



Manly West Esplanade Heritage Activation Plan

Final Report October 2019



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NSW Government



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Introduction

In 2018 Northern Beaches Council received a Heritage Near Me Activation Grant from the NSW Government to help develop this Manly West Esplanade Heritage Activation Plan.

Manly West Esplanade has a rich history spanning thousands of years. This Heritage Activation Plan explores this history and makes recommendations to Council regarding how to showcase this to the public. The Plan also provides guidance on how to activate the area in general to improve its amenity, safety and accessibility.

A vision to guide the Manly West Esplanade Heritage Activation Plan has been developed; West Esplanade - A place for residents and visitors to enjoy, that is family friendly, protects its extraordinary environment and cares for its heritage. Design principles have also been created.

- Maintain and celebrate the heritage of the area.
- Ensure the area is a safe, family friendly place to be.
- Maintain public waterfront access.
- Protect the natural environment.
- Highlight the Manly Art Gallery and Museum.
- Embrace the community need for soft social environments.

Within this Heritage Activation Plan is a site analysis, heritage analysis, safety recommendations, recommendations around the former aquarium site, exploration of the concept of reinstating the 1931 boardwalk, an activation plan and an implementation plan.

The plan has been developed based on community feedback and internal and external expertise in heritage, engineering and the environment.

To support the Manly West Esplanade Heritage Activation Plan:

- a Community Engagement Report has been prepared to outline the community engagement process undertaken and the results of that engagement (Attachment 1)
- a Heritage Report has been produced to document the history of West Esplanade (Attachment 2)
- a Boardwalk Feasibility Report has been developed to explore the concept of reinstating the 1931 boardwalk that was destroyed in a storm in 1974 (Attachment 3)
- a Safety Strategy Report has been created to examine opportunities for improvement to the public safety of West Esplanade (Attachment 4).



Aerial view of West Esplanade 2018

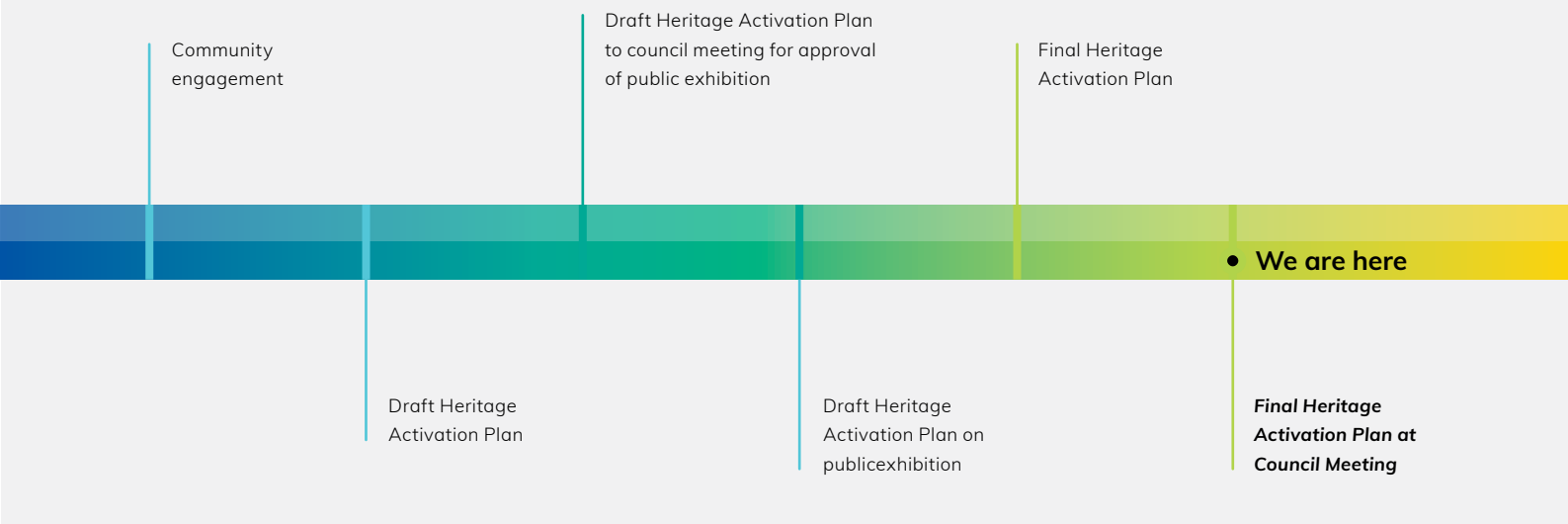
Background

Heritage Activation Plan aims

The Manly West Esplanade Heritage Activation Plan aims to:

- identify and celebrate the unique history of the West Esplanade area pre and post European settlement
- define ways the community can use and appreciate the heritage of the area
- explore the nostalgia of West Esplanade including the art gallery facade and boardwalk
- enhance the amenity of the area.

Heritage Activation Plan process



Heritage Activation Plan constraints

There are a number of constraints in West Esplanade that have an impact on any proposals made in the Heritage Activation Plan. They are:

1. A sensitive environment that needs to be protected and includes endangered flora and fauna.
2. Multiple land owners on the site and therefore Council does not have control over the whole site.
3. Heritage listed items on the site which have restrictions around their modification.
4. Highly exposed environment which create challenges for maintenance.
5. Current use is set for the Pavilion property as it is under a long term lease.
6. Permissible uses of the site are limited by planning zoning.

West Esplanade site analysis

The following is an analysis of the current site for the Manly West Esplanade Heritage Activation Plan. This analysis provides the site's current context and identifies potential constraints to making changes within the site.

The site

West Esplanade is located within the western section of Manly Cove; stretching from Manly Wharf, west to the heritage listed Pavilion next to Federation Point. Adjacent to the site is Manly Wharf, a major transport hub for commuters and visitors.

West Esplanade is often the first look that visitor's get of Manly and with its shady picnic tables and calm tidal pool is an attraction for families. Other attractions include the Surf n Slide waterslide complex and the foreshore walk and vista.

The Manly Art Gallery and Museum is also located within the site and provides a cultural attraction for both locals and visitors. While within the Pavilion is a restaurant and formal events space, which hosts weddings for example.

Figure 1
Spatial elements of the Northern Beaches



Legend

■ Area included in the Heritage Activation Plan

Property ownership

There are three property owners across West Esplanade; Council, Crown Lands and Roads and Maritime Services (RMS). The RMS property, the Pavilion, is under a long term lease meaning its current use is set. Multiple land owners presents a challenge when coordinating urban design treatments and uses across the site. Council can only make recommendations to the land owner for land that it does not own or have care and control over.

Figure 2
Spatial elements of the Northern Beaches



Legend

| | | |
|---|--|---|
| ■ Council | ■ Crown Land (under the care and control of Council) | ■ Roads and Maritime Services (NSW Government) |
|---|--|---|

Land zoning

West Esplanade contains two zones under planning legislation for the site; RE1 - Public Recreation and W2 - Environment Protection. Both these zones are limiting in terms of permissible uses and this in particular constrains commercial use on the site. The objectives for the zones reflects the value placed in nature, public open space and culture.

Zone RE1 - Public Recreation objectives:

- To enable land to be used for public open space or recreational purposes.
- To provide a range of recreational settings and activities and compatible land uses.
- To protect and enhance the natural environment for recreational purposes.

