

# ATTACHMENT BOOKLET

**ORDINARY COUNCIL MEETING**

**TUESDAY 24 OCTOBER 2023**

## TABLE OF CONTENTS

Item No	Subject	
<b>9.2</b>	<b>DRAFT 2022/23 FINANCIAL STATEMENTS</b>	
	Attachment 1: Draft 2022/23 Financial Statements .....	3
	Attachment 2: Statement by Councillors and Management - General Purpose Financial Statements.....	105
<b>9.4</b>	<b>TABLING OF DESIGNATED PERSONS RETURNS 2022/23</b>	
	Attachment 1: 2023/24 Designated Persons Positions List .....	106
<b>9.6</b>	<b>CONFIRMED MINUTES OF AUDIT, RISK AND IMPROVEMENT COMMITTEE MEETING HELD ON 13 JUNE 2023</b>	
	Attachment 1: ARIC Minutes - 13 June 2023 .....	115
<b>10.1</b>	<b>2023/24 COMMUNITY GRANTS PROGRAM - FUNDING RECOMMENDATIONS</b>	
	Attachment 1: Arts and Creativity Grants 2023/24 - Funding Recommendations .....	125
	Attachment 2: Community Development Grants 2023/24 - Funding Recommendations .....	135
<b>10.2</b>	<b>OUTCOME OF PUBLIC EXHIBITION - LIBRARY STRATEGIC PLAN 2023-2028</b>	
	Attachment 1: Library Strategic Plan 2023-2028 .....	144
	Attachment 2: Plan on a Page - Draft Library Strategy .....	184
	Attachment 3: Community Engagement Report - Draft Library Strategic Plan.....	185
<b>11.1</b>	<b>PUBLIC EXHIBITION - DRAFT WASTE AND CIRCULAR ECONOMY STRATEGY</b>	
	Attachment 1: Draft Waste and Circular Economy Strategy 2040 .....	221
	Attachment 2: Community Engagement Report - Waste and Circular Economy Strategy .....	319
<b>12.2</b>	<b>OUTCOME OF PUBLIC EXHIBITION - PLANNING PROPOSAL AT 6 MITCHELL ROAD, PALM BEACH (PEX2022/0003)</b>	
	Attachment 1: Submissions and Responses Table to exhibition of Planning Proposal PEX2022/0003 at 6 Mitchell Road Palm Beach.....	418
	Attachment 2: Planning Proposal - 6 Mitchell Road Palm Beach .....	421
	Attachment 3: Probity Advisor Report - Audit on assessment of Planning Proposal at 6 Mitchell Road Palm Beach .....	478
<b>12.5</b>	<b>PLANNING PROPOSAL FOR THE WARRINGAH RECREATION CENTRE, NORTH MANLY</b>	
	Attachment 1: GHD Consulting Assessment Report .....	491
	Attachment 2: Planning Proposal.....	568
	Attachment 3: Procure Group Probity Audit .....	601
<b>13.1</b>	<b>OUTCOME OF PUBLIC EXHIBITION - PROPOSED COMMUNITY GARDEN AT ANNAM ROAD RESERVE, BAYVIEW</b>	
	Attachment 1: Community Engagement Report - Proposed Community Garden at Annam Road Reserve, Bayview.....	606
	Attachment 2: Final Site Plan of Proposed Annam Road Reserve Community Garden, Bayview.....	625



Attachment 3:	Review Environmental Factors - Proposed Community Garden at Annam Road Reserve, Bayview.....	626
---------------	---	-----



**Draft Financial Statements**  
1 July 2022 to 30 June 2023

## Northern Beaches Council

# Financial Commentary 2022/23

## Introduction

Council met all financial and asset performance benchmarks set by the Office of Local Government for the 2022/23 financial year and achieved an operating surplus of \$51.7m. The operating result was a surplus of \$17.8m after excluding grants and contributions received for capital purposes.

The surplus from operations contributed towards the funding required to deliver the capital works program and repay loans. The operating surplus also includes funds restricted for future purposes.

Both income and operating expenses were higher than the previous year (income \$17m (4.3%); operating expenses \$27m (7.9%)). Principal items impacting the operating result including capital grants and contributions were:

- **COVID-19 recovery:** \$8.3m net favourable improvement in result (income \$9.4m ▲ less expenses \$1.1m ▲) as a result of COVID-19 impacted services returning to pre-pandemic levels, especially aquatic centres (\$1.8m ▲), Sydney Lakeside Holiday Park (\$1.8m ▲) and paid parking (\$2.7m ▲). Community support through subsidies were also reduced (\$2.0m ▼).
- **Interest and investment income:** \$5.8m higher than the previous financial year as a result of rapidly increasing interest rates (half of the returns on investments relate to restricted funds).
- **Financial Assistance Grant:** \$1.0m higher mainly due to changes in the portion of the grant that was paid in advance. Specifically, 25% of the 2023 grant was paid in the 2023 year (\$2.3m) along with 100% of the 2024 allocation (\$9.4m).
- **Emergency Services Levy:** \$3.0m increase in the net cost. The levy expense increased by \$1.4m and no grant was received from the NSW Government to assist in offsetting the cost (whereas a \$1.6m grant was paid in 2022).
- **Capital grants and contributions:** \$10m decrease in 2023. The 2022 year included several large grant funded projects including Local Roads & Community Infrastructure program (\$7.4m – decrease of \$5.9m) and Safer Schools Infrastructure (\$4.7m – decrease of \$4.3m).
- **One-off favourable items in 2022:** Employee costs were lower in 2022 due to the remeasurement of employee leave entitlements to reflect significant changes in economic measures impacting these future payments. 2022 income included a confidential insurance settlement.

## Financial snapshot

\$391.5m Income <sup>1</sup>	\$373.8m Operating expenses	\$17.8m Operating surplus <sup>1, 2</sup>
\$33.9m Capital grants & contributions	\$82.9m Capital expenditure	\$4.8m Loan repayments
\$38.9m Unrestricted cash	\$5,413.8m Infrastructure, plant, property and equipment	\$12.5m Closing loan balance

<sup>1</sup> Excludes grants and contributions received for capital purposes

<sup>2</sup> Numbers presented may not sum precisely to the total due to rounding

Northern Beaches Council | Financial Commentary | For the year ended 30 June 2023

## Northern Beaches Council

### Summary results

Income Statement	2023	2022	2021	2020
Income	\$425.4m	\$408.1m	\$365.8m	\$366.0m
Operating expenses	\$373.8m	\$346.4m	\$365.7m	\$347.3m
<b>Net operating result for the year</b>	<b>\$51.7m</b>	<b>\$61.6m</b>	<b>\$0.1m</b>	<b>\$18.6m</b>
Result excl capital grants & contributions	\$17.8m	\$17.7m	(\$26.5m)	(\$16.5m)
Capital expenditure	2023	2022	2021	2020
New capital works	\$41.7m	\$44.2m	\$33.8m	\$36.8m
Capital renewal works	\$40.3m	\$32.7m	\$39.3m	\$46.8m
Non-cash asset dedications	\$0.8m	-	\$0.8m	\$13.6m
<b>Total capital expenditure</b>	<b>\$82.9m</b>	<b>\$76.9m</b>	<b>\$73.9m</b>	<b>\$97.2m</b>
Loan repayments	2023	2022	2021	2020
<b>Total loan repayments</b>	<b>\$4.8m</b>	<b>\$5.0m</b>	<b>\$5.1m</b>	<b>\$5.2m</b>
Cash and investments	2023	2022	2021	2020
Externally restricted	\$53.1m	\$41.5m	\$30.8m	\$39.0m
Internally allocated	\$90.8m	\$80.2m	\$83.4m	\$71.5m
Unrestricted	\$38.9m	\$36.4m	\$33.0m	\$43.8m
<b>Total cash and investments</b>	<b>\$182.9m</b>	<b>\$158.1m</b>	<b>\$147.2m</b>	<b>\$154.3m</b>
Cashflows	2023	2022	2021	2020
Net cash from operating activities	\$110.7m	\$90.2m	\$74.6m	\$41.4m
Net cash from investing activities*	(\$79.8m)	(\$73.0m)	(\$75.2m)	(\$76.6m)
Net cash from financing activities	(\$6.1m)	(\$6.3m)	(\$6.5m)	(\$6.4m)
<b>Net incr / (decr) in cash &amp; investments</b>	<b>\$24.8m</b>	<b>\$10.8m</b>	<b>(\$7.1m)</b>	<b>(\$41.5m)</b>
* Excludes purchase and sale of investments				
Financial Position	2023	2022	2021	2020
Total assets	\$5,636.4m	\$5,421.0m	\$5,245.2m	\$5,262.7m
Total liabilities	\$187.3m	\$184.5m	\$198.6m	\$177.1m
<b>Net assets</b>	<b>\$5,449.2m</b>	<b>\$5,236.5m</b>	<b>\$5,046.6m</b>	<b>\$5,085.5m</b>

