed for Surf Bathing Accommodation (Manly surf pavilion) in 1913 (part Community Land).

Figure 1 identifies areas of Community Land.

## 4.3 Native Title

The land to which this Plan of Management applies is affected by a claim under the Native Title Act. A native title claim for an area that includes the entire site is listed on the Register of Native Title Claims. Registration of a claim means that it has been accepted for mediation but does not mean native title has been granted. The matter has yet to be determined.

## 4.4 Visual Features and Aesthetics

Attractive visual features of the area include:

- Large areas of open space, including the beach itself;
- Mature Norfolk Island pines;
- Restored, historic public shelters;
- Vistas down the Corso to the Ocean Beach;
- Vistas from north to south and vice versa along the Ocean Beach.

Visual features detracting from the area include:

- The stormwater pipe at North Steyne;
- Unrestored public shelters;
- Prominent public telephone booths and garbage bins.

#### **4.5 Recreation**

Recreation is the major function of the Ocean Beach area, drawing local, regional, national and international visitors. Passive recreation includes walking, sitting, picnicking, and spectating at sporting events. Active uses along the beach include swimming, surfing, playing and sporting competition. Active uses in the foreshore park areas include cycling, rollerblading and running.

#### **4.6 Heritage.**

Manly LEP 1988 identifies several items of heritage significance within the subject area including:

- North Steyne Surf Club
- Queenscliff Surf Club
- Public shelters at South Steyne
- North and South Steyne Beach Reserves
- The Ocean Foreshore
- The Ocean Beach seawall

Manly Ocean Beach was listed on the Register of the National Estate in 1991. A copy of the Statement of Significance and the Manly Heritage Study Inventory Sheets are appended in Appendix 1.

Development in the vicinity of or directly affecting a heritage item may require Council consent. The draft Conservation Plan for North Steyne SLSC and revised Statement of Significance for the Ocean Beach are attached in Appendix 2 and 3. Historic memorabilia held by Manly Surf Life Saving Club needs to be conserved.

#### **4.7 Existing Licence Agreements and Leases**

Council has entered into licence agreements with two of the surf life saving clubs. These licence agreements are attached as Appendix 4. The licence agreements are for a period of ten years with an option for a further ten years.

The agreements permit the pavilions to be used for the following purposes:

- Administration and organisation of surf patrols;
- Development and training of SLC members;
- Provision of life saving awareness and training to schools and public authorities;
- Provision of equipment and facilities to allow members to train;
- Provide administrative and training organisation and club facilities for member to congregate (surf life saving, safety facilities and sport);
- Organise fund raising activities that will directly provide improved facilities, equipment and opportunities for members otherwise unavailable without financial assistance;
- Develop community awareness of safe surfing techniques;
- Assist public groups where possible with facilities, members and opportunities that they may not have available;
- Storage and display of Club memorabilia and historical items.

Areas of the pavilions are set aside for the exclusive use of each club. Other rooms are shared with the general community and may be leased for community activities subject to Council approval. Council will directly manage the pavilions (except for exclusive club areas) as a Community Facility to be used for a wide range of community uses, with special priority to the surf club as detailed in Council's facility management system.

The club may not sublet or hire out any of its exclusive use areas without the prior consent of Council (even for temporary use).

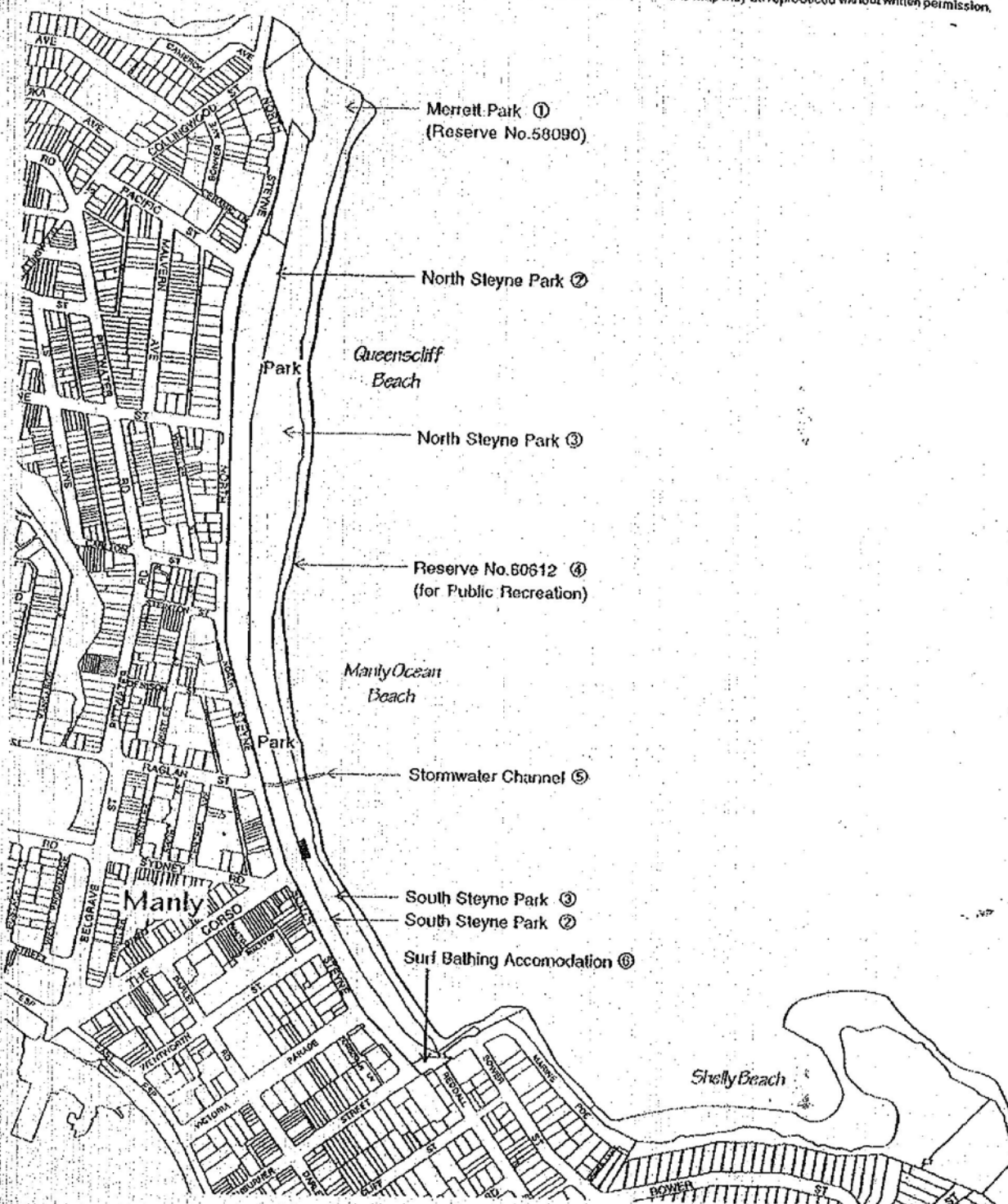
Council has also entered into license agreements with the Manly Surf School, Mobile Security Systems, and Beach Equipment Hire.