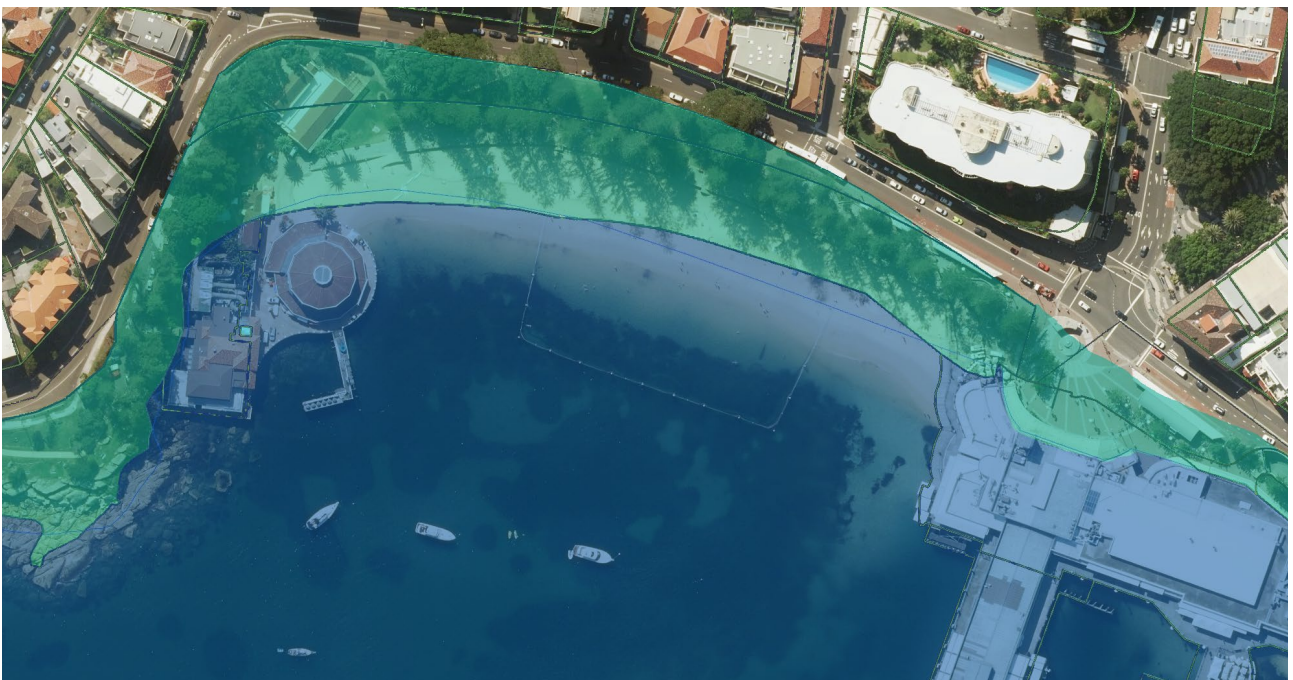
- To protect, manage and restore areas visually exposed to the waters of Middle Harbour, North Harbour, Burnt Bridge Creek and the Pacific Ocean.
- To ensure that the height and bulk of any proposed buildings or structures have regard to existing vegetation, topography and surrounding land uses.

Zone W2 - Environment Protection objectives:

- To protect the natural and cultural values of waters in this zone.
- To prevent damage or the possibility of longer term detrimental impacts to the natural and cultural values of waters in this zone and adjoining foreshores.
- To give preference to enhancing and rehabilitating the natural and cultural values of waters in this zone and adjoining foreshores.
- To provide for the long-term management of the natural and cultural values of waters in this zone and adjoining foreshores.

Figure 3

Spatial elements of the Northern Beaches



Legend

- | | |
|---|--|
| ■ Zone RE1 - Public Recreation | ■ Zone W2 - Environment Protection |
|---|--|

Land use

West Esplanade has four key land uses; transport, commercial, recreational and cultural. The large amount of land dedicated to recreational use reflects the long term use of West Esplanade as public open space and the value placed in the natural environment.

Figure 4
Spatial elements of the Northern Beaches



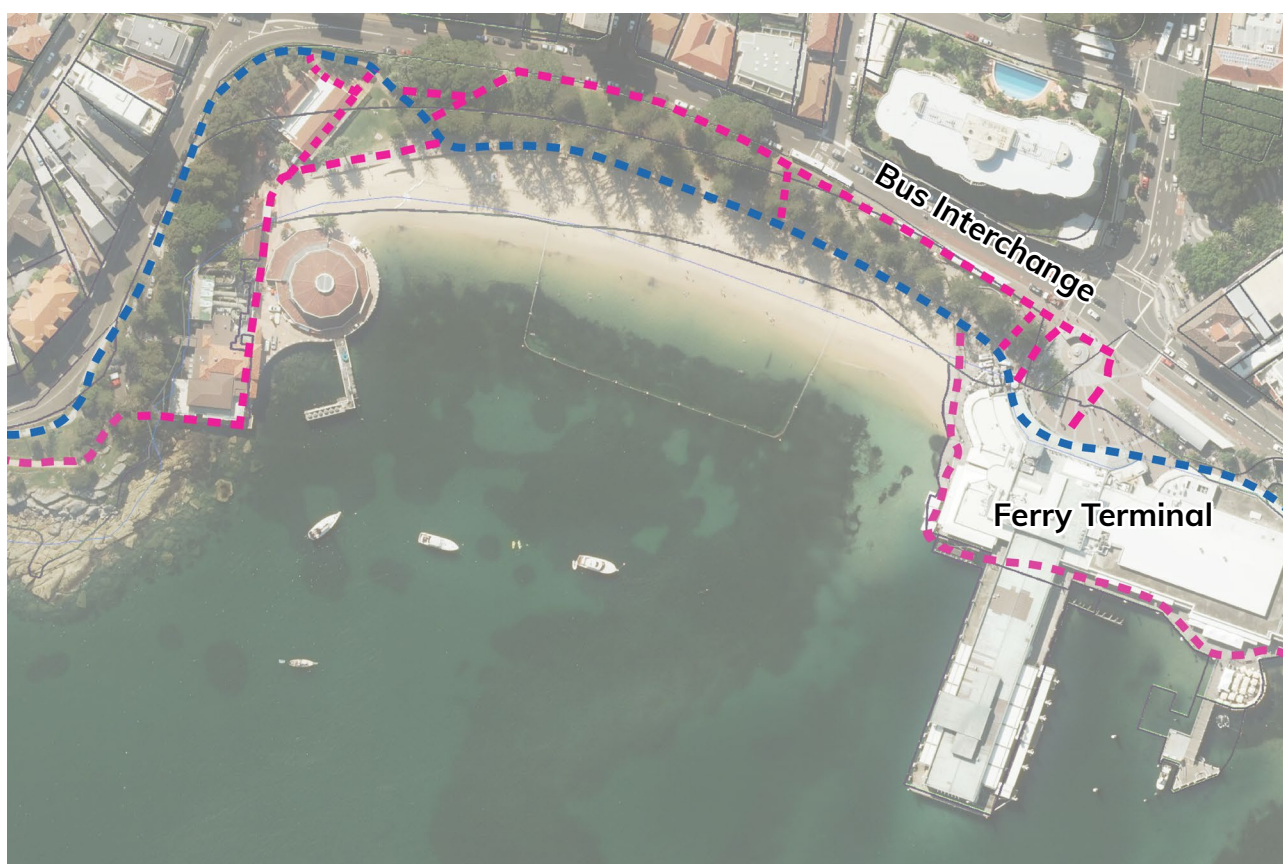
Legend

| | | | |
|---|--|---|--|
| ■ Transport | ■ Commercial | ■ Recreational | ■ Community |
|---|--|---|--|

Transport and access

West Esplanade is well serviced in terms of walking, cycling and public transport access. This makes the site easy for locals and visitors to get to without the use of a car. Adjacent to the site is the Manly Wharf, a major transport hub that also has a nearby bus interchange, on average more than 370,000 trips are taken on the Manly Ferry each month and more than 10,000 people move through the area outside the Wharf every day. The site is part of the popular Spit to Manly Walk and is the end of the future Bondi to Manly Walk.

Figure 5
Spatial elements of the Northern Beaches



Legend

- Pedestrian pathway
- Shared pedestrian and cyclist pathway

Community engagement summary

The main objective of the community engagement for this project was to raise awareness of the heritage of the West Esplanade area and gain an understanding of the community's view of the West Esplanade area.

To ensure we reached the relevant and directly affected members of the community, Council applied a wide range of engagement techniques and methods to understand their thoughts and to hear their views on West Esplanade. These included:

- An online survey.
- Face to face visitor survey.
- Information sessions.
- Onsite drop in.
- Mail out to local residents and businesses.
- Internal staff workshop and consultation.

Throughout the first stage of the engagement process 2773 people were informed, with 812 written submissions received, making a total of 3585 people engaged. During the public exhibition of the Draft Plan, the second stage of the engagement process, 64 submissions were received.

A positive response was received from the community around maintaining and highlighting West Esplanade's heritage along with a number of improvements suggested for the area including to maintenance, landscaping, street furniture, amenities and water based activities. This feedback has been incorporated into the recommendations for the Heritage Activation Plan.

See Attachment 1 Community Engagement Report for further details.



Sign outside Manly Wharf advertising project and onsite drop in, 2019



Images above: Onsite drop in 6 April 2019

Heritage Activation Plan vision and design principles

The following are the vision and design principles for the Manly West Esplanade Heritage Activation Plan. These are based on community feedback and provide guidance for the recommendations made in this plan.

Vision

West Esplanade - A place for residents and visitors to enjoy, that is family friendly, protects its extraordinary environment and cares for its heritage.

Design Principles

- Maintain and celebrate the heritage of the area.
- Ensure the area is a safe, family friendly place to be.
- Maintain public waterfront access.
- Protect the natural environment.
- Highlight the Manly Art Gallery and Museum.
- Embrace the community need for soft social environments.



Photo of West Esplanade looking towards Manly Wharf, 2019

West Esplanade heritage analysis

An analysis of the heritage of West Esplanade is a vital discovery component for this Heritage Activation Plan. West Esplanade has a rich history spanning thousands of years and as part of the development of this plan Council has engaged a qualified Heritage consultant, Northpoint Heritage Pty Ltd to complete a Heritage report for the site which documents this history. To view the full report see Attachment 2 Heritage Report.