Northern Beaches Council | Financial Commentary | For the year ended 30 June 2023

## Northern Beaches Council

### Summary results (continued)

Financial performance indicators	2023	2022	2021	2020
Operating performance	4.46%	4.53%	(7.32)%	(4.93)%
Own source operating revenue	84.61%	82.52%	87.42%	84.85%
Unrestricted current ratio	1.92x	1.90x	1.69x	2.09x
Debt service cover ratio	7.65x	7.25x	2.81x	3.72x
Rates and annual charges outstanding percentage	3.57%	3.63%	3.92%	4.12%
Cash expense cover ratio	6.13 months	5.59 months	5.13 months	5.39 months

Asset performance indicators	2023	2022	2021	2020
Building and infrastructure renewals	130.77%	112.67%	117.19%	121.34%
Infrastructure backlog ratio	1.49%	1.53%	1.50%	1.37%
Asset maintenance ratio	109.69%	100.55%	106.52%	107.92%
Cost to bring assets to agreed service level	1.22%	1.26%	1.24%	1.15%

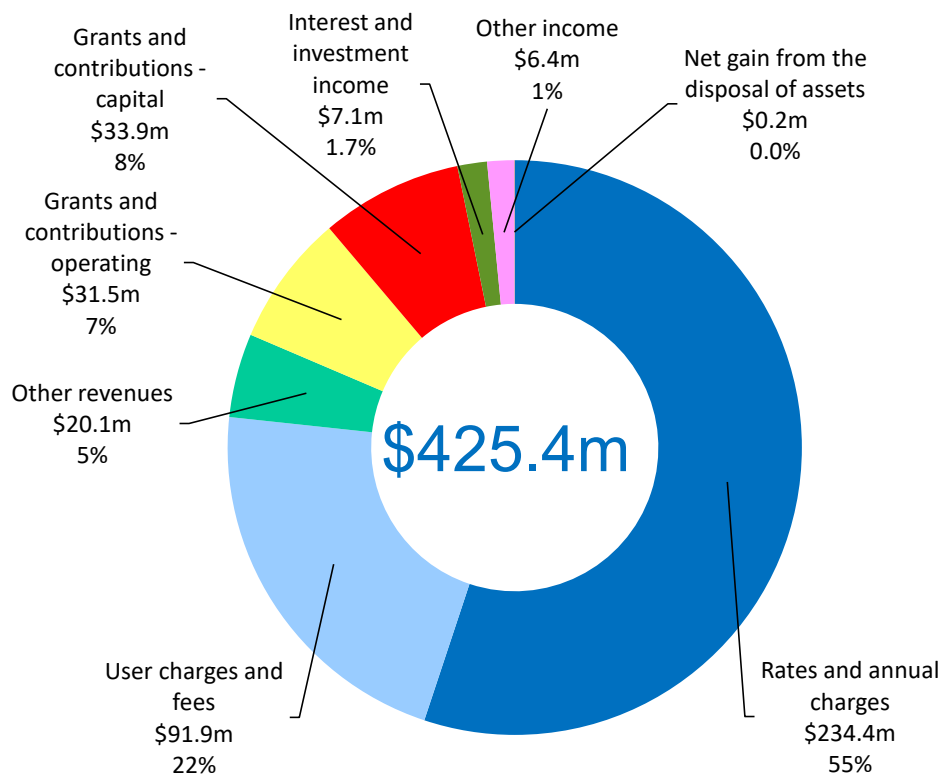
Green font indicates performance indicator has achieved the Office of Local Government (OLG) benchmark  
The OLG set benchmarks for all indicators, apart from the 'Cost to bring assets to agreed service level'.



Northern Beaches Council | Financial Commentary | For the year ended 30 June 2023

## Northern Beaches Council

### Income from continuing operations



Income Items		1 July 2022 - 30 June 2023 (\$'000)
	Rates and annual charges	234,424
	User charges and fees	91,876
	Other revenues	20,086
	Grants and contributions - operating	31,496
	Grants and contributions - capital	33,917
	Interest and investment income	7,085
	Other income	6,392
	Net gain from the disposal of assets	167
<b>Total Income from Continuing Operations</b>		<b>425,443</b>

## Northern Beaches Council

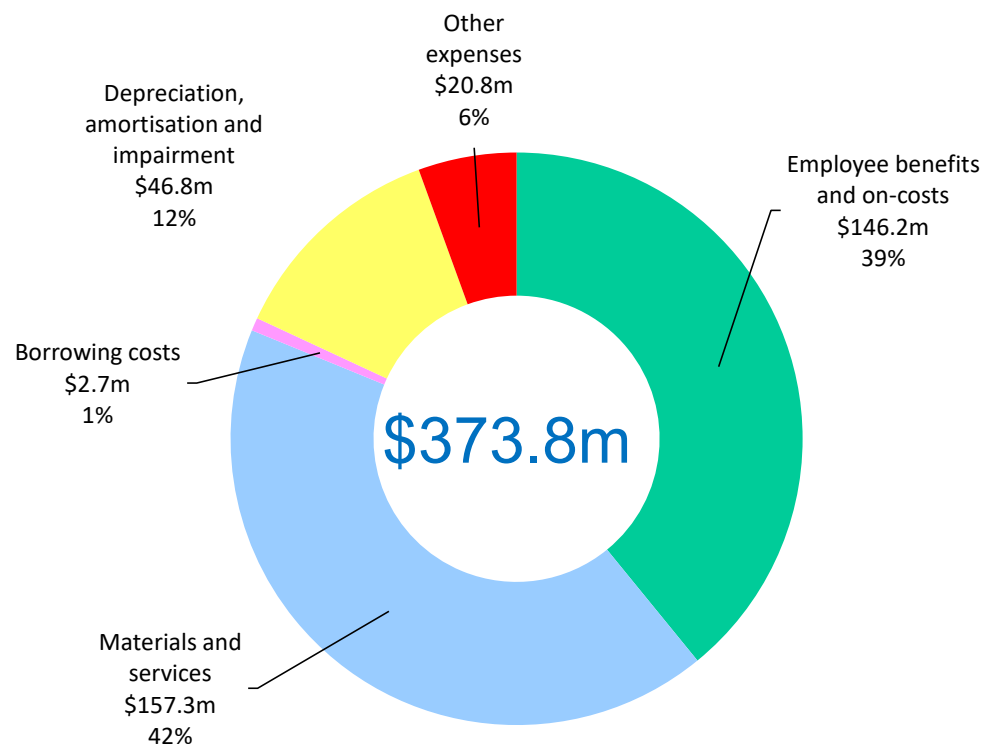
### Income from continuing operations analysis