Figure 3

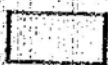


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**Legend**



Defines boundary of Community Land and Crown Land



Manly Visitor Information Centre

Project:  
Land Parcels  
**Ocean Beach**

Drawing Title:  
**Land Ownership**



Prepared by:  
Planning Design &  
Environment



Scale  
NTS

Date  
Sept  
1999

Drawn by  
RE

Dwg No.  
**F3**

## 5.0 OBJECTIVES OF THE PLAN OF MANAGEMENT

The objectives for this Plan of Management include core objectives for management of community land under the Local Government Act 1993 (referred to in Section 2.3 of this Plan), general objectives derived from the Manly Council Plan of Management for Community Lands (referred to in Section 3.2), and specific objectives for the Ocean Beach.

The specific objectives are to:

- Protect and conserve those physical elements and qualities that are of heritage significance;
- Retain the dominance of the natural environmental setting of the surf pavilions and adjoining lands, and the open undeveloped character of the foreshore;
- Assist in providing public access to the surf pavilions and adjoining lands, including access for people with disabilities;
- Maintain in good condition the community and Crown lands and their improvements for the purposes for which each category of land is intended or reserved;
- Enable and encourage informal recreational activities on the land;
- Lease or licence the existing Visitor's Information Centre for purposes permissible in the Open Space zone under Manly LEP 1988, including but not limited to a refreshment room;
- Council to seek funding for conserving heritage items held by Manly Surf Life Saving Club;
- Improve environmental standards in water conservation, waste removal and stormwater management; and
- Lease or licence the Queenscliff Surf Pavilion, the North Steyne Pavilion and the Manly Surf Pavilion for uses permissible on that land under the applicable environmental planning instrument (currently the Manly Local Environmental Plan 1988).

There are also objectives for the Open Space Zone in the Manly Local Environmental Plan 1988. Refer 2.4 above.

The significance of these objectives is that Council needs to address them in this plan, but also to take them into consideration in matters relating to land use and management.

As part of the land is Crown Land the management principles governing Crown Land have also been taken into consideration in preparing the plan.

This Plan of Management is intended to guide the future use, planning, development, management and maintenance of community and Crown lands at the Ocean Beach. In doing so, the Plan seeks to protect the values of the land, and address issues that have been raised by the community.

The Plan of Management is concerned with the following issues:

- Environmental protection and sustainability;
- Heritage conservation;
- Natural character;
- Vegetation;
- Public access;
- Land use, activity and maintenance;
- Built environment;
- Leases/licences;
- Public use and enjoyment;
- Cultural significance; and
- Community involvement and decision making.

The Plan of Management aims to protect the environment of the Ocean Beach, with particular attention to actions concerning water conservation, erosion, greenhouse sea level rises, waste and stormwater management. Performance measures for these actions is noted in the following:-

## **OBJECTIVE 1**

- To require that **environmental protection** principles are observed in relation to management and administration of Community and Crown Land;
- To identify, protect and conserve land which is environmentally sensitive, exposed to the waters the Pacific Ocean and of natural or aesthetic significance;
- To maintain the land, or that feature or habitat, in its natural state and setting; and
- To maintain the foreshore as a transition area between the aquatic and the terrestrial environment, and to protect and enhance all functions associated with the foreshores' role as a transition area.