Summary of heritage items

West Esplanade contains a number of State and Local listed heritage items. These reflect the heritage significance of West Esplanade and are a key inspiration for the development of this Heritage Activation Plan. It was identified through community engagement, that these heritage items should be acknowledged in wayfinding in the area to inform more people of their existence. Interpretive signage should also be included to educate people on their significance.

The Heritage Report (Attachment 2) makes a number of recommendations in regards to West Esplanade's Heritage Items, this is summarised in the table below.

Table 1

Heritage Report recommendations for key West Esplanade heritage items.

| Heritage Item | Recommendations |
|--------------------------|---|
| The Pavilion | Maintain in accordance with Management Plan, retain use as a restaurant and activate area at ground level. Historic views of the building could be reinstated by demolition of the Aquarium building. |
| Amenities block | Retain in current form and use. |
| Governor Philip monument | Is a significant obstruction in flow of pedestrian and cyclist traffic on the promenade. Relocation of the monument to a site of appropriate prominence would be subject to cautious and considered design as part of a wider program of landscaping works. |
| Park | Activation of the area as a precinct is required. Areas of soft landscaping should be retained and increased where possible. Furniture can be upgraded. |

Figure 6

Spatial elements of the Northern Beaches

**Legend**

- State Heritage item - the Pavilion and Manly Wharf
- Local Heritage item - amenities block, Governor Philip monument
- Local Heritage Item - park

Timeline of key events in West Esplanade's history

The following is a summary of key events within West Esplanade's history. See Attachment 2 Heritage Report for more details. These events highlight the significant indigenous heritage of the area and the changes to the area over time since European settlement.

Area populated by clan of Kai'ymay (Manly Cove)

The name of the Aboriginal clan of Kai'ymay is not known for certain. It may have been Kai'ymaygal, or Gayamaygal, for in the Sydney language, the suffix 'gal' was usually added to the place name to indicate the people of that place.

The Kai'ymaygal were saltwater people, reliant on the sea and harbour for a diet of fish and shellfish, as well as seabirds. They were at home on the waters as well as on land. Women were skilled canoeists and fisherwomen, paddling and fishing from bark nowie (nawi) with their children and babies, and a small fire on a clay pad to cook the catch.

The sandstone country of the Manly region provided rock platforms and walls for art works and is still richly endowed with rock carvings depicting people, implements, birds, animals and fish, as well as grinding grooves for making and sharpening axes and other tools.



Image: Bora Rock : Aboriginal markings near Manly Water-works Gully, 1891 Source: Mitchell Library, State Library of NSW



Image: Aboriginal people fishing, c1790s. Source: Mitchell Library, State Library of NSW

Pre 1788

1788

European arrival at Kai'ymay (Manly Cove)

In January 1788, disappointed and concerned by the lack of fresh water and exposure to the winds at Botany Bay, Governor Phillip took a longboat to explore Port Jackson.

When they approached Kai'ymay, they saw a group of 20 strong men wading out towards their boat. These men took the gifts offered and were curious about the boat, inspecting them closely. Phillip and the officers were impressed. Phillip later wrote that he named the place 'Manly' for their admirable manly qualities.

First meeting with Aboriginal women

Kai'ymay was also the site of the first meeting with Aboriginal women. On January 29 1788, the British negotiated with an elder, and finally some of the younger women came forward.

They stood by the boats trembling and laughing as the white men reached over to drape them with strings of buttons and beads. The English officers described them as 'naked beauties', who were 'perhaps, inseparable from the female character in its rudest state'. So they renamed Manly Cove which became Eve's Cove for a time.

Kidnapping of Arabanoo

In December 1788 Governor Phillip ordered the kidnapping of an Aboriginal man in the hope of forcing open a means of communication with the Eora. The kidnapping from the beach at Manly Cove was violent and distressing. The captive man remained silent, so they called him Manly, only later discovering his name was Arabanoo.

"[his friends attacked the boats as they pulled out, hurling] spears, stones, firebrands, and whatever else presented itself ... nor did they retreat ... until many muskets were fired over them." Watkin Tench, Marine officer

"The terror this poor wretch suffered, can better be conceived than expressed; he believed he was to be immediately murdered." Captain John Hunter

Arabanoo was a dignified and gentle man who refused to play the role of cross-cultural envoy. He was kept a prisoner in Sydney, and after the outbreak of the terrible smallpox epidemic among the Eora, he nursed his stricken countrymen in Sydney's hospital. He contracted the disease himself and died on 18 May 1789.

Kidnapping of Colebee and Bennelong

In November 1789 Governor Phillip once more sent the boats out to kidnap Aboriginal men. Again they rowed down the harbour to the beach at Manly Cove, violently abducting two men Colebee and Bennelong.

Colebee soon escaped from Sydney, but Bennelong remained, and proved receptive to learning all about the British, their language, resources and intentions. He and Phillip became friends and often walked out together, but after seven months, Bennelong escaped too.

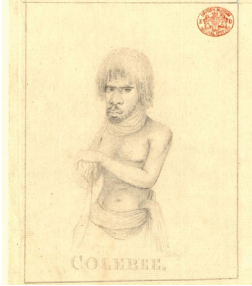


Image: Colebee, a Gadigal man from the south shore of Sydney Harbour, c1792-97
Source: Natural History Museum, UK



Image: Wollarawarre Bennelong, a Wollarawarre man from the south shore of Parramatta River, c1790.
Source: Natural History Museum, UK

Smallpox epidemic

In April 1789 a smallpox epidemic broke out in Sydney. Europeans, including the colonists who arrived in Sydney in 1788, had developed some resistance through earlier exposure to the disease. However the local Aboriginal people had not and it decimated the population.

"At that time a native was living with us; and on taking him down to the harbour to look for his former companions, those who witnessed his expression and agony can never forget either. He looked anxiously around him in the different coves we visited; not a vestige on the sand was to be found of human foot; ... not a living person was anywhere to be met with. It seemed as if, flying from the contagion, they had left the dead to bury the dead. He lifted up his hands and eyes in silent agony for some time; at last he exclaimed, 'All dead! All dead!' and then hung his head in mournful silence." David Collins, Judge-Advocate of the colony, April 1789.

First Crown Land Grants

The first Crown Grants of Land at Manly are issued to Richard Cheers (100 acres) and Gilbert Baker (300 acres)

1789

1790

1810

Spearing of Governor Phillip

In September 1790, a whale washed up on the beach at Manly Cove and a large number of Eora gathered for a great whale feast. Bennelong summoned Phillip to attend. It was a happy reunion there on the sand of the cove, with gift giving and conversation.

At some point Bennelong disappeared and a circle of warriors began to close in on Phillip. A stranger, a man named Willemering, seemed agitated and when Phillip began to approach him in his customary way, slowly, hands outspread, Willemering picked up a barbed wooden spear and hurled it at him with such force that it passed through his shoulder. The wound was non lethal.

Historians suggest that what Phillip experienced was a payback ritual. Perhaps Phillip sensed something of this: much to his officers' confusion and frustration, he refused to retaliate.



Detail from image: Mr. Waterhouse endeavouring to break the spear after Govr Phillip was wounded by Wil-le-me-ring where the Whale was cast on shore in Manly Cove, c1790. Source: Natural History Museum, UK

Ferry Wharf built

The first wharf was an open-decked pier built in 1855 so Manly's founder, Henry Gilbert Smith, could excursion ferries from the city to bring people to his new seaside resort at Manly.

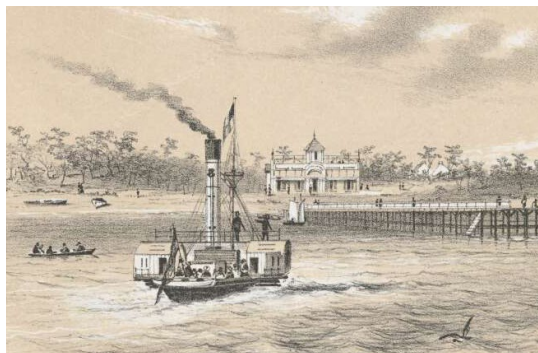


Image: Approach to Manly Beach near Sydney, Samuel Thomas Gill, 1856. Source: National Library of Australia

Council builds new ladies baths

New ladies baths constructed by Manly Council, replacing Gilbert Smith Baths.



Image: Council's first baths, Ladies' Baths, replacing Gilbert Smiths Baths, the "Spey" building visible in the background, c1878. Source: Private Collection, shared on facebook.com



Image: Manly West Esplanade, Ladies' Baths and Roslyn Hall visible in background, c1880. Source: Manly Library Local Studies

1855

1857

1878

1883 - 1916

First Baths Built

Henry Gilbert Smith has the first baths at Manly Cove constructed.