2023 \$'000	2022 \$'000	Incr/(Decr) \$'000	%	Details
234,424	225,941	8,483	3.8%	<b>Rates and annual charges</b>
Rates were \$179.7m, a 2.45% (\$4.3m) increase on 2022 primarily due to the IPART approved increase of 2.4%. Annual charges are predominantly represented by domestic waste charges of \$53.2m which increased by 8.7% (\$4.2m) due to an increase in the number of services requested and a 7.7% increase in the charge due to higher vegetation and bulky goods disposal volumes along with inflation on contracts. The income was offset by the net cost of pensioner rebates on waste charges (\$0.9m). The stormwater charge raised \$2.2m and s611 charges remained at \$0.2m.				
91,876	79,722	12,154	15.2%	<b>User charges and fees</b>
User charges and fees include Kimbriki Waste & Recycling Centre fees \$24.6m, child care \$13.6m, parking fees \$13.5m, aquatic centres \$9.2m, planning fees \$9.1m, and \$7.4m from Lakeside Holiday Park. Following a return to more normal operations post the COVID-19 pandemic, income was higher than the prior year for the aquatic centres \$3.6m, parking \$3.1m, Lakeside Holiday Park \$2.4m, child care \$1.7m and planning \$1.0m. Kimbriki's fees were lower (\$0.8m) as were restoration services (\$0.7m).				
20,086	22,343	(2,257)	(10.1%)	<b>Other revenues</b>
Other revenues includes parking fines \$5.6m (\$0.1m lower than in 2022), sale of recycled material at Kimbriki \$4.3m (\$0.3m higher due to high recovery rates) and income from licences, consents and deeds \$3.3m. In 2022, other revenues included a confidential insurance settlement.				
31,496	27,165	4,331	15.9%	<b>Grants and contributions - operating</b>
Significant items in 2023 included: <ul style="list-style-type: none"> <li>- \$11.7m Financial Assistance Grant (\$2.9m net early pymt)</li> <li>- \$5.9m Regional and Local Road Repair Program</li> <li>- \$2.8m Children's services funding</li> <li>- \$2.0m Community services funding (incl Stronger Communities Fund)</li> <li>- \$1.8m Natural disaster assistance (Feb 20 &amp; Feb-Apr 22)</li> </ul>				
33,917	43,952	(10,035)	(22.8%)	<b>Grants and contributions - capital</b>
Significant items in 2023 include: <ul style="list-style-type: none"> <li>- \$13.8m Developer cash contributions (\$14.9m in 2022).</li> <li>- \$9.8m Transport and traffic works including funds for road resheeting, Safer Schools infrastructure, the Narrabeen Lagoon Pedestrian and Cycle Bridge and footpath works.</li> <li>- \$6.2m Property and facilities works including funds for Duffys Forest Rural Fire Station, Currawong cottages and Marine Rescue Broken Bay building.</li> <li>- \$3.8m Parks and Recreation works including funds for foreshores renewal works, Clontarf Reserve tidal pool and Frenchs Forest precinct park upgrades.</li> <li>- 2022 included a number of both merger and COVID-stimulus grants.</li> </ul>				
7,085	1,238	5,847	472.3%	<b>Interest and investment income</b>
Interest and investment income was \$5.8m higher than the previous financial year as a result of rapidly increasing interest rates. Council's investment portfolio achieved a return of 3.535% during 2023 (0.645% above the benchmark AusBond Bank Bill Index return of 2.89%). Interest on cash and investments was \$6.7m and half of this (\$3.3m) related to restricted funds comprising Kimbriki \$0.9m, customer bonds and deposits \$0.5m and other restricted reserves \$1.9m. Interest income from outstanding rates and annual charges was marginally lower than 2022.				
6,392	6,736	(344)	(5.1%)	<b>Other income</b>
Income from investment and leased properties was \$6.0m (\$6.2m in 2022). Investment properties were revalued in 2023, resulting in a fair value adjustment of \$0.2m.				
167	960	(793)	(82.6%)	<b>Net gain from the disposal of assets</b>
The 2023 net gain of \$0.2m comprises gains from the disposal of plant and equipment \$2.1m and property \$0.1m offset by losses on the replacement of assets (\$2.0m).				
425,443	408,057	17,386	4.3%	<b>TOTAL INCOME</b>

Northern Beaches Council | Financial Commentary | For the year ended 30 June 2023

## Northern Beaches Council

### Expenses from continuing operations



Expense Items	1 July 2022 - 30 June 2023 (\$'000)
Employee benefits and on-costs	146,153
Materials and services	157,273
Borrowing costs	2,738
Depreciation, amortisation and impairment	46,821
Other expenses	20,765
Net loss from the disposal of assets	-
<b>Total Expenses from Continuing Operations</b>	<b>373,750</b>



Northern Beaches Council | Financial Commentary | For the year ended 30 June 2023

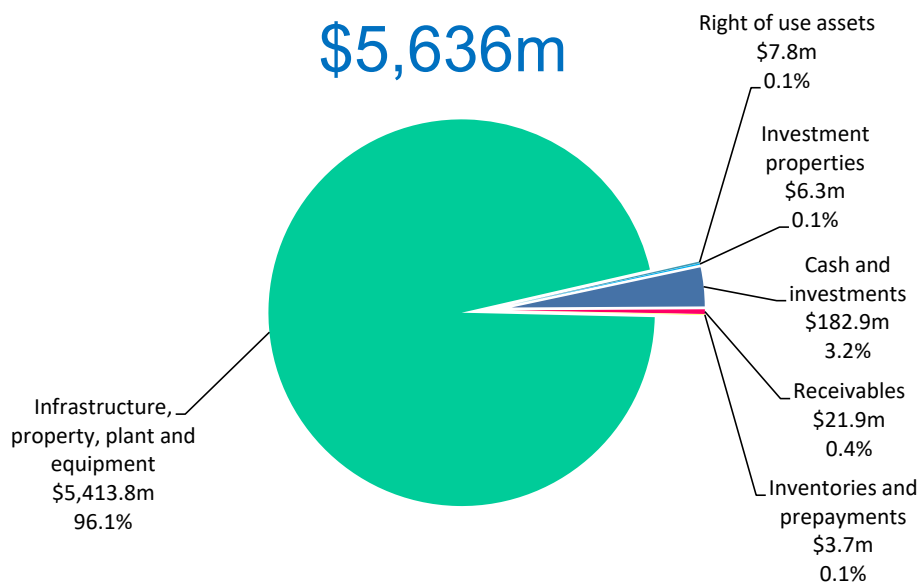
## Northern Beaches Council

### Expenses from continuing operations analysis

2023	2022	Incr/(Decr)		Details
\$'000	\$'000	\$'000	%	
146,153	134,560	11,593	8.6%	<b>Employee benefits and on-costs</b>
Employee Benefits and On-Costs were \$146.2m (excluding capitalised costs of \$7.6m), representing 39% of operating expenses. The \$11.6m increase on the prior year (8.6%) was primarily due to the impact of remeasuring the provisions for employee leave entitlements and workers compensation in 2022 within the context of rapidly increasing Commonwealth bond rates (which resulted in a \$3.5 million reduction in employee costs in 2022). This breakdown is provided below:				
17,157	9,027	8,130	90.1%	Employee leave entitlements & workers compensation
128,996	125,533	3,463	2.8%	Other employee benefits and on-costs
All other employee costs increased by \$3.5m (2.8%). The Local Government Award increase was 2.0% and the Superannuation Guarantee increased from 10.0% to 10.5% in 2023.				
157,273	142,766	14,507	10.2%	<b>Materials and services</b>
Materials and services included \$18.2m in waste collection costs, \$15.6m in expenses at the Kimbriki Waste & Recycling Centre and \$15.4m in waste disposal and processing costs.				
Variances compared to the prior year included:				
- Roadwork - \$7.8m ▲ - works funded under the Regional and Local Road Repair program and storm events				
- Waste disposal and collection - \$4.1m ▲ - primarily due to increased waste disposal and processing costs				
- Aquatic Centres - \$1.3m ▲ and Lakeside \$0.8m ▲ - increased gas prices at MABC (\$0.6m) and costs related to increased income generating activities.				
- Agency personnel - \$1.2m ▲ - primarily due to project work including the Enterprise Resource Planning system replacement, IT projects, Wakehurst Parkway flood investigations and backfilling vacant roles.				
- Software - \$1.2m ▲ - including improvements to security systems				
- Election - (\$1.4m) ▼ - as the prior year included costs for the Council election				
- Tree works - (\$1.8m) ▼ due to fewer severe storm events in 2023				
2,738	2,624	114	4.3%	<b>Borrowing costs</b>
Borrowing costs comprise interest on loans of \$0.8m, \$0.3m interest on leases and the unwinding of the discount for the asset remediation liability for the Kimbriki waste landfill \$1.7m.				
46,821	45,508	1,313	2.9%	<b>Depreciation, amortisation and impairment</b>
Depreciation was 2.9% higher at (\$1.3m), reflecting higher asset replacement costs.				
20,765	20,969	(204)	(1.0%)	<b>Other expenses</b>
Major items within other expenses include the \$8.9m Waste Levy (\$0.4m ▲), \$7.8m Emergency Services Levy (\$1.4m ▲) and \$2.8m in donations, contributions and assistance to other organisations (\$2.0m ▼), representing continued community support but at a tapering level reflecting emergence from the pandemic.				
-	-	-	n/a	<b>Net loss from the disposal of assets</b>
373,750	346,427	27,323	7.9%	<b>TOTAL EXPENSES</b>

## Northern Beaches Council

### Assets



		30 June 2023 (\$'000)
Asset Items		
<b>Current Assets</b>		
Cash and cash equivalents		6,605
Investments		175,623
Receivables		20,844
Inventories		372
Prepayments		3,364
<b>Total Current Assets</b>		<b>206,808</b>
<b>Non Current Assets</b>		
Investments		678
Receivables		1,012
Infrastructure, property, plant and equipment		5,413,807
Investment properties		6,320
Right of use assets		7,811
<b>Total Non Current Assets</b>		<b>5,429,628</b>
<b>TOTAL ASSETS</b>		<b>5,636,436</b>