### **Performance Targets for those Objectives**

- 1.1 Water saving devices are fitted to showers and taps on the Ocean Beach by December 2001;
- 1.2 Protection of the historic seawall from erosion;
- 1.3 Council addresses the issue of potential impacts on the Ocean Beach of sea level rises associated with the Greenhouse effect;
- 1.4 Increase recycling of used glass, tins and plastics and reduction in total volume of rubbish;
- 1.5.1 Substantial reduction in litter collected from existing gross pollutant traps as measured at each removal; and
- 1.5.2 Investigation of methods to deal with the environmental and visual impacts of the stormwater pipe outlet at Raglan Street.

### **Means to Achieve Objectives and Performance Targets**

- 1.1 Prepare an upgrading program to carry out this work and seek funding in Budget 2000-2001;
- 1.2 Carry out the measures identified in the Manly Embayment Seawall Stability Analysis (1995) subject to outcome of current review;
- 1.3 A specific Ocean Beach item be added to Council's current program of Greenhouse activities to identify actions which may be required at in the future;
- 1.4 Ocean Beach rated high priority for community education program, and facilities for recycling be provided to replace a percentage of existing garbage bins;

1.5.1 Community education programs on litter reduction and catchment issues is required to achieve the objective, in addition to enforcement of fines. A specific program targeting the Ocean Beach is desirable; and

1.5.2 Council applies to Sydney Water for assistance to address this issue.

**Manner to Assess Performance of Objectives and Performance Targets**

1.1 Include in Council's Environmental Management Plan specific requirement for an audit of taps and showers in the year 2000 and again in 2001 to confirm completion of the program;

1.2 No major damage to the seawall as a result of erosion is reported;

1.3 The annual State of the Environment Plan should address objective 1 and identified performance target;

1.4 The Waste Program includes provision for ongoing monitoring of Ocean Beach to assess current and subsequent volumes recycled;

1.5.1 Regular measurement of waste vs recycling volumes to record trends; and

1.5.2. A report to Council importing outcome of investigation of Raglan Street stormwater pipe, and recommending funding if appropriate, in 2000/2001.

## OBJECTIVE 2

- To conserve the natural resources of Community and Crown Land (including water, soil, flora, fauna and scenic quality) wherever possible;
- To conserve the landscape, particularly at the foreshore and visually exposed locations, while allowing recreational use of those areas;
- Retain the dominance of the natural environmental setting of the surf pavilions and adjoining lands, and the open undeveloped character of the foreshore; and
- To conserve bio-diversity and maintain eco-system function in respect of the land, or the feature or habitat in respect of which the land is categorised as a natural area.

### Performance Targets for Objectives

- Natural environmental character remains "dominant" along the Ocean Beach.

### Means to Achieve Objectives and Performance Targets

- Limit the number of structures and buildings which are approved for the Ocean Beach.

### Manner to Assess Performance of Objectives and Performance Targets

- Any proposals for extensions to existing, or new structures and buildings are to be assessed against this objective, as required.

### **OBJECTIVE 3**

- To encourage **public use and enjoyment** of Community and Crown Land;
- To facilitate access to open areas, particularly along the foreshore, to achieve desired environmental, social and recreation benefits;
- Provide for user health, safety and enjoyment;
- Enable and encourage informal recreational activities on the land;
- To provide for community use of access to the land in such a manner as will minimise and mitigate any disturbance caused by human intrusion; and
- To encourage, promote and facilitate recreational, cultural, social and educational pastimes and activities

#### **Performance Targets for Objectives**

- Ocean Beach offers a variety of recreational experiences to a regional population.

#### **Means to Achieve Objectives and Performance Targets**

- Ocean Beach caters for a wide range of groups, ages and recreational interests, subject to the environmental constraints provided in this plan.
- Leases/licences and other estates are approved by Council, for purposes consistent with all the objectives of this plan and Manly LEP 1988.

#### **Manner to Assess Performance of Objectives and Performance Targets**

- A positive experience is the normal visitor experience, as measured by visitor surveys, and community consultation; and
- In granting leases/licences and other estates etc. Council considers the impact, if any, of the proposed activity on public use and enjoyment of the Ocean Beach.

#### **OBJECTIVE 4**

- To encourage **multiple use** of Community and Crown Land;
- To ensure there is provision of adequate open space areas to meet the needs of all residents;
- To encourage a diversity of recreation activities suitable for youths and adults;
- Core objectives for management of land classified as "general community use" are to promote, encourage and provide for the use of the land, and to provide facilities on the land, to meet the current and future needs of the local community and of the wider public:
  - In relation to public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public; and
  - In relation to purposes for which a lease, licence or other estate may be granted in respect of the land (other than the provision of public utilities and works associated with or ancillary to public utilities).
- To provide for passive recreational activities or pastimes and for the casual playing of games

#### **Performance Targets for Objectives**

- Ocean Beach offers a variety of recreational experience to a regional population.

#### **Means to Achieve Objectives and Performance Targets**

- Ocean Beach caters for a wide range of groups, ages and recreational interests, subject to the environmental constraints provided in this plan.

#### **Manner to Assess Performance of Objectives and Performance Targets**

- A positive visitor experience is the normal visitor experience, as measured by visitor surveys, and community consultation; and
- In granting leases/licences and other estates. Council considers the impact, if any, of the proposed activity on public use and enjoyment of the Ocean Beach.