Image: Federation Point, west end of West Esplanade, Gilbert Smiths Baths and Roslyn Hall visible in background, c1875 Source: Private Collection, shared on facebook.com

Ferry Wharf improvements

Significant improvements were made to the wharf in 1883. The Wharf was then demolished in 1900 due to plague concerns and then rebuilt. Improvements continued to be made over the following years with the clocktower introduced in 1916.

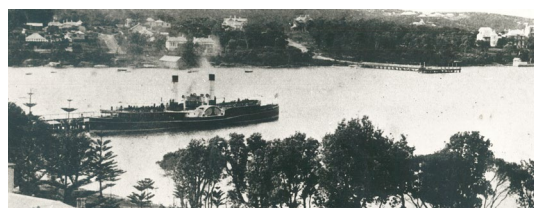


Image: Paddle steamer docks at Manly Wharf, c1890 Source: Manly Library Local Studies



Image: Postcard with a colourised photograph of Manly Wharf, Ladies' Baths can be seen in the foreground, c1908 Source: National Museum of Australia

Concert Pavilion built

Manly Concert Pavilion opens and the Poster King performs.



Image: West Esplanade Concert Pavilion, 1924. Source: Pittwater Library Local Studies

Harbour Pool built

Manly Cove harbour swimming pool opens. The pool was built as an attraction by the Port Jackson Steam Company to increase patronage on their ferries between the City and Manly. Water amusements were added in 1932, including pontoons with slides, water wheels, spring boards and tethered logs designed to buck and roll at the slightest touch. Mounted on the boardwalk were several diving boards at different heights and a water slide more than 15m above water level. Floodlights were also installed - 50 floodlights on the promenade, 22 on the beach and four underwater.



Image: Looking west towards Federation Point, the Harbour Pool with boardwalk was completed in 1931, c1931-32. Source: Manly Library Local Studies



Image: Harbour Pool water amusements, c1960. Source: Manly Library Local Studies

1922

1930

1931

Manly Art Gallery open

Manly Concert Pavilion converted to Manly Art Gallery.



Image: The conversion of the Manly Concert Pavilion to the Manly Art Gallery before opening in 1930
Source: Manly Library Local Studies

Improvements to Manly Art Gallery

An additional wing is added to the Manly Art Gallery.



Image: New wing Manly Art Gallery, c1939. Source: Manly Library Local Studies

Aquarium built

Marineland, as the aquarium was called, opened in 1963, at which time it was the largest in the southern hemisphere and the third largest in the world.



Image: Marineland Aquarium with Manly Pavilion in the background, c1960s. Source: Manly Library Local Studies



Image: Roof pool of the Marineland Aquarium, c1960s. Source: Manly Library Local Studies

1933

1939

1963

Pavilion built

The Port Jackson Steam Company added to the harbour pool attraction at Manly, dressing pavilion and refreshment rooms. Above the dressing rooms was a tea room serving everything from snacks to substantial meals, while an open air kiosk called the West End was situated on the beach. Within two years, a quarter of a million people were using the pavilion annually, even though a small charge was made for the use of lockers, showers, toilets and hair-dryers, but admission to the pool remained free.

The pool had its own lifesaving club, the Harbour Pool Life Saving Club, which appears to have been formed in 1935 and was quartered in the dressing pavilion.



Image: Manly Pavilion and Harbour Pool, c1933. Source: NSW State Archives and Records



Image: View of West Esplanade from the Air, c1933-38. Source: NSW State Archives and Records



Image: Flyer for Manly Pavilion and Harbour Pool, c1930s. Source: Manly Library Local Studies

Sydney storm

On May 24 1974 Sydney storm destroyed the harbour pool boardwalk.



Image left and above: Destroyed Harbour Pool after Sydney Storm, 1974.
Source: Daily Telegraph

Aquarium renovated

In 1988 the 1963 Marineland building was mostly demolished and the new Underwater World, later called Manly Sea Life Sanctuary, was built. When it opened it was home to the biggest underwater tunnel in the world at the time.

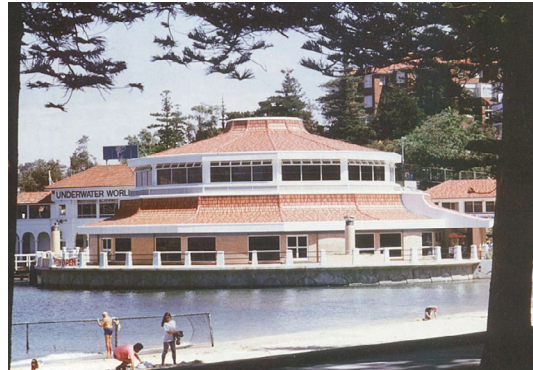


Image: Underwater World c1980s
Source: Marinescape

1974

1981

1988

2018

Manly Art Gallery improvements and Waterworks built

Manly Art Gallery is extended and becomes the Manly Art Gallery and Museum. The Waterworks at Manly attraction is opened and marketed as an alternative to keeping kids cool in the summer months when the beach is closed.



Image: Manly Art Gallery and Museum, 2018.
Source: Northern Beaches Council



Image: The Waterworks at Manly, 1983.
Source: Manly Library Local Studies

Aquarium closes

On January 28 2018 Manly Sea Life Sanctuary closed its doors to the public. The animals were moved to other aquariums and the building has since remained vacant.



Image: Manly Sea Life Sanctuary staff assemble for moving aerial photo on last day in 2018. Source: Sydney Morning Herald

Heritage activation opportunities

Based on the Heritage Report and feedback from the community the following heritage activation opportunities have been identified for the West Esplanade area:

- West Esplanade's high exposure to visitors presents an opportunity to educate them on the indigenous heritage of Manly Cove. This could be via interpretive signage, landscaping treatments and/or artwork.
- The lookout on Commonwealth Parade could have interpretive signage installed with historical images showing change over time. This would need to be done in conjunction with pruning of vegetation blocking the view from the lookout to invoke the historic vista.
- Manly Art Gallery and Museum in its existing form has the opportunity to reflect its heritage via a sympathetic facade treatment that reflects the building's heritage.
- Interpretative signage containing historic images showing the change of the Manly Art Gallery and Museum over time could be placed near the entrance of the building.

- With the wealth of information and imagery available showing the changes of the West Esplanade area over time, along with listed heritage items, there is an opportunity to create a digital heritage experience of the area. This could include a self-guided tour and virtual reality experiences of the past.
- A discover West Esplanade's heritage wayfinding sign should be placed at the wharf end of West Esplanade. This sign could include historic imagery a brief timeline and how to access more information, such as a digital tour. Another one of these signs could be placed near the top of the stairs at Federation Point to capture people doing the Spit to Manly walk. Note: Before any new signage is installed a review and consolidation of signage around the Wharf will be undertaken.

These opportunities will be incorporated into the wholistic activation planning for the West Esplanade area.

West Esplanade safety strategy recommendations

Safety is an important aspect to any public space and as such safety in West Esplanade has been examined as part of the development of this Heritage Activation Plan. Council has engaged with the University of Technology, Sydney, School of Built Environment, Masters of Project Management students to develop a Safety Strategy Report for West Esplanade (See Attachment 4). The following are a summary of recommendations from this report:

- Provide consistent levels of lighting with minimal glare throughout the site. In particular add additional lighting to the area at ground level near the Pavilion and Surf and Slide to improve nighttime safety and casual surveillance.
- Consider the inclusion of interactive public art installations that are integrated with the environment and can light up at night to illuminate and encourage usage of dimly-lit areas and walkways, and minimise the occurrence of graffiti and vandalism.
- Prune vegetation between 600mm - 2500mm from ground level to enhance night time visibility and casual surveillance.
- Upgrade park furniture and existing spaces with attractive, secure, well designed, and interactive design elements to encourage community participation and reactivation of isolated areas.
- Relocate Governor Philip Monument out of the flow of traffic on the shared footpath to a more suitable location within West Esplanade.
- Consider providing an emergency response beacon on the beach for swimmers.
- Fence off the area between the Manly Art Gallery and Museum and the amenities block to prevent unauthorised access.

These recommendations will be incorporated into the wholistic activation planning for the West Esplanade area.

Former Aquarium site recommendations

An attraction for families to West Esplanade was the Aquarium which closed in January 2018. The building has since remained vacant and is owned by the Roads and Maritime Services. Given that the building is a significant element of the existing site and is next to the Pavilion, a State listed heritage item, the future of this site has been explored as part of this Heritage Activation Plan.