Northern Beaches Council | Financial Commentary | For the year ended 30 June 2023

## Northern Beaches Council

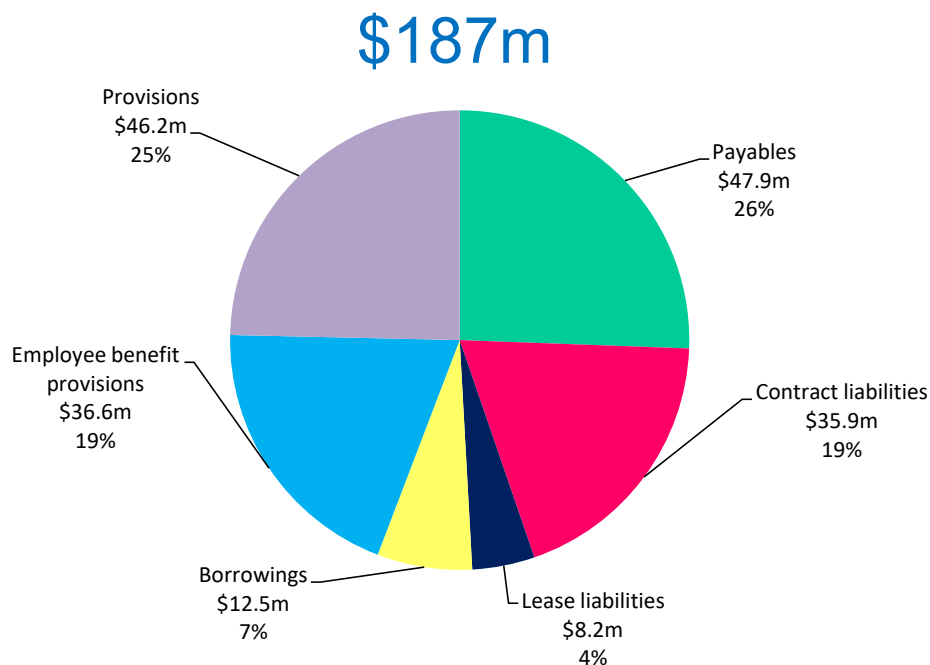
### Assets analysis

30-Jun-23 \$'000	30-Jun-22 \$'000	Incr/(Decr) \$'000	%	Details	
182,906	158,082	24,824	15.7%	Cash, Cash Equivalents and Investments	
Cash, Cash Equivalents and Investments increased \$24.8m. This included a net increase in funds held for future purposes including development contributions (\$7.0m), domestic waste (\$4.7m), plant and fleet replacement (\$3.2m), customer bonds (\$2.2m) and tied grants (\$4.6m). The 2024 Financial Assistance Grant of \$9.4m was also received in the last week of June 2023. Kimbriki's cash reduced \$5.4m following investment in the clean water diversion system.					
21,856	25,798	(3,942)	(15.3%)	Receivables	
Receivables were (\$3.9m) lower than the previous year primarily due to the timing of payments of government grants for funded project milestones.					
372	397	(25)	(6.2%)	Inventories	
Inventories comprise stores, materials and trading stock and were consistent with the prior year.					
3,364	2,975	389	13.1%	Prepayments	
Prepaid expenses were higher than the previous financial year primarily due to the timing of software licence renewals.					
5,413,807	5,218,499	195,307	3.7%	Infrastructure, property, plant and equipment	
During the financial year a revaluation of land and infrastructure assets was undertaken, resulting in a \$161m increase in the carrying value of these assets. The increase in the value of assets reflects the impact of inflation on construction costs for infrastructure assets, the current property market for operational land and changes in community, crown and land under roads valuations informed by the Valuer-General. This movement in the value is held in equity within the IPP&E revaluation surplus.					
Summary - Asset Revaluation 2023					
		Prior to Revaluation \$'000	After Revaluation \$'000	Movement \$'000 %	
Infrastructure	Gross Carrying Amount	3,675,190	3,450,242	224,948	
	Accumulated Depreciation	(663,614)	(631,958)	(31,656)	
	Total carrying value	3,011,576	2,818,284	193,292	6.4%
Land	Gross Carrying Amount	2,519,182	2,486,873	(32,309)	
	Total carrying value	2,519,182	2,486,873	(32,309)	(1.3%)
	Total revalued assets	5,530,758	5,305,157	160,983	2.9%
6,320	6,155	165	2.7%	Investment properties	
Council holds three investment properties located at Sydney Road Balgowlah, Condamine Street Balgowlah and Pittwater Road Brookvale. Professional property valuations are undertaken annually. There was a \$0.2m change in the value this year for these commercial properties.					
7,811	9,110	(1,299)	(14.3%)	Right of use assets	
Right of use plant and equipment assets were (\$1.2m) lower and office and IT equipment assets were (\$0.1m) lower due to scheduled lease payments under these contracts.					
5,636,436	5,421,016	215,420	4.0%	TOTAL ASSETS	

Northern Beaches Council | Financial Commentary | For the year ended 30 June 2023

## Northern Beaches Council

### Liabilities



	30 June 2023 Actual
<b>Liability Items</b>	
<b>Current Liabilities</b>	
Payables	47,806
Contract liabilities	27,619
Lease liabilities	1,241
Borrowings	3,340
Employee benefit provisions	34,754
Provisions	1,060
<b>Total Current Liabilities</b>	<b>115,820</b>
<b>Non-Current Liabilities</b>	
Payables	100
Contract liabilities	8,239
Lease liabilities	6,996
Borrowings	9,185
Employee benefit provisions	1,843
Provisions	45,094
<b>Total Non-Current Liabilities</b>	<b>71,457</b>
<b>TOTAL Liabilities</b>	<b>187,277</b>

Northern Beaches Council | Financial Commentary | For the year ended 30 June 2023

## Northern Beaches Council

### Liabilities analysis

30-Jun-23 \$'000	30-Jun-22 \$'000	Incr/(Decr) \$'000	%	Details
47,906	45,543	2,364	5.2%	<b>Payables</b>
Payables include security deposits and retentions of \$22.1m, accrued expenses including borrowings, salaries and wages and other expenditure accruals of \$16.8m and invoices payable of \$6.3m. The increase in payables compared to the prior financial year was primarily due to a \$2.2m increase in security bonds.				
35,858	31,672	4,186	13.2%	<b>Contract liabilities</b>
Contract liabilities mostly relate to unspent grant funds. The \$4.2m increase relates to the receipt of several large new grants including the Regional and Local Road Repair funds of \$3.3m and Warringah Recreation Centre Upgrade funds of \$1.5m. The increase in the contract liabilities was offset by the expenditure of several significant grants relating to the construction of Council controlled assets including Currawong cottages restoration funds of (\$1.4m) and B-Line tree program works funding of (\$0.6m)				
8,237	9,475	(1,238)	(13.1%)	<b>Lease liabilities</b>
Lease liabilities primarily relate to the vehicle component of Council's waste collection contract (\$7.7m). The \$1.2m reduction in lease liabilities was due to contract principal payments per the existing lease schedule. No new lease liabilities were incurred during the year.				
12,525	17,308	(4,783)	(27.6%)	<b>Borrowings</b>
Borrowings continue to decrease due to the ongoing repayment of existing loans.				
36,597	36,314	283	0.8%	<b>Employee benefit provisions</b>
Management actively encourages staff to take annual leave at regular intervals and reviews balances in excess of 8 weeks. There was a minor increase in employee leave entitlements of (\$0.3m), with a reduction in annual leave balances offsetting the impact of other movements.				
In 2022, employee leave entitlements were affected by significant changes in economic measures impacting the determination of the future liabilities resulting in a lower level of expense for this item (see expenses).				
46,154	44,163	1,991	4.5%	<b>Provisions</b>
Provisions comprise workers compensation self insurance (\$4.7m) and landfill remediation (\$41.5m). The remediation provision increased (\$0.8m), while the self insurance provision also increased (\$1.2m) to reflect the future claims assessment.				
187,277	184,475	2,802	1.5%	<b>TOTAL LIABILITIES</b>

## Northern Beaches Council

### Key performance indicators

2023				
Financial performance indicators				
Operating performance	4.46%	✓		
Own source operating revenue ratio	84.61%	✓		
Unrestricted current ratio	1.92x	✓		
Debt service cover ratio	7.65x	✓		
Rates and annual charges outstanding percentage	3.57%	✓		
Cash expense cover ratio	6.13 mths	✓		
Infrastructure asset performance indicators				
Buildings and infrastructure renewals ratio	130.77%	✓		
Infrastructure backlog ratio	1.49%	✓		
Asset maintenance ratio	109.69%	✓		
Cost to bring assets to agreed service level	1.22%	n/a		