## **OBJECTIVE 5**

- To use and manage Community and Crown Land in such a way that both the land and its resources are **sustained**;
- Manage open space on a sustainable basis by addressing ecological systems and biodiversity in conjunction with user needs and demands;
- Improve management of open space in Manly in order to achieve the objectives of this Plan;
- Maintain in good condition the community and Crown lands and their improvements for the purposes for which each category of land is intended or reserved;
- Improve environmental standards in water conservation, waste removal and stormwater management;
- To assist in and facilitate the implementation of any provisions restructuring the use and management of the land that are set out in a recovery plan or threat abatement plan prepared under the Threatened Species Conservation Act 1995 or the Fisheries Management Act 1994;
- To facilitate the ecologically sustainable use of the foreshore, and to mitigate impact on the foreshore by community use; and
- To improve the land in such a way as to promote and facilitate its use to achieve the other core objectives for its management.

### **Performance Targets for Objectives**

- The Ocean Beach lands, buildings and structures are maintained in an environmentally sustainable way.

### **Means to Achieve Objectives and Performance Targets**

- The Ocean Beach requires the preparation of an Environmental Management Plan to achieve this objective and performance target within the framework of Council's Environmental Management Plan.

### **Manner to Assess Performance of Objectives and Performance Targets**

- An environmental management plan for the Ocean Beach is prepared by September 2000 and is endorsed and implemented by Manly Council to accompany the Plan of Management.
- Council's Asset Management Plan incorporates program implementation requirements.

## **OBJECTIVE 6**

- To provide for the land to be used and managed in the **public interest**;
- Retain opportunities to use open space land for special events or projects and for future activities or structures if need becomes apparent; and
- Lease the existing Visitor's Information Centre for purposes permissible in the Open Space zone under Manly LEP 1988 in accordance with the provisions of the Local Government Act.

### **Performance Targets for Objectives**

- Manly Council as the consent authority, and primary land manager, acknowledges the public interest in relation to planning and management of the Ocean Beach.

### **Means to Achieve Objectives and Performance Targets**

- Council has regard to the public interest and all the objectives of this plan, in its decision making and management in relation to the Ocean Beach.

### **Manner to Assess Performance of Objectives and Performance Targets**

- Annual review by the Precinct Co-ordinator of the community consultation and information regarding the Ocean Beach planning and management be reported via the annual community report.

## **OBJECTIVE 7**

- To conserve the natural, aesthetic, cultural, scientific, architectural **heritage** of the Ocean Beach;
- To include heritage conservation and cultural identity matters in design criteria when designing improvements and facilities, and maintaining reserves;
- To protect and conserve those physical elements and qualities that are of heritage significance; and
- To conserve heritage items held by Manly Surf Life Saving Club.

### **Performance Targets for Objectives**

- The identified natural and cultural heritage of the Ocean Beach is conserved for the enjoyment of the public and future generations.

### **Means to Achieve Objectives and Performance Targets**

- Review current heritage listings, conservation policies and statements of significance;
- Ensure that Council's Asset Management Plan provides for the protection and maintenance of items of environmental heritage; and
- The heritage values of the place are promoted.

### **Manner to Assess Performance of Objectives and Performance Targets**

- The current heritage listings review is completed by February 2000. The review of conservation policies for the North Steyne Surf Life Saving Club and statement of significance, for the Ocean Beach, will form part of this plan.
- Council's Heritage Officer provides comment on all proposals for works along the Ocean Beach.
- Council is successful in gaining funding assistance for heritage conservation.

## **OBJECTIVE 8**

- To provide extra resources to the Ocean Beach.

### **Performance Targets for Objectives**

- Extra resources be made available to carry out specific works and maintenance to enhance the Ocean Beach.

### **Means to Achieve Objectives and Performance Targets**

- Council continues to pursue funding from State and Federal Governments for Ocean Beach programs; and
- Funds be committed to the Ocean Beach to support grants received.

### **Manner to Assess Performance of Objectives and Performance Targets**

- Annual review of Ocean Beach funding reported in the annual community report, confirms additional funding has been made available for specific works and grant funding sought from relevant state and federal programs.

## **OBJECTIVE 9**

- To encourage community participation in the planning of the Ocean Beach; and
- Encourage local participation in design, development and review management practices.

### **Performance Targets for Objectives**

- A high level of community involvement in planning and input to proposals for the Ocean Beach.

### **Means to Achieve Objectives and Performance Targets**

- Maintain current levels of consultation with Precincts, and notification of proposals; and
- Provide updates via press releases and newsletters for the local community.

### **Manner to Assess Performance of Objectives and Performance Targets**

- Precinct co-ordinator reports on effectiveness of these actions in the annual community report.

## **OBJECTIVE 10**

- To provide public access to the surf pavilions and adjoining lands.

### **Performance Targets for Objectives**

- Maintain public access to the beach, the buildings and structures for enhancement of the recreational experience.

### **Means to Achieve Objectives and Performance Targets**

- Maintain facilities and buildings to a high standard;
- Promote and encourage visitors to the Ocean Beach; and
- Respond promptly to expressed concerns.