From the community feedback received there is a desire for the Aquarium site to have a public use as opposed to a commercial or private use. Based on community feedback the following is recommended:

- It is recommended that the existing Aquarium building be demolished to the podium. Demolition will unblock the view of the State Heritage listed Pavilion building. It will also improve the safety of the area at night by allowing informal surveillance of the area which is currently dark and unwelcoming at night.
- It is recommended that the site become public open space. The urban design for the space should create a place for families and the community to congregate and share. Lighting design should make the area feel safe at night, this could incorporate interactive light artwork. The space should also acknowledge the previous use of the site as an aquarium and highlight the marine life found in Manly Cove.

The space should allow for the holding of events, such as community markets, local performances and film viewings. While allowing for this the space should not be empty at other times, an adaptable design for street furniture and planting should be investigated.

- Vehicles are currently able to drive into the area, including for deliveries. For safety it is recommended that with a change in use of this space, this access be examined with the possibility of limiting vehicle access to certain times.
- It is also recommended that a new jetty be built to replace the existing dilapidated jetty and be used as a public drop off point.

These recommendations will be incorporated into the wholistic activation planning for the West Esplanade area.

Boardwalk reinstatement concept

Fond memories of the 1931 boardwalk exist within the community today. The boardwalk connected Manly Wharf with the Pavilion and provided a large harbour pool space for water recreation activities. It was built by the Port Jackson company as an attraction for visitors to take the ferry to Manly and enjoy the free family friendly pool. The boardwalk was destroyed in a storm in 1974.

Given that the boardwalk forms a significant part of the recent history of West Esplanade it was determined that as part of this Heritage Activation Plan, the concept of reinstating the boardwalk should be examined.

Boardwalk proof of concept for feasibility report

To explore the boardwalk reinstatement concept, Council engaged Royal Haskoning DHV Pty Ltd to undertake a Proof of Concept for Feasibility Report. This report has identified the studies required to do a comprehensive feasibility assessment and developed a cost estimate for reinstatement of the boardwalk including whole of life cost estimate.

The following provides a summary of these, for more detail see Attachment 3 Boardwalk Feasibility Report.

Advice on studies required for reinstatement feasibility

13 studies were recommended in order to assess the feasibility of reinstatement of the boardwalk and harbour pool at Manly West Esplanade in a complete and robust approach. These studies are listed below. For more detail around each of these studies see Attachment 3 Boardwalk Feasibility Report

- Hydrographic and land survey

- Geotechnical investigation
- Condition assessment of existing structures
- Coastal processes
- Aquatic ecology
- Landscape character and visual impact assessment
- Heritage study
- Ecological engineering opportunities
- Navigation impact assessment
- Safety in design
- Concept design
- Capital cost estimate and whole of life assessment
- Planning strategy/approvals pathway.

Cost estimate for reinstatement

The cost estimate was developed based on a high level concept design that was similar in aesthetic and size to the 1931 boardwalk. Robust materials were chosen to minimise maintenance and protect the boardwalk from destruction, such as concrete piers and plastic/wood composite deck planks.

The order of cost estimate for construction has been calculated by Royal Haskoning DHV as \$12.4million. Taking into account escalation over time and design additions such as water amusements, Council estimates that the construction cost would increase to \$14million.

Based on a 50 year time period and discount rate of 7% the net present value of operating costs and maintenance costs are estimated to be \$15.8M and \$0.7M respectively.

For further details see Attachment 3 Boardwalk Feasibility Report.

Concluding remarks from Royal Haskoning

It would be technically feasible to reinstate the boardwalk and harbour pool at Manly West Esplanade. A range of individual studies would need to be undertaken for purposes of a complete and robust feasibility study to reinstate the boardwalk and harbour pool.

Should the view be taken that reinstatement of the boardwalk and harbour pool is not preferred, there may be opportunity to activate additional waterway access and waterfront uses at the western end of the study area, in the area of the former Manly Aquarium and Manly Pavilion where maritime infrastructure has been in place for decades as part of the built environment.

Boardwalk reinstatement concept environmental factors

Council employee workshop

Given the significance and complexity of reinstating the boardwalk expert staff were consulted from across Council as part of internal engagement for this Heritage Activation Plan, this included expertise in engineering, tidal pool maintenance, environment, water safety, landscaping and planning. 17 staff attended a workshop at which risks and opportunities for the boardwalk were identified.

A significant topic of discussion was around the environmental factors that could impact the boardwalk reinstatement concept and the following findings were made:

1. There are a number of sensitive environmental elements in the West Esplanade area and the protection of these will need to be taken into consideration when planning any construction and maintenance works and when assessing the impact of new permanent elements over and in the water.

- Endangered colony of little penguins (Note: There is a restriction on the time of year construction works can occur in the area in order to prevent negative impact on the little penguins.
- Endangered seahorses which are able to be found on the existing tidal pool net.
- Endangered seagrass that is a key feeding ground for little penguins.
- Pockets of remnant bushland at Federation Point.
- Endangered long-nosed bandicoots.
- Threatened grey-headed flying foxes.
- Soft and hard corals.

2. West Esplanade is in a highly exposed area. The design of the boardwalk structure will need to take into account sea level rise, storm surges and the impact of any debris. Choice of materials should also take into account the exposed salt water environment to minimise maintenance requirements over the life of the structure.
3. In the harbour pool, coastal processes, could potentially create shallow areas, this will need to be monitored in areas where people could jump into the water to ensure safety.
4. An increase in boats anchoring off the boardwalk may have a negative impact on endangered seagrasses and as such should be taken into account when assessing additional boat moorings being placed in the area.

Manly Cove Tidal Pool Review of Environmental Factors 2019 (Draft)

Council has engaged Cardno to prepare a Review of Environmental Factors for minor and/or major works at the Manly Cove Tidal Pool. An aquatic ecology assessment has been undertaken as part of the review. It highlights a number of environmental factors for consideration as part of the boardwalk concept.

The aquatic ecology assessment found that the netting and pilings around the pool provide a complex habitat and refuge for cryptic species such as seahorses, sea dragons, pipefish, pipehorses, ghostpipefish and seamoths (collectively known as 'Syngnathiformes') all of which are protected under the NSW Fisheries Management Act, 1994 (FM Act) and the Environmental Protection and Biodiversity Conservation Act, 1999 (EPBC Act).

Seagrass and macroalgae are extensive throughout Manly Cove. All types of seagrass and marine vegetation (including macroalgae, mangroves and saltmarsh) are protected under the FM Act. Populations of the seagrass *Posidonia australis* that occur within Sydney Harbour are also listed as endangered under the FM Act and declared a nationally significant ecological community under the EPBC Act. An endangered population of little penguins (*Eudyptula minor*) also inhabits Manly Cove and has been known to occur around Manly Bathers Pavilion. Several other threatened and protected species including cetaceans, pinnipeds, fish and seabirds also occur in Sydney Harbour and could occur around the tidal pools on occasion.

Manly Cove Coastal Zone Management Plan 2011

The Coastal Zone Management Plan for Manly Cove provides a strategic plan with a visionary long-term time frame of 15-20 years to 2031. The plan sets out a number of goals to be met:

- Restore and maintain a healthy and diverse mix of aquatic and intertidal habitats that will maintain and improve biodiversity and ecological functions of Manly Cove.
- To achieve the highest level of environmental protection and safety for maritime operations within Manly Cove.
- Public facilities, infrastructure and signage are upgraded and maintained to facilitate improved social amenity.
- To ensure water quality meets the community's expectations and falls within acceptable standards suitable for fishing and swimming.
- To conserve and enhance the integrity and diversity of native terrestrial flora and fauna, and their ecosystems.
- Assess, monitor and mitigate risks from coastline hazards and climate change.
- Promote and facilitate sustainable waste management in Manly Cove.
- To provide an environment at Manly Cove that is accessible to all people.
- Conserve the significant geodiversity elements of the area's coastline.
- Ensure that all Aboriginal and European (cultural and natural) heritage areas in the study area are preserved and protected.

Any works proposed in the Cove will need to address this Coastal Zone Management Plan.

North Harbour Aquatic Reserve

Manly Cove, including the area at West Esplanade is being considered by the NSW State Government to be made into an Aquatic Reserve as part of an extension of the North Harbour Aquatic Reserve under the NSW Marine Estate Reforms. An item went to Council on 25 September 2018 and Council resolved:

- A. Council notes the aim of the NSW Marine Estate Reforms is to protect the significant environmental value of sites within the Hawkesbury Shelf marine bioregion by reducing risks at a local scale from some site-based threats, helping to conserve marine biodiversity, whilst allowing for a wide range of recreational and commercial activities to still occur.
- B. Council supports the proposed NSW Marine Estate Reforms for the five sites included in the proposed Marine Park for the Hawkesbury Shelf marine bioregion for the Northern Beaches, and will prepare a submission to the State Government in support of the reforms as recommended by the Marine Estate Management Authority.