✓ indicates performance indicator has achieved the Office of Local Government benchmark

2023	2022	2021	Benchmark	Details
✓ 4.46%	✓ 4.53%	✗ (7.32%)	>0%	<b>Operating performance</b>
Purpose:	Measures Council's ability to contain operating expenditure within operating revenue. It is important to distinguish that this ratio is focusing on operating performance and hence capital grants and contributions, asset sales, fair value adjustments and reversal of revaluation decrements are excluded. The benchmark is greater than 0%.			
Commentary:	The 2023 result of 4.46% was consistent with the prior year. However 2022 was impacted by COVID-19 related costs along with a number of favourable one-off items. If those one-off items are removed from the 2022 ratio the result would have been 1.26%.			
	Results in 2023 were stronger as Council continues to recover from the pandemic, especially at the Aquatic Centres (\$1.8m net ▲) and Lakeside Holiday Park (\$1.8m net ▲) along with winding back COVID subsidy costs (\$2.0m ▼). Investment returns were also strong following rising interest rates. While only 25% of the 2023 FAG was paid in the 2023 year (as 75% was paid in the prior year), 100% of the 2024 FAG was paid in advance in 2023. The net impact of grants timing boosted the 2023 result by a net \$1.3m - the 2023 result would have been 4.14% without this.			
2023	2022	2021	Benchmark	Details
✓ 84.61%	✓ 82.52%	✓ 87.42%	>60%	<b>Own source operating revenue ratio</b>
Purpose:	This ratio measures fiscal flexibility. It is the degree of reliance on external funding sources such as operating grants and contributions. Council's financial flexibility improves the higher the level of its own source revenue. The benchmark is greater than 60%.			
Commentary:	Council's Own Source Operating Revenue indicator is well above the benchmark of 60% highlighting Council's financial flexibility.			

Northern Beaches Council | Financial Commentary | For the year ended 30 June 2023

## Northern Beaches Council

### Key performance indicators (continued)

2023	2022	2021	Benchmark	Details
✓ 1.92x	✓ 1.90x	✓ 1.69x	>1.5x	<b>Unrestricted current ratio</b>
<p>Purpose: The Unrestricted Current Ratio is specific to local government and is designed to represent a Council's ability to meet short term obligations as they fall due. Restrictions placed on various funding sources (e.g. Section 7.11 developer contributions) complicate the traditional current ratio used to assess liquidity of businesses as cash allocated to specific projects is restricted and cannot be used to meet a Council's other operating and borrowing costs. The benchmark is greater than 1.5x - meaning for every \$1.00 current liability there is \$1.50 in current assets (after adjustments for restrictions).</p>				
<p>Commentary: The 2023 ratio was consistent with the prior year and remains above the benchmark, indicating that Council is able to meet its short term financial obligations as they fall due after excluding all external restrictions. Cash and investment balances have increased due to payment of a number of grants (some of which are also included as contract liabilities), setting funds aside for the future remediation of Kimbriki and bonds and deposits from customers.</p>				
✓ 7.65x	✓ 7.25x	✓ 2.81x	>2x	<b>Debt service cover ratio</b>
<p>Purpose: This ratio measures the availability of operating cash to service debt including interest, principal and lease payments. The benchmark is greater than 2x.</p>				
<p>Commentary: Council's Debt Service Cover Ratio of 7.65x is above the benchmark of 2x. This ratio has increased this year due to a positive operating result and reduced borrowing costs.</p>				
✓ 3.57%	✓ 3.63%	✓ 3.92%	<5%	<b>Rates and annual charges outstanding %</b>
<p>Purpose: The purpose of this ratio is to assess the impact of uncollected rates and annual charges on liquidity and the adequacy of recovery efforts.</p>				
<p>Commentary: Council maintains low levels of outstanding rates and annual charges, particularly given that it may allow aged pensioners, where, in its opinion, payment would cause hardship, to accrue rates and charges against their estate.</p>				
✓ 6.13 months	✓ 5.59 months	✓ 5.13 months	>3 months	<b>Cash expense cover ratio</b>
<p>Purpose: This liquidity ratio indicates the number of months a council can continue paying for its immediate expenses without additional cash inflow.</p>				
<p>Commentary: Council's ratio of 6.1 months is consistent with prior years and exceeds the benchmark of greater than 3 months.</p>				
✓ 130.77%	✓ 112.67%	✓ 117.19%	>100%	<b>Buildings and infrastructure renewals ratio</b>
<p>Purpose: This ratio assesses the rate at which these assets are being renewed against the rate at which they are depreciating.</p>				
<p>Commentary: Council's ratio is favourably above the benchmark of 100% and represents the timing of the completion of projects and the Council's continued investment in the renewal of infrastructure assets. The 2023 ratio was boosted by the completion of Long Reef SLSC.</p>				

Northern Beaches Council | Financial Commentary | For the year ended 30 June 2023

## Northern Beaches Council

### Key performance indicators (continued)

2023	2022	2021	Benchmark	Details
✓ 1.49%	✓ 1.53%	✓ 1.50%	<2%	<b>Infrastructure backlog ratio</b>
Purpose:	This ratio shows what proportion the backlog is against the total value of Council's infrastructure.			
Commentary:	Council's Infrastructure Backlog Indicator remains below the benchmark of 2% indicating that Council does not have a comparatively significant infrastructure backlog. The marginal decrease in this ratio is largely due to the impact of the infrastructure revaluation.			
✓ 109.69%	✓ 100.55%	✓ 106.52%	>100%	<b>Asset maintenance ratio</b>
Purpose:	This ratio compares actual versus required annual asset maintenance. A ratio of above 100% indicates that the Council is investing enough funds within the year to stop the infrastructure backlog from growing. The benchmark is greater than 100%.			
Commentary:	Council's Asset Maintenance Ratio indicates the level of expenditure on the maintenance of infrastructure assets was sufficient to prevent the infrastructure backlog from growing. The favourable increase in this ratio is largely due to grant funded repairs to assets damaged through storms and persistent wet weather events in 2022 (including \$3.5m for sealed roads).			
1.22%	1.26%	1.24%	n/a	<b>Cost to bring assets to agreed service level</b>
Purpose:	This ratio provides a snapshot of the proportion of outstanding renewal works compared to the total gross replacement cost of assets under Council's care and stewardship. Outstanding renewal works relate to the value of work required for assets that have reached the intervention level set by Council based on the condition of the asset. The use of the gross replacement cost as the denominator in this ratio provides a more stable measure over time and is considered to be more reflective of Council's infrastructure 'backlog'.			
Commentary:	The estimated cost to bring assets to agreed service levels is \$42.5m and represents 1.22% of the total replacement value of Council's assets. The ratio has favourably reduced since the last financial year, however this is primarily due to the impact of inflation on asset values.			



# Northern Beaches Council

GENERAL PURPOSE FINANCIAL STATEMENTS  
for the year ended 30 June 2023

---

*Northern Beaches - a safe, diverse, inclusive and connected  
community that lives in balance with our extraordinary  
coastal and bushland environment*

## Northern Beaches Council

### General Purpose Financial Statements

for the year ended 30 June 2023

Contents	Page
<b>1. Statement by Councillors and Management</b>	<b>17</b>
<b>2. Primary Financial Statements:</b>	
Income Statement	18
Statement of Comprehensive Income	19
Statement of Financial Position	20
Statement of Changes in Equity	21
Statement of Cash Flows	22
<b>3. Notes to the Financial Statements</b>	<b>23</b>
<b>4. Independent Auditor's Reports:</b>	
On the Financial Statements (Sect 417 [2])	95

### Overview

Northern Beaches Council is constituted under the Local Government Act 1993 (NSW).

Through the use of the internet, we have ensured that our reporting is timely, complete and available at minimum cost. All media releases, financial statements and other information are publicly available on our website: [www.northernbeaches.nsw.gov.au](http://www.northernbeaches.nsw.gov.au).