### **Manner to Assess Performance of Objectives and Performance Targets**

- Absence of complaints regarding access to beach, facilities and buildings as reported in the annual community report.

## **OBJECTIVE 11**

- To provide access to the surf pavilions and adjoining land for people with disabilities.

### **Performance Targets for Objectives**

- Design and construct for ease of access for people with a disability to the Ocean Beach Promenade, toilets and buildings.

### **Means to Achieve Objectives and Performance Targets**

- Include specific provision in design briefs and specification for upgrading works to provide access as an integral part of future upgrading projects.

### **Manner to Assess Performance of Objectives and Performance Targets**

- Absence of complaint from Council's Access Committee.

## OBJECTIVE 12

- To retain and enhance the cultural significance of the Ocean Beach (namely its Aboriginal aesthetic, archaeological, historical, technical or research or source significance) for past, present or future generations by the action of conservation methods. Reference should be made to the conservation methods included in the Community Land Provisions; and
- The core objectives for management of community land categorised as an area of cultural significance are to retain and enhance the cultural significance of the area (namely its Aboriginal aesthetic, archaeological, historical, technical or research or social significance) for past, present or future generations by the active use of conservation methods.

Those conservation methods may include any or all of the following methods:-

- The continuous protective care and maintenance of the physical material of the land or the context and setting of the area of cultural significance;
- The restoration of land, that is, the returning of the existing physical material of the land to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material;
- The reconstruction of the land, that is, the returning of the land as nearly as possible to a known earlier state;
- The adaptive reuse of the land, that is, the enhancement or reinforcement of the cultural significance of the land by the introduction of sympathetic alterations or additions to allow compatible uses (that is, uses that involve no changes to the cultural significance of the physical material of the area, or uses that involve changes that require a minimum impact); and
- The preservation of the land, that is, the maintenance of the physical material of the land in its existing state and the retardation of deterioration of the land.

### Performance Targets for Objectives

- To acknowledge any identifiable cultural significance for Aboriginal people.

### Means to Achieve Objectives and Performance Targets

- Council consults with metropolitan land Council representative to identify potential cultural significance for Aboriginal people.

### Manner to Assess Performance of Objectives and Performance Targets

- Council reports any identified cultural significance in the State of Environment Report;
- Council protects identified cultural significance in assessing any application for development, activities, upgrading etc.

## 6.0 LAND USE AND MANAGEMENT

This Plan of Management aims to facilitate the accessibility, appropriate use and enjoyment of the land and buildings by the community.

### 6.1 Purposes Permitted in the Open Space Zone in Manly LEP 1988

#### Permitted Uses in the Open Space Zone No.6

##### i. without development consent

Works for the purpose of landscaping, gardening or bush fire hazard reduction.

##### ii. only with development consent

Agriculture; boating facilities; car parking ancillary to a use permitted in this item; child care centre; drainage; forestry; golf courses; marinas; parks; public baths; public dressing pavilions; racecourses; recreation areas; refreshment rooms; roads; sports clubs; sports grounds; surf life saving clubs; telecommunication facilities; tennis courts; utility installations other than gas holders or generating works or both.

##### iii. prohibited

Any purpose other than a purpose included in (i) or (ii) above.

### 6.2 Matters Addressed by the Plan of Management

Name/ Location	Scale & Intensity
Queenscliff Surf Pavilion	Minor increase in floor area and intensity of use subject to Council being satisfied that the proposal meets the core objectives of the plan.
North Steyne Surf Pavilion	Minor increase in floor area and intensity of use subject to Council being satisfied that the proposal meets the core objectives of the plan
Manly Surf Pavilion	Minor increase in floor area and intensity of use subject to Council being satisfied that the proposal meets the core objectives of the plan.
Former Visitor Information Centre Building	Minor increase in floor area and intensity of use subject to Council being satisfied that the proposal meets the core objectives of the plan.
Park areas, play equipment, cycleway, pathway, landscaping	Maintain and enhance existing spaces. Upgrade children's play equipment.
Shelters	Possible restoration.
Public toilets	Maintain service.
Carparking	Maintain parking, no further encroachment of parking into park areas.

### 6.3 Leases, Licences and Other Estates

All leases, licences and other estates must be compatible with the core objectives for the category of land concerned. No lease etc. is to exceed a period of more than twenty-one years (including options).

Under the Local Government Act 1993 leases and licences and other estates are permissible on Community Land with Council's consent for:

- A purpose specified as a core objective for the category of land concerned;
- Certain short term casual purposes set out in 6JF Local Government (General) Regulation;
- Residential housing owned by Council;
- Providing underground pipes/ connections of adjoining premises to utilities situated on community land;
- Providing public utilities and works associated with or ancillary to public activities (doesn't need POM authorisation);
- Activities appropriate to the current and future needs of the community in relation to wide public purposes such as public recreation and cultural development;
- Public roads;
- For a purpose prescribed in s.36E-36N as a core objective of the land's categorisation;
- For the provision of goods, services or facilities, or the carrying on of activities appropriate to the current and future needs within the local community and of the wider public in relation to:
  - a) Public recreation; or
  - b) The physical, cultural, social, and intellectual welfare of persons including, but not limited to maternity or infant welfare centres, kindergartens, nurseries, child care or family day care centres, surf life saving clubs.