The current objectives of the North Harbour Aquatic Reserve are to:

- conserve the biodiversity of fish and marine vegetation
- protect fish habitat
- facilitate educational activities
- facilitate scientific research.

Due to the potential for the area at West Esplanade to become part of the North Harbour Aquatic Reserve it is recommended that this is taken into consideration when assessing the impact of any new over water infrastructure, such as a boardwalk.

Boardwalk reinstatement concept recommendations

There a number of economic and environmental factors that impact the feasibility of rebuilding the boardwalk. The next step in the process would be to undertake further detailed studies to determine the full feasibility of reinstating the boardwalk.

It is recommended that Council wait for determination from Roads and Maritime Services of what will happen with the vacant Aquarium site and adjacent jetty before moving forward with the boardwalk concept.

It is also recommended that the other improvement measures for West Esplanade suggested in the Heritage Activation Plan be implemented and their impact tested before moving forward with the boardwalk concept.

These recommendations will be incorporated into the wholistic activation planning for the West Esplanade area.

Manly West Esplanade site activation

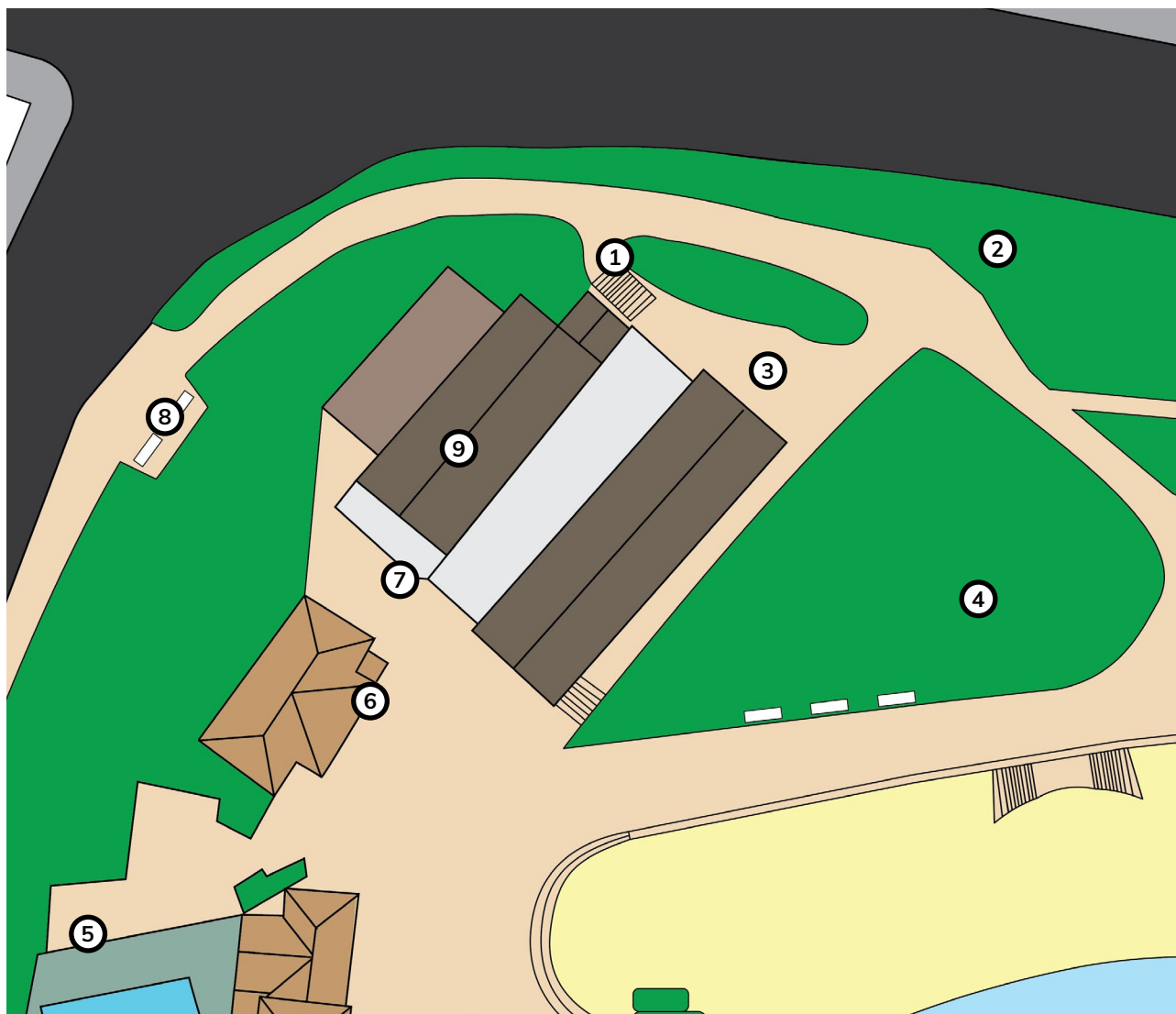
This section provides a culmination of the previous sections of this Heritage Activation Plan. It provides the key guidance for Council on implementing the activation of West Esplanade.

The site has been split into four areas; Manly Art Gallery and Museum, the Pavilion and Aquarium, Promenade and Park, Beach and Cove. Recommendations have been made in regards to:

- activating heritage
- improving safety and accessibility
- improving landscaping, furniture and fixtures
- improving the user experience of the area
- the former aquarium site
- the boardwalk reinstatement concept
- water activities
- bicycle infrastructure.

These recommendations are based on community feedback, Council officer recommendations, the Heritage Report, the Safety Strategy Report and the Boardwalk Feasibility Report. Recommendations and an implementation plan have been summarised in a table (see pages 32 and 33 Table of Recommendations and Implementation Plan).

Figure 7
Manly Art Gallery and Museum area site activation



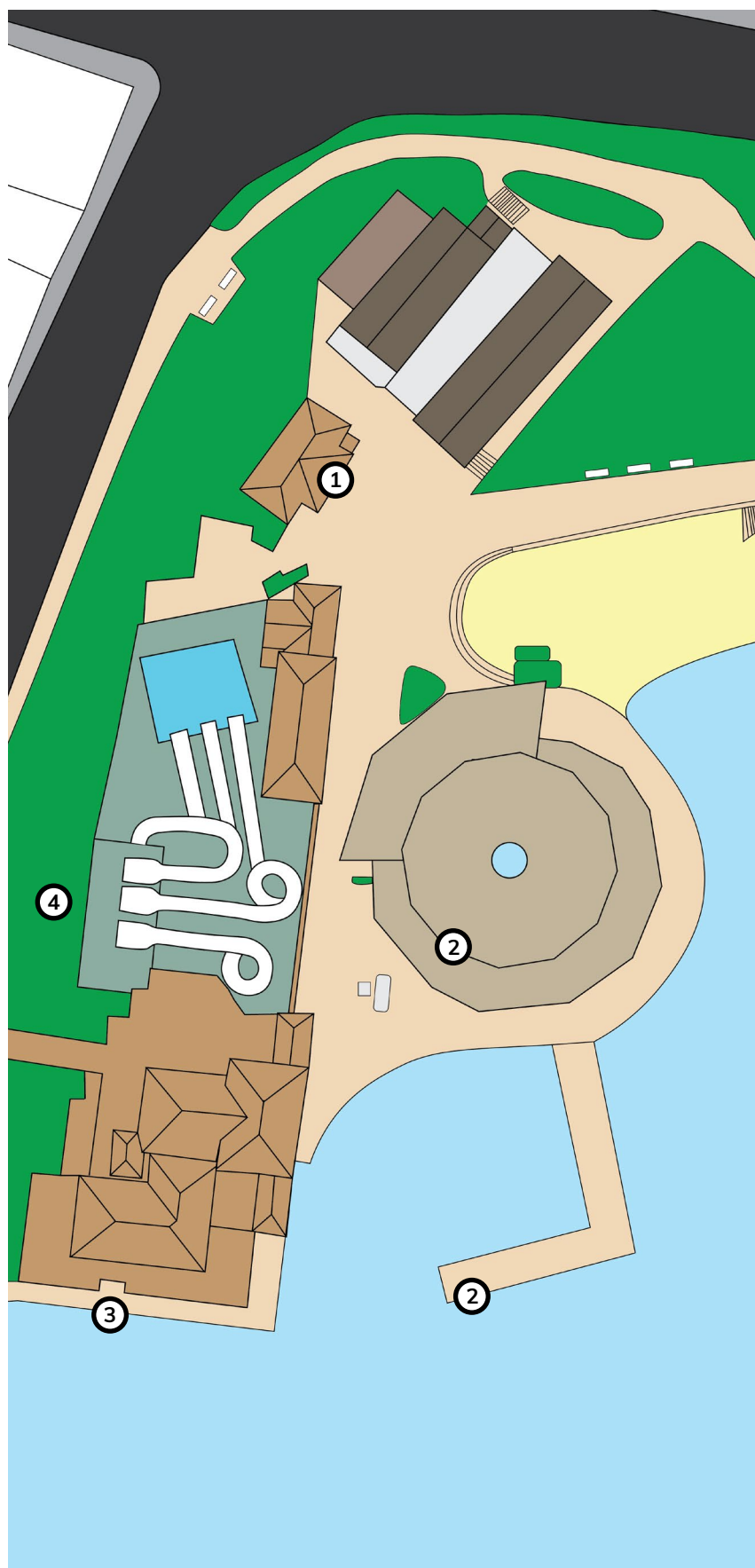
1. Explore options for improving line of sight along shared path, this could be through pruning of existing vegetation or replacement with less dense native vegetation. Also explore changes to path to allow cyclists to not have to dismount providing a better user experience.
2. Explore options for placement of bicycle parking near Gallery
3. Interpretative signage containing historic images showing the change of the Manly Art Gallery and Museum over time could be placed near the entrance of the building.
4. Recommend creation of an integrated play area to provide activation and bring attention to the Gallery. It should include artistic and interactive elements that could light up at night to improve night time activation.
5. Improve lighting next to Surf n Slide for nighttime safety and casual surveillance. Also consider updating urban design of this area.
6. Investigate options to improve the user experience of the showers, change rooms and toilets in the amenities block.