#### PRINCIPAL PLACE OF BUSINESS

725 Pittwater Road  
Dee Why NSW 2099

#### OPENING HOURS

Monday to Friday  
8.30am - 5.00pm

#### CONTACT DETAILS

##### Mailing Address:

PO Box 82  
Manly NSW 1655

Telephone: 1300 434 434

Internet: [www.northernbeaches.nsw.gov.au](http://www.northernbeaches.nsw.gov.au)

Email: [council@northernbeaches.nsw.gov.au](mailto:council@northernbeaches.nsw.gov.au)

#### OTHER INFORMATION

ABN: 57 284 295 198

#### AUDITORS

Audit Office of New South Wales

## Northern Beaches Council

### General Purpose Financial Statements

for the year ended 30 June 2023

---

Statement by Councillors and Management made pursuant to Section 413 (2c) of the *Local Government Act 1993* (NSW)

The attached general purpose financial statements have been prepared in accordance with:

- the *Local Government Act 1993* and the regulations made thereunder,
- the Australian Accounting Standards and other pronouncements of the Australian Accounting Standards Board
- the Local Government Code of Accounting Practice and Financial Reporting.

To the best of our knowledge and belief, these statements:

- present fairly the Council's operating result and financial position for the year
- accord with Council's accounting and other records.

We are not aware of any matter that would render these statements false or misleading in any way.

Signed in accordance with a resolution of Council made on 24 October 2023.

---

Sue Heins  
Mayor  
24 October 2023

---

[Councillor]  
Councillor  
24 October 2023

---

Scott Phillips  
Chief Executive Officer  
24 October 2023

---

David Walsh  
Responsible Accounting Officer  
24 October 2023

Northern Beaches Council | Income Statement | for the year ended 30 June 2023

## Northern Beaches Council

### Income Statement

for the year ended 30 June 2023

<i>Original unaudited budget 2023</i>	<i>\$ '000</i>		<i>Actual 2023</i>	<i>Actual 2022</i>
		Notes		
	<b>Income from continuing operations</b>			
234,543	Rates and annual charges	B2-1	<b>234,424</b>	225,941
89,113	User charges and fees	B2-2	<b>91,876</b>	79,722
18,960	Other revenues	B2-3	<b>20,086</b>	22,343
19,648	Grants and contributions provided for operating purposes	B2-4	<b>31,496</b>	27,165
29,764	Grants and contributions provided for capital purposes	B2-4	<b>33,917</b>	43,952
1,034	Interest and investment income	B2-5	<b>7,085</b>	1,238
6,821	Other income	B2-6	<b>6,392</b>	6,736
457	Net gain from the disposal of assets	B4-1	<b>167</b>	960
400,340	<b>Total income from continuing operations</b>		<b>425,443</b>	408,057
	<b>Expenses from continuing operations</b>			
147,610	Employee benefits and on-costs	B3-1	<b>146,153</b>	134,560
145,251	Materials and services	B3-2	<b>157,273</b>	142,766
2,207	Borrowing costs	B3-3	<b>2,738</b>	2,624
46,767	Depreciation, amortisation and impairment	B3-4	<b>46,821</b>	45,508
19,946	Other expenses	B3-5	<b>20,765</b>	20,969
361,781	<b>Total expenses from continuing operations</b>		<b>373,750</b>	346,427
38,559	<b>Operating result from continuing operations</b>		<b>51,693</b>	61,630
38,559	<b>Net operating result for the year</b>		<b>51,693</b>	61,630
101	Net operating result attributable to non-controlling interests		<b>159</b>	206
8,795	<b>Net operating result for the year before grants and contributions provided for capital purposes</b>		<b>17,776</b>	17,678

The above Income Statement should be read in conjunction with the accompanying notes.

Northern Beaches Council | Statement of Comprehensive Income | for the year ended 30 June 2023

## Northern Beaches Council

### Statement of Comprehensive Income

for the year ended 30 June 2023

<b>\$ '000</b>	Notes	<b>2023</b>	<b>2022</b>
<b>Net operating result for the year – from Income Statement</b>		<b>51,693</b>	61,630
<b>Other comprehensive income:</b>			
Amounts which will not be reclassified subsequently to the operating result			
Gain on revaluation of infrastructure, property, plant and equipment	C1-6	<b>160,983</b>	128,388
<b>Total items which will not be reclassified subsequently to the operating result</b>		<b>160,983</b>	128,388
<b>Total other comprehensive income for the period</b>		<b>160,983</b>	128,388
<b>Total comprehensive income for the year</b>		<b>212,676</b>	190,018
 Total comprehensive income attributable to Council		<b>212,517</b>	189,812
Total comprehensive income attributable to non-controlling interests		<b>159</b>	206

The above Statement of Comprehensive Income should be read in conjunction with the accompanying notes.

Northern Beaches Council | Statement of Financial Position | for the year ended 30 June 2023

## Northern Beaches Council

### Statement of Financial Position

as at 30 June 2023

\$ '000	Notes	2023	2022
<b>ASSETS</b>			
<b>Current assets</b>			
Cash and cash equivalents <sup>1</sup>	C1-1	6,605	6,697
Investments	C1-2	175,623	150,625
Receivables <sup>1</sup>	C1-4	20,844	24,791
Inventories	C1-5	372	397
Prepayments		3,364	2,975
<b>Total current assets</b>		<b>206,808</b>	<b>185,485</b>
<b>Non-current assets</b>			
Investments	C1-2	678	760
Receivables	C1-4	1,012	1,007
Infrastructure, property, plant and equipment (IPPE)	C1-6	5,413,807	5,218,499
Investment properties	C1-7	6,320	6,155
Right of use assets	C2-1	7,811	9,110
<b>Total non-current assets</b>		<b>5,429,628</b>	<b>5,235,531</b>
<b>Total assets</b>		<b>5,636,436</b>	<b>5,421,016</b>
<b>LIABILITIES</b>			
<b>Current liabilities</b>			
Payables	C3-1	47,806	45,393
Contract liabilities	C3-2	27,619	24,206
Lease liabilities	C2-1	1,241	1,238
Borrowings	C3-3	3,340	4,770
Employee benefit provisions	C3-4	34,754	35,553
Provisions	C3-5	1,060	759
<b>Total current liabilities</b>		<b>115,820</b>	<b>111,919</b>
<b>Non-current liabilities</b>			
Payables	C3-1	100	150
Contract liabilities	C3-2	8,239	7,466
Lease liabilities	C2-1	6,996	8,237
Borrowings	C3-3	9,185	12,538
Employee benefit provisions	C3-4	1,843	761
Provisions	C3-5	45,094	43,404
<b>Total non-current liabilities</b>		<b>71,457</b>	<b>72,556</b>
<b>Total liabilities</b>		<b>187,277</b>	<b>184,475</b>
<b>Net assets</b>		<b>5,449,159</b>	<b>5,236,541</b>
<b>EQUITY</b>			
Accumulated surplus		4,979,154	4,927,620
IPPE revaluation surplus		468,600	307,617
<b>Council equity interest</b>		<b>5,447,754</b>	<b>5,235,237</b>
<b>Non-controlling equity interests</b>		<b>1,405</b>	<b>1,304</b>
<b>Total equity</b>		<b>5,449,159</b>	<b>5,236,541</b>

(1) 2022 has been restated due to the reclassification of clearing accounts totalling \$0.1m from cash to receivables.

The above Statement of Financial Position should be read in conjunction with the accompanying notes.

Northern Beaches Council | Statement of Changes in Equity | for the year ended 30 June 2023

## Northern Beaches Council

### Statement of Changes in Equity for the year ended 30 June 2023

\$ '000	Notes	2023					2022				
		Accumulated surplus	IPPE revaluation surplus	Council interest	Non-controlling interest	Total equity	Accumulated surplus	IPPE revaluation surplus	Council interest	Non-controlling interest	Total equity
Opening balance at 1 July		4,927,620	307,617	5,235,237	1,304	5,236,541	4,866,196	179,229	5,045,425	1,136	5,046,561
Net operating result for the year		51,534	–	51,534	159	51,693	61,424	–	61,424	206	61,630
<b>Other comprehensive income</b>											
Gain on revaluation of infrastructure, property, plant and equipment	C1-6	–	160,983	160,983	–	160,983	–	128,388	128,388	–	128,388
<b>Other comprehensive income</b>		–	160,983	160,983	–	160,983	–	128,388	128,388	–	128,388
<b>Total comprehensive income</b>		51,534	160,983	212,517	159	212,676	61,424	128,388	189,812	206	190,018
Dividends paid to minority interest		–	–	–	(58)	(58)	–	–	–	(38)	(38)
<b>Closing balance at 30 June</b>		4,979,154	468,600	5,447,754	1,405	5,449,159	4,927,620	307,617	5,235,237	1,304	5,236,541

The above Statement of Changes in Equity should be read in conjunction with the accompanying notes.