The Plan of Management expressly authorises the granting of a lease, licence or other estate for uses permissible on that land pursuant to the applicable environmental planning instrument (currently the Manly Local Environmental Plan 1988). The land is zoned open space 6(a) under Manly LEP 1988.

Subleasing may be permitted with Council consent but only for the same purpose as the original lease.

#### Park Areas

- A lease licence or other estate in areas categorised as park can be granted only for uses that are compatible with the core objectives for that land category, and

### ***Surf Pavilions***

The three surf pavilions are categorised as general community use. A lease, license or other estate in the buildings can be granted only if the proposed use is compatible with the core objectives for that land category. The permissible uses include those purposes permitted in the Open Space Zone under Manly LEP 1988.

### **Former Visitor's Information Centre Building**

The visitors information centre is categorised as general community use. A lease licence or other estate in the building can be granted only if the proposed use is compatible with the core objectives for that land category. The Plan of Management provides for the lease of the Visitor's Information Centre building for commercial use as a refreshment room.

## **Appendices**

- Appendix 1**      Inventory Sheets for items of the environmental heritage
- Appendix 2**      Preliminary Conservation Management Plan for North Steyne Surf Life Saving Club (pavilion).  
Refer separate volume
- Appendix 3**      Revised Manly Ocean Beach Statement of Heritage Significance. Refer separate volume
- Appendix 4**      Licence agreements – Queenscliff SLC and North Steyne SLC

Appendix 1      Inventory sheets for items of environmental heritage

# REGISTER OF THE NATIONAL ESTATE:

## Statement of Significance

Manly Beach is a beach landscape which includes rocky headlands, a planted promenade, a sandy beach and ocean waters. It has been and remains highly valued by the Australian community for its cultural association with the following:

- it is a place where urban Australians have long enjoyed the thrill of surfing;
- a place where urban dwellers and visitors experience beach recreation and beach scenery; and
- a place with which Australians strongly associate the image of the hedonist bronzed Aussie.

Manly Beach is important for its distinctive association with one hundred years of urban ocean-side recreation demonstrated by the following:

- the promenade with the Norfolk Pine plantings represent the importance of the promenade in the 19th Century and the pines are alleged to be the first of the coastal pine plantings;
- the sea baths represent the importance of daylight swimming; and
- the Surf Life Saving Clubs from different eras demonstrate the continuing importance of Surf Life Saving.

The beach is important to the local community for the following:

- cultural seaside scenery of seascapes framed with Norfolk Pines;
- the strong vertical dark green textured tree forms which create a local landmark feature;
- Shelly Beach Headland is a vista feature experienced from the sea approach to Manly and the major thoroughfare, The Corso; and
- the ephemeral properties of the beach environment, in particular wave sounds and sea breezes.

Manly beach is important for diversity of cultural features associated with urban ocean-side recreation since the mid-nineteenth century to present time, consisting of a promenade and Norfolk Pine plantings, the public shelters, the sea baths, the North Steyne Surf Life Saving Club and the Queenscliff Surf Life Saving Club.

### Significant Associations:

#### Significant Dates

The beach has been a recreational site since the early days of the colony and historically is central to the progressive SIGNIFICANT introduction of daylight swimming at sea baths, recreational beach culture, Surf Life Saving (and its associated ocean beach sports) and board life saving into the Australian culture.

Shelly beach Park was originally not land connected to the main Manly Head. When the sewer pipe was laid in 1913 a path was constructed across it connecting Shelly Beach Headland to Fairy Bower. Low areas of headland originally were swamps with many Cabbage Tree Palms. Shelly Beach Headland is an important vista feature from The Corso and the sea approach to Manly.

Manly Beach along with Bondi, in its location close to the centre of Australia's largest city, is world famous as a place where beach culture and hedonistic 'Bronzed Aussie' myth is associated. Manly Beach is a place where urban Australians grapple face to face with nature, and where the professional organization of Surf Life Saving has developed.

The North and South Steyne promenade was established during the 1850's with its sandstone retaining wall, paved promenade, planter beds and Norfolk Pine (*Araucaria heterophylla*) plantings. The single storey North Steyne Life Saving Club of Spanish Mission Style, was erected in 1938. The Queenscliff Surf Life Saving Club of a Post Modern style was established in 1993.

CONDITION: Pollution affects the water quality and aesthetic quality of the landscape.

Manly Ocean Beach Master Plan

Register of the National Estate:  
Statement of Significance 1991

DRAWN BY:

JULY 1994



DWG. NO.