Also investigate adding adult hoist and change table to existing disabled toilet. If there is insufficient space consider building new disabled toilet, possible location could be between amenities block and art gallery.

Note: any works would need to take into account heritage restrictions as the amenities block is a locally listed item.
7. To improve safety and prevent unauthorised access, the area between amenities block and gallery should be fenced off.
8. The lookout on Commonwealth Parade could have interpretive signage installed with historical images showing change over time. This would need to be done in conjunction with pruning of vegetation blocking the view from the lookout to invoke the historic vista.
9. Manly Art Gallery and Museum in its existing form has the opportunity to reflect its heritage via a sympathetic facade treatment that reflects the building's heritage.

Figure 8

Pavilion and Aquarium area site activation



1. Recommended that a family friendly café be opened in the current vacant space at the end of the Roads and Maritime Services owned Pavilion building next to the Manly Surf n Slide. This will help bring vital activation of the area around the Pavilion at ground level.
2. It is recommend that the existing Aquarium building be demolished to the podium. Demolition will unblock the view of the State Heritage listed Pavilion building. It will also improve the safety of the area at night by allowing informal surveillance of the area which is currently dark and unwelcoming at night.

It is recommended that the site become public open space. The urban design for the space should create a place for families and the community to congregate and share. Lighting design should make the area feel safe at night, this could incorporate interactive light artwork. The space should also acknowledge the previous use of the site as an aquarium and highlight the marine life found in Manly Cove.

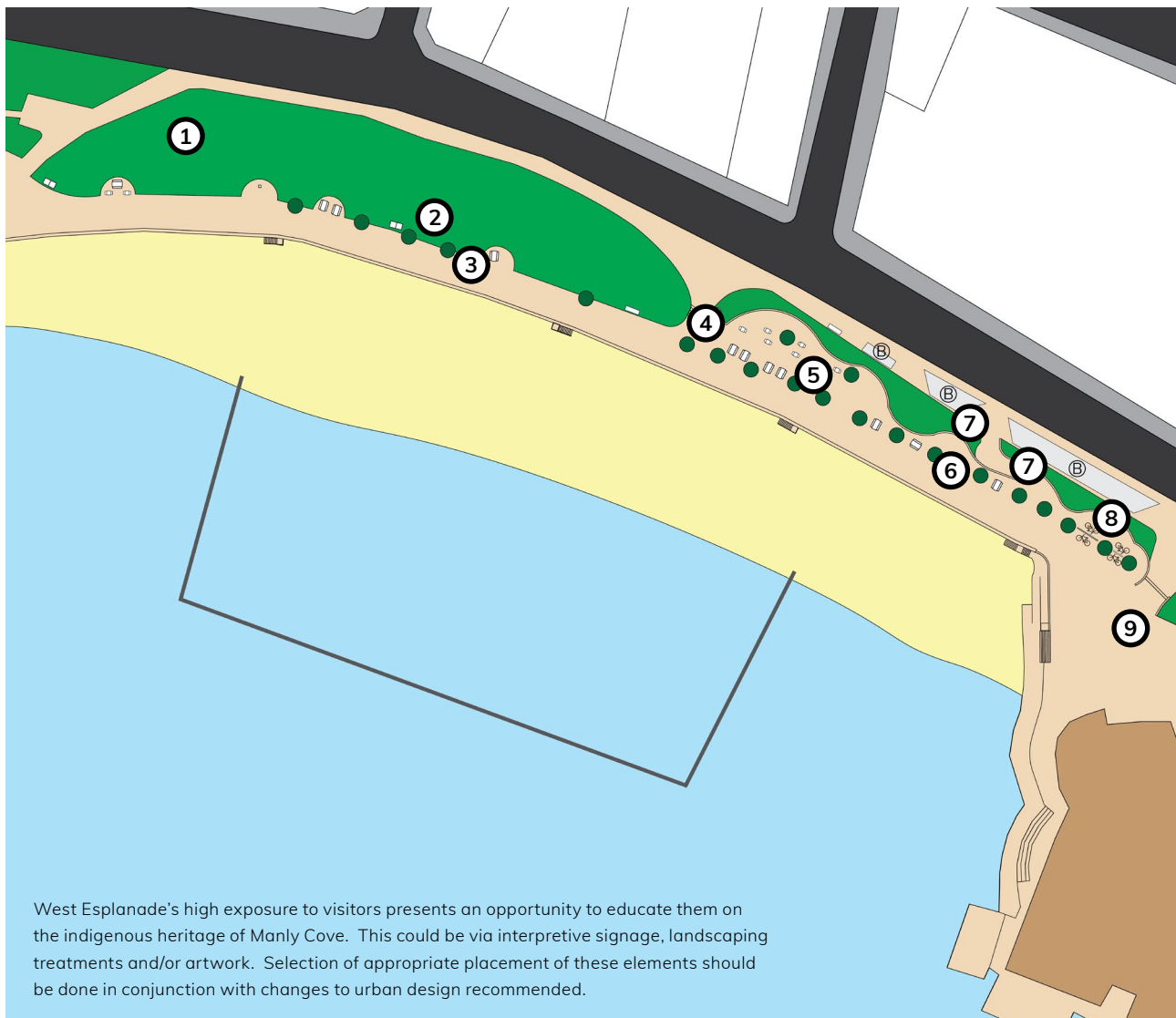
The space should allow for the holding of events, such as community markets, local performances and film viewings. While allowing for this the space should not be empty at other times, an adaptable design for street furniture and planting should be investigated.

Vehicles are currently able to drive into the area, including for deliveries. For safety it is recommended that with a change in use of this space, this access be examined with the possibility of limiting vehicle access to certain times.

It is also recommended that a new jetty be built to replace the existing dilapidated jetty and be used as a public drop off point.

3. Recommend providing additional lighting along the boardwalk in front of the pavilion, could be incorporated into the balustrade.
4. Pruning of vegetation along Commonwealth Parade to improve casual surveillance of the area. It is recommended that foliage be pruned back between 600mm - 2500mm from ground level.