Northern Beaches Council | Statement of Cash Flows | for the year ended 30 June 2023

## Northern Beaches Council

### Statement of Cash Flows

for the year ended 30 June 2023

<i>Original unaudited budget 2023</i>	<i>\$ '000</i>	<i>Notes</i>	<i>Actual 2023</i>	<i>Actual 2022</i>
<b>Cash flows from operating activities</b>				
<b>Receipts:</b>				
234,351	Rates and annual charges		<b>234,281</b>	226,388
92,716	User charges and fees <sup>1</sup>		<b>96,268</b>	84,398
1,055	Interest received		<b>4,873</b>	1,182
38,403	Grants and contributions <sup>1</sup>		<b>76,799</b>	56,687
6,416	Bonds, deposits and retentions received		<b>7,741</b>	7,098
41,662	Other		<b>41,346</b>	45,656
<b>Payments:</b>				
(146,571)	Payments to employees		<b>(145,037)</b>	(137,235)
(157,036)	Payments for materials and services		<b>(176,928)</b>	(158,507)
(894)	Borrowing costs		<b>(1,064)</b>	(1,142)
(6,416)	Bonds, deposits and retentions refunded		<b>(5,571)</b>	(5,466)
(19,765)	Other		<b>(22,019)</b>	(28,886)
<b>83,921</b>	<b>Net cash flows from operating activities</b>	G1-1	<b>110,689</b>	90,173
<b>Cash flows from investing activities</b>				
<b>Receipts:</b>				
323,179	Sale of investments		<b>272,227</b>	338,038
1,427	Proceeds from sale of IPPE		<b>2,167</b>	3,734
<b>Payments:</b>				
(300,000)	Purchase of investments		<b>(297,123)</b>	(352,829)
(107,024)	Payments for IPPE		<b>(81,973)</b>	(76,755)
<b>(82,418)</b>	<b>Net cash flows from investing activities</b>		<b>(104,702)</b>	(87,812)
<b>Cash flows from financing activities</b>				
<b>Payments:</b>				
(4,873)	Repayment of borrowings		<b>(4,783)</b>	(5,018)
(1,228)	Principal component of lease payments		<b>(1,238)</b>	(1,269)
(40)	Dividends paid to minority interest		<b>(58)</b>	(38)
<b>(6,141)</b>	<b>Net cash flows from financing activities</b>		<b>(6,079)</b>	(6,325)
<b>(4,638)</b>	<b>Net change in cash and cash equivalents</b>		<b>(92)</b>	(3,964)
17,627	Cash and cash equivalents at beginning of year		<b>6,697</b>	10,661
<b>12,989</b>	<b>Cash and cash equivalents at end of year</b>	C1-1	<b>6,605</b>	<b>6,697</b>

(<sup>1</sup>) 2022 has been restated due to the reclassification of clearing accounts totalling \$0.1m from cash to receivables.

The above Statement of Cash Flows should be read in conjunction with the accompanying notes.



## Northern Beaches Council

### Contents for the notes to the Financial Statements for the year ended 30 June 2023

<b>A About Council and these financial statements</b>	<b>25</b>
A1-1 Basis of preparation	25
<b>B Financial Performance</b>	<b>28</b>
<b>B1 Functions or activities</b>	<b>28</b>
B1-1 Functions or activities – income, expenses and assets	28
B1-2 Components of functions or activities	29
<b>B2 Sources of income</b>	<b>31</b>
B2-1 Rates and annual charges	31
B2-2 User charges and fees	32
B2-3 Other revenues	33
B2-4 Grants and contributions	34
B2-5 Interest and investment income	38
B2-6 Other income	39
<b>B3 Costs of providing services</b>	<b>40</b>
B3-1 Employee benefits and on-costs	40
B3-2 Materials and services	41
B3-3 Borrowing costs	42
B3-4 Depreciation, amortisation and impairment of non-financial assets	43
B3-5 Other expenses	44
<b>B4 Gains or losses</b>	<b>45</b>
B4-1 Gain or loss from the disposal, replacement and de-recognition of assets	45
<b>B5 Performance against budget</b>	<b>46</b>
B5-1 Material budget variations	46
<b>C Financial position</b>	<b>48</b>
<b>C1 Assets we manage</b>	<b>48</b>
C1-1 Cash and cash equivalents	48
C1-2 Financial investments	48
C1-3 Restricted and allocated cash, cash equivalents and investments	50
C1-4 Receivables	53
C1-5 Inventories	54
C1-6 Infrastructure, property, plant and equipment	55
C1-7 Investment properties	59
<b>C2 Leasing activities</b>	<b>60</b>
C2-1 Council as a lessee	60
C2-2 Council as a lessor	63
<b>C3 Liabilities of Council</b>	<b>64</b>
C3-1 Payables	64
C3-2 Contract Liabilities	65
C3-3 Borrowings	66
C3-4 Employee benefit provisions	68
C3-5 Provisions	69

## Northern Beaches Council

### Contents for the notes to the Financial Statements for the year ended 30 June 2023

---

<b>C4 Reserves</b>	<b>71</b>
C4-1 Nature and purpose of reserves	71
<b>D Council structure</b>	<b>72</b>
<b>D1 Interests in other entities</b>	<b>72</b>
D1-1 Subsidiaries	72
<b>E Risks and accounting uncertainties</b>	<b>74</b>
E1-1 Risks relating to financial instruments held	74
E2-1 Fair value measurement	77
E3-1 Contingencies	81
<b>F People and relationships</b>	<b>85</b>
<b>F1 Related party disclosures</b>	<b>85</b>
F1-1 Key management personnel (KMP)	85
F1-2 Councillor and Mayoral fees and associated expenses	85
F1-3 Other related parties	86
<b>F2 Other relationships</b>	<b>87</b>
F2-1 Audit fees	87
<b>G Other matters</b>	<b>88</b>
G1-1 Statement of Cash Flows information	88
G2-1 Commitments	89
<b>G3 Statement of developer contributions as at 30 June 2023</b>	<b>90</b>
G3-1 Summary of developer contributions	90
G3-2 Developer contributions by plan	91
G3-3 Contributions not under plans	92
G3-4 S7.4 planning agreements	92
<b>G4 Statement of performance measures</b>	<b>93</b>
G4-1 Statement of performance measures – consolidated results	93

## A About Council and these financial statements

### A1-1 Basis of preparation

These financial statements were authorised for issue by Council on 24 October 2023. Council has the power to amend and reissue these financial statements in cases where critical information is received from public submissions or where the OLG directs Council to amend the financial statements.

The principal accounting policies adopted in the preparation of these consolidated financial statements are set out below.

These policies have been consistently applied to all the years presented, unless otherwise stated.

These general purpose financial statements have been prepared in accordance with Australian Accounting Standards and Australian Accounting Interpretations, the *Local Government Act 1993 (Act)* and *Local Government (General) Regulation 2021 (Regulation)*, and the Local Government Code of Accounting Practice and Financial Reporting.

Northern Beaches Council is a not-for-profit entity.

The financial statements are presented in Australian dollars and are rounded to the nearest thousand dollars. Disclosures where relevant may be presented in whole dollars or as otherwise noted.

#### **Historical cost convention**

These financial statements have been prepared under the historical cost convention, as modified by the revaluation of certain financial assets and liabilities, and certain classes of infrastructure, property, plant and equipment and investment property.

#### **Significant accounting estimates and judgements**

##### **Critical accounting estimates and assumptions**

Council makes estimates and assumptions concerning the future.

The resulting accounting estimates will, by definition, seldom equal the related actual results.

The estimates and assumptions that have a significant risk of causing a material adjustment to the carrying amounts of assets and liabilities within the next financial year include:

- i. estimated fair values of infrastructure, property, plant and equipment - refer Note C1-6
- ii. estimated fair values of investment property - refer Note C1-7
- iii. employee benefit provisions - refer Note C3-4
- iv. estimated self insurance and asset remediation provisions - refer Note C3-5.

The preparation of financial statements requires the use of certain critical accounting estimates. It also requires management to exercise its judgement in the process of applying the Council's accounting policies.

Estimates and judgements are continually evaluated and are based on historical experience and other factors, including expectations of future events that may have a financial impact on the Council and that are believed to be reasonable under the circumstances.

##### **Significant judgements in applying the Council's accounting policies**

- i. Determination of whether performance obligations are sufficiently specific and whether the contract is within the scope of AASB 15 *Revenue from Contracts with Customers* and / or AASB 1058 *Income of Not-for-Profit Entities* – refer to Notes B2-2 – B2-4.
- ii. Impairment of receivables - refer Note C1-4.
- iii. Determination of the lease term, discount rate (when not implicit in the lease) and whether an arrangement contains a lease – refer to Note C2-1.