SK 5

Item name/description: Beach Reserve

Location: (Promenade) North and South Steyne, Manly

Land Title Details:

Sequential development (where Known):

Present use: Recreation Reserve

Description of item and individual elements of significance:

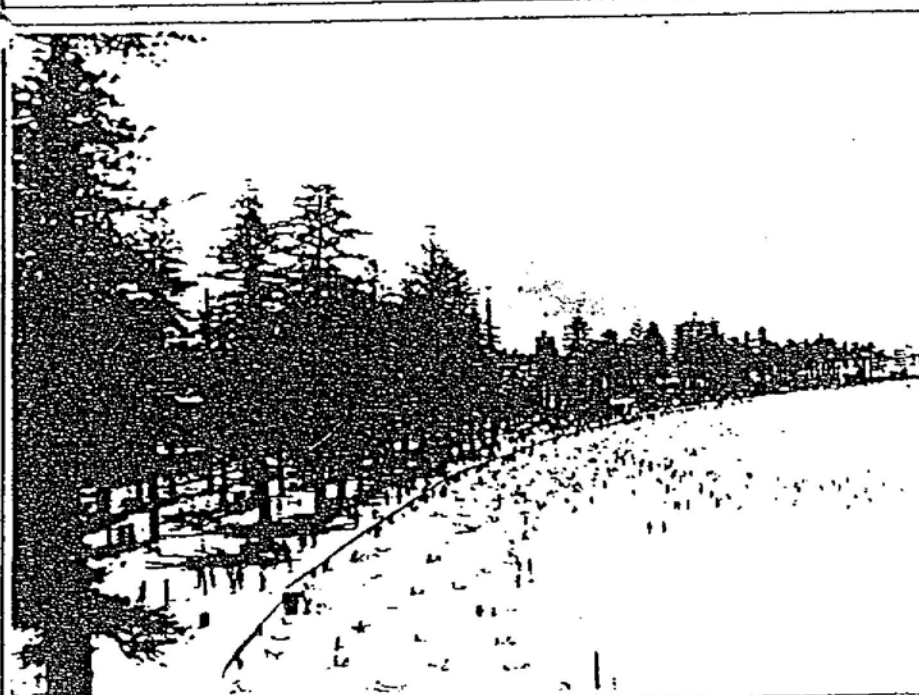
Beachfront, sandstone retaining wall, paved, grassed and/or planting beds and remnant plantings of Norfolk Island pines planted from the 1850 s to the 1880's/

Heritage Listing:

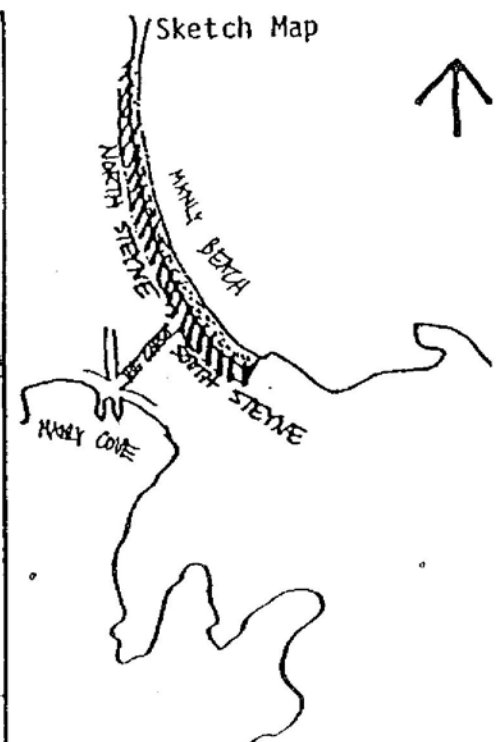
Historical Themes:

Landscape, splendid isolation, Resort, Villas, Social Structure, Installational.

Statement of Environmental Heritage Significance: High significance as natural sand beach and cultural backdrop of paved promenade and first coastal plantings of Norfolk Island pines.



Neg. No. L1 35 CAB 29-11-85



Item name/description: North Steyne Surf Life Saving Club

Location: North Steyne, Manly

Land Title Details: (unavailable)

Sequential development (where Known): Part of John Thompson Grant (1842).

Present use: Surf Life Saving Club.

Description of item and individual elements of significance:

1930's two storey rendered brick building with adjoining outbuildings. Simple uncluttered style with classical motifs including columns and pediment to entrance. There is also evidence of Spanish Mission influence in some detailing.

Heritage Listing: Nil

Historical Themes: Recreation

Statement of Environmental Heritage Significance: Major significance via strong association with theme of recreation and peak of early 20th century development.