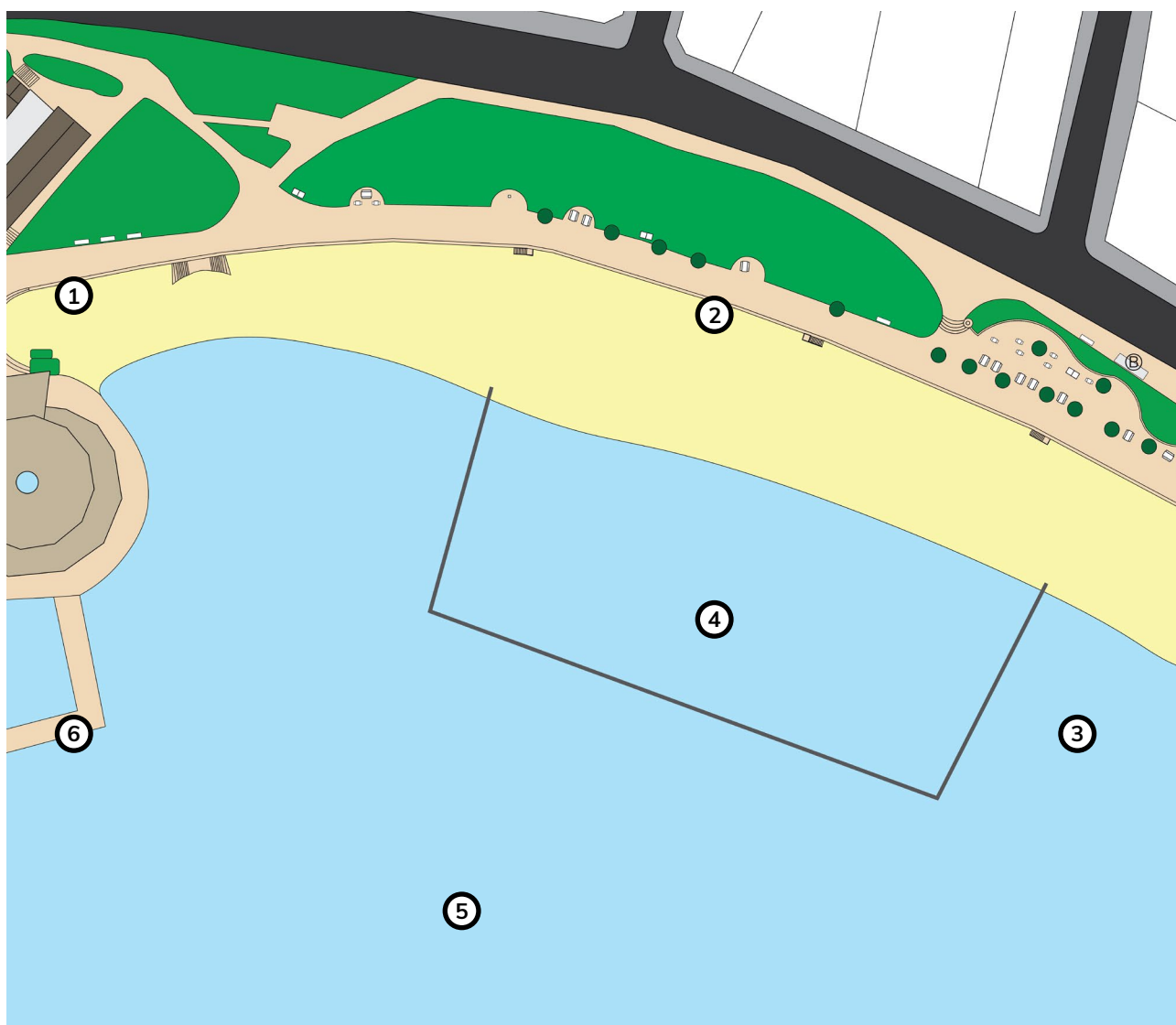
Figure 9
Promenade and Park area activation plan



1. Explore option to tier steep area to enable more use of the area and prevent erosion.
2. Explore options for creating seating/ picnicking spaces under Norfolk Pines where grass struggles to grow, for example timber deck platforms like on East Esplanade.
3. Explore option to install low sandstone wall like on East Esplanade, to prevent erosion and provide additional seating.
4. Recommended to put in place measures to prevent erosion around stairs and remove graffiti and clean heritage dial.
5. Recommend update or replacement of street furniture. Also review configuration to ensure it is still suitable.
6. Recommend shifting the Governor Phillip monument out of shared path of traffic flow to improve safety. This would lead to the opportunity for an area to be created around the moved monument to highlight the area's heritage which could include interpretive signage and lighting to highlight the monument at night.
Note: The monument is local heritage listed and as such this will need to be taken into account. An alternative to improve safety on the shared path would be to require cyclists to dismount when going along the promenade on weekends like on Marine Parade.
7. Add native planting to current bare garden beds.
8. Explore option to move bicycle parking behind bus stop where existing bare garden bed is and provide additional parking via a double decker system.
9. A discover West Esplanade's heritage wayfinding sign should be placed at the wharf end of West Esplanade. This sign could include historic imagery a brief timeline and how to access more information, such as a digital tour. Another one of these signs could be placed near the top of the stairs at Federation Point to capture people doing the Spit to Manly walk. **Note:** Before any new signage is installed a review and consolidation of signage around the Wharf will be undertaken.

Figure 10

Beach and Cove area activation plan



1. Recommend creation of an accessible ramp to the beach at the west end of the beach. This will provide easier access to the disabled toilet, near to the disabled parking and mean that disabled access is not closed in the evenings for penguins.
2. Consider providing an emergency response beacon on the beach
3. Recommended that additional measures be put in place to ensure boats do not enter the area between Manly Wharf and the tidal pool to prevent disturbance of the penguins. This could include things such as signage, a line of floating buoys. This would be done in consultation with relevant maritime authorities.
4. Keep existing tidal pool in current state and explore increasing frequency of cleaning of rubbish off net. Also look at safety, constructibility and environmental feasibility of adding some small platforms connected to the piles at the deep end of the netted area.

The addition of pontoons outside the tidal pool could also be explored however safety and environmental considerations such as protection of endangered seagrass beds, would need to be taken into account.
5. Wait for determination on Aquarium site and review impact of improvements made to the area prior to deciding if detailed feasibility work for the boardwalk reinstatement concept should commence.
6. Recommend new jetty be built to replace the existing dilapidated jetty and be used as a public drop off point.

| Theme | Recommendations |
|-------------------------------------|--|
| Landscaping, furniture and fixtures | <ul style="list-style-type: none"> • Update or replacement of street furniture. • Add native planting to current bare garden beds. • Prune of vegetation along Commonwealth Parade. |
| Safety | <ul style="list-style-type: none"> • Add additional lightning to the area at ground level near the Pavilion and Surf n Slide • Prune vegetation to enhance night time visibility and casual surveillance. • Upgrade park furniture and existing spaces with attractive, secure, well designed, and interactive design elements. • Consider providing an emergency response beacon on the beach. • Fence off area between amenities block and Gallery. |
| Amenities | <ul style="list-style-type: none"> • Investigate options to improve the user experience of the showers, change rooms and toilets in the amenities block. • Investigate adding adult hoist and change table to existing disabled toilet. |
| Water based activities | <ul style="list-style-type: none"> • Work with appropriate authorities to put in place additional measures to ensure boats do not enter the area between Manly Wharf and the tidal pool to prevent disturbance of the penguins. |
| Aquarium site | <p>Recommendations to Roads and Maritime Services</p> <ul style="list-style-type: none"> • Demolition of the existing building to podium and creation of public open space. • Build new public drop off jetty to replace existing dilapidated jetty. |
| Cafe | <p>Recommendation to Pavilion Leasee and Sub-Leasee</p> <ul style="list-style-type: none"> • Opening of a family friendly café in the current vacant space at the end of the Pavilion building next to the Manly Surf n Slide. |

| Theme | Recommendations |
|-------------------------------------|--|
| Heritage activation | <ul style="list-style-type: none"> Highlight indigenous heritage via interpretive signage, landscaping treatments and artwork. Add discover West Esplanade's heritage wayfinding signage at Wharf and Federation Point. Prune vegetation and add interpretive signage to lookout on Commonwealth Parade. Add interpretive signage and investigate adding a sympathetic heritage facade treatment to Manly Art Gallery and Museum. Create a digital heritage experience. |
| Safety | <ul style="list-style-type: none"> Add illuminated interactive public art installations that are integrated with the environment. Move Governor Philip Monument out of the flow of traffic on the shared footpath. |
| Accessibility | <ul style="list-style-type: none"> Creation of an accessible ramp at the west end of the beach. Implement conclusion of investigation into adding adult hoist and change table to existing disabled toilet. |
| Amenities | <ul style="list-style-type: none"> Implement conclusion of investigation into options to improve the user experience of the showers, change rooms and toilets in the amenities block. Implement conclusion of investigation into adding adult hoist and change table to existing disabled toilet. |
| Landscaping, furniture and fixtures | <ul style="list-style-type: none"> Creation of an integrated play area next to Gallery. Create additional seating/picnicking spaces under Norfolk Pine and implement conclusion of exploring option to tier steep area. Implement conclusion of exploring option to install low sandstone wall like on East Esplanade. |
| Bicycle infrastructure | <ul style="list-style-type: none"> Improve line of sight along shared path behind Gallery and explore changes to path to allow cyclists to not have to dismount. Shift the Governor Philip monument out of shared footpath. Provide additional bicycle parking behind bus stop near Wharf and near Gallery. |
| Water based activities | <ul style="list-style-type: none"> Keep existing tidal pool in current state and explore increased net cleaning and addition of small platforms connected to existing piles. Explore adding pontoons outside the current tidal pool. |

Stage 3 - FY 22/23

Future Works Recommendations and Implementation Plan

| Theme | Recommendations |
|---------------------------------|---|
| Boardwalk reinstatement concept | <ul style="list-style-type: none"> Wait for determination on Aquarium site and review impact of improvements made to the area in Stage 1 and 2 prior to deciding if detailed feasibility work for the boardwalk reinstatement concept should commence. |

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