Sketch Map



Neg. No. AE.6.25

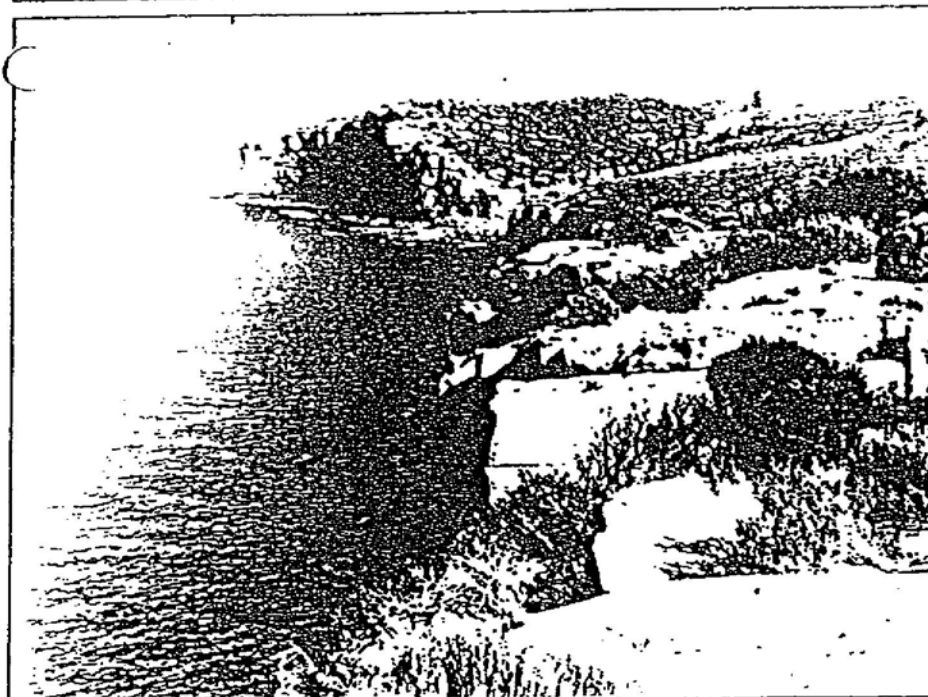
NM

28.12.85

C. Black, D. Ashton, F. Higninbotham, F. Rich, C. Burton, M. Maitland, P. Pike, 1985/1

Item name/description:	Ocean foreshores
Location:	Extent of Municipal area adjacent to the ocean.
Land Title Details:	
Sequential development (where Known):	
Present use:	Public environment
Description of item and individual elements of significance:	<p>Ocean foreshores, mostly rocky edge and cliff or beach sand system. Natural environment. High scenic quality.</p>
Heritage Listing:	
Historical Themes:	Landscape, Isolation.
Statement of Environmental Heritage Significance:	<p>Natural landscape. Part of coastal zone east coast of Australia. Part entrance to Sydney Harbour. Aesthetic, Historic, Scientific.</p>

Sketch Map



Neg. No. L7.34

CAB

12.2.86

Item name/description: Public Shelters(three)c. 1938

Location: South Steyne, Manly

Land Title Details: (unavailable)

Sequential development (where Known): Part of Gilbert Baker Grant (1810);

Present use: Shelters

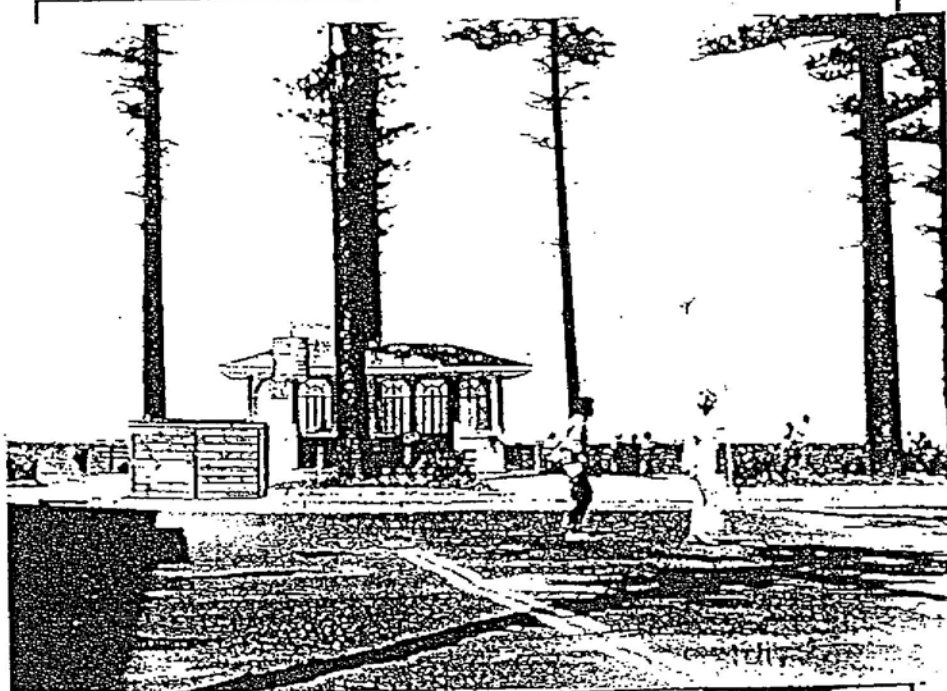
Description of item and individual elements of significance:

Three small public shelters providing seating and partial enclosure to both street and beach fronts. The timber buildings are symmetrical with hipped roofs of corrugated asbestos. The most significant element of the shelters is their semi-circular headed windows with relatively fine glazing pattern which reflects the 30's boom in Spanish Mission architecture in the Municipality. The buildings are also of an appropriate scale for the beach front and contribute to the streetscape.

Heritage Listing: Nil

Historical Themes: Recreation, Service Infrastructure (associated : Transport)

Statement of Environmental Heritage Significance: Moderate significance as examples of civic design for public amenity in period of early 20th century development and through contribution to streetscape and oceanfront.



Sketch Map

Neg. No. AE.5.7.

NM

28.12.85

C.Blackmore, P.Ashton, E.Higginbotham, E.Rich, C.Burton, N.Maitland, P.Pike. 1985/6

**Appendix 2**      Preliminary Conservation Management Plan for North  
Steyne Surf Life Saving Club (pavilion)  
(Refer separate volume)

**Appendix 3**      Revised Manly Ocean Beach Statement of Heritage  
Significance. (Refer separate volume)

#### Appendix 4      Licence Agreements:

- Queenscliff SLC
- North Steyne SLC