### **Monies and other assets received by Council**

#### **The Consolidated Fund**

In accordance with the provisions of Section 409(1) of the *Local Government Act 1993 (NSW)*, all money and property received by Council is held in the Council's Consolidated Fund unless it is required to be held in the Council's Trust Fund.

The Consolidated Fund has been included in the financial statements of the Council.

## A1-1 Basis of preparation (continued)

Cash and other assets of the following entities have been included as part of the Consolidated Fund:

- General purpose operations
- Kimbriki Environmental Enterprises Pty Limited

### The Trust Fund

In accordance with the provisions of Section 411 of the *Local Government Act 1993 (NSW)*, a separate and distinct Trust Fund is maintained to account for all money and property received by the Council in trust which must be applied only for the purposes of, or in accordance with, the trusts relating to those monies.

Trust monies and property subject to Council's control have been included in these reports.

A separate statement of monies held in the Trust Fund is available for inspection at Council offices, during opening hours, by any person free of charge.

### Goods and Services Tax (GST)

Revenues, expenses and assets are recognised net of the amount of associated GST, unless the GST incurred is not recoverable from the taxation authority. In this case it is recognised as part of the cost of acquisition of the asset or as part of the expense.

Receivables and payables are stated inclusive of the amount of GST receivable or payable. The net amount of GST recoverable from, or payable to, the taxation authority is included with other receivables or payables in the Statement of Financial Position.

Cash flows are presented on a gross basis. The GST components of cash flows arising from investing or financing activities that are recoverable from, or payable to, the taxation authority, are presented as operating cash flows. This means that investing and financing cashflows are presented net of the GST.

### Volunteer services

Volunteer services are not recognised as they would not be purchased if not donated.

### New accounting standards and interpretations issued but not yet effective

Certain new accounting standards and interpretations have been published that are not mandatory for 30 June 2023 reporting periods. Northern Beaches Council's assessment of the impact of these new standards and interpretations relevant to them is set out below.

Pronouncement	AASB 2022-10 <i>Amendments to Australian Accounting Standards – Fair Value Measurement of Non-Financial Assets of Not-for-Profit Public Sector Entities</i>
Nature of change in accounting policy	<p>This Standard modifies AASB 13 <i>Fair Value Measurement</i> for application by not-for-profit public sector entities such as Council.</p> <p>It includes authoritative implementation guidance when fair valuing non-financial assets, not held primarily for their ability to generate cash inflows and also provides guidance and clarification when valuing assets that are restricted (in their use) at Council.</p> <p>This includes guidance and clarification regarding the determination of an assets highest and best use, the development and use of internal assumptions for unobservable inputs and allows for greater use of internal judgements when applying the cost approach in the measurement and determination of fair values.</p>
Effective date	Annual reporting period beginning on or after 1 January 2024 (i.e. year ending 30 June 2025).
Expected impact on Council's financial statements	Although Council is yet to fully determine the impact of this standard, the changes will be evaluated in the future assessment of all property and infrastructure assets measured at fair value.

## A1-1 Basis of preparation (continued)

Pronouncement	AASB 2020-1 <i>Amendments to Australian Accounting Standards – Classification of Liabilities as Current or Non-current</i> AASB 2020-6 <i>Amendments to Australian Accounting Standards – Classification of Liabilities as Current or Non-current – Deferral of Effective Date</i>
Nature of change in accounting policy	This Standard amends AASB 101 <i>Presentation of Financial Statements</i> to clarify requirements for the presentation of liabilities in the statement of financial position as current or non-current. For example, the amendments clarify that a liability is classified as non-current if an entity has the right at the end of the reporting period to defer settlement of the liability for at least 12 months after the reporting period. The meaning of settlement of a liability is also clarified.
Effective date	Annual reporting period beginning on or after 1 January 2023 (i.e. year ending 30 June 2024).
Expected impact on Council's financial statements	From our assessment, there is no impact expected for Council in the classification of our reported liabilities as current or non-current.

Pronouncement	AASB 2021-2 <i>Amendments to Australian Accounting Standards – Disclosure of Accounting Policies and Definition of Accounting Estimates</i> [amends AASB 7, AASB 101, AASB 108, AASB 134 & AASB Practice Statement 2]
Nature of change in accounting policy	This Standard amends a number of standards as follows: <ul style="list-style-type: none"> <li>• AASB 7 <i>Financial Instruments</i>: Disclosures - to clarify that information about measurement bases for financial instruments is expected to be material to an entity's financial statements;</li> <li>• AASB 101 <i>Presentation of Financial Statements</i> - to require entities to disclose their material accounting policy information rather than their significant accounting policies;</li> <li>• AASB 108 <i>Accounting Policies, Changes in Accounting Estimates and Errors</i> - to clarify how entities should distinguish changes in accounting policies and changes in accounting estimates;</li> <li>• AASB 134 <i>Interim Financial Reporting</i> - to identify material accounting policy information as a component of a complete set of financial statements; and</li> <li>• AASB Practice Statement 2 <i>Making Materiality Judgements</i> - to provide guidance on how to apply the concept of materiality to accounting policy disclosures</li> </ul>
Effective date	Annual reporting periods beginning on or after 1 January 2023 (i.e. year ending 30 June 2024).
Expected impact on Council's financial statements	Reductions in quantum of accounting policies disclosures to focus on key decision areas and material policies only.

### New accounting standards and interpretations adopted during the year

During the year Council adopted the following accounting standards and interpretations (as issued by the Australian Accounting Standards Board) which were mandatorily effective for the first time at 30 June 2023. These standards did not have an impact on the reported financial position or financial performance:

AASB 2022-3 *Amendments to Australian Accounting Standards – Illustrative Examples for Not-for-Profit Entities accompanying AASB 15*

AASB 2020-3 *Amendments to Australian Accounting Standards – Annual Improvements 2018-2020 and Other Amendments*

## B Financial Performance

### B1 Functions or activities

#### B1-1 Functions or activities – income, expenses and assets

Income, expenses and assets have been directly attributed to the following functions or activities. Details of those functions or activities are provided in Note B1-2.

\$ '000	Income		Expenses		Operating result		Grants and contributions		Carrying amount of assets	
	2023	2022	2023	2022	2023	2022	2023	2022	2023	2022
<b>Functions or activities</b>										
Environment and sustainability	7,598	9,287	40,184	42,739	(32,586)	(33,452)	3,265	5,317	911,126	855,590
Waste and cleansing	53,583	49,164	63,784	59,029	(10,201)	(9,865)	497	274	17,419	15,425
Kimbriki Resource Recovery Centre <sup>1</sup>	41,776	43,517	38,489	38,196	3,287	5,321	–	–	87,150	85,223
Community, arts and culture	6,591	5,241	12,871	12,043	(6,280)	(6,802)	2,070	2,423	53,381	50,921
Children's services	16,525	14,622	16,458	14,529	67	93	2,903	2,752	7,069	6,527
Library services	1,180	1,764	11,611	10,966	(10,431)	(9,202)	870	1,560	45,525	43,675
Strategic land use planning	1,380	1,494	6,649	6,675	(5,269)	(5,181)	344	589	43,511	36,601
Development assessment	3,988	3,704	7,148	6,617	(3,160)	(2,913)	–	80	–	–
Environmental compliance	8,040	8,003	13,284	12,667	(5,244)	(4,664)	8	–	–	–
Parks and recreation	7,819	12,001	41,723	38,483	(33,904)	(26,482)	4,975	9,730	408,231	347,013
Economic development, events and engagement	1,012	1,448	11,460	10,893	(10,448)	(9,445)	35	881	–	–
Transport, traffic and active travel	37,854	36,726	47,989	37,765	(10,135)	(1,039)	18,527	20,869	947,865	891,481
Property and facilities	40,527	35,340	48,689	45,382	(8,162)	(10,042)	6,180	679	2,965,886	2,960,689
Customer service	–	1	4,252	3,889	(4,252)	(3,888)	–	–	–	–
Governance and assurance services	182	192	11,106	11,784	(10,924)	(11,592)	–	–	–	–
Corporate support services	18,382	17,533	14,688	12,552	3,694	4,981	13,997	15,184	149,273	127,871
Eliminations <sup>2</sup>	(16,326)	(17,388)	(16,310)	(17,399)	(16)	11	–	–	–	–
General purpose income	195,657	185,791	–	–	195,657	185,791	11,742	10,779	–	–
<b>Total functions and activities <sup>3</sup></b>	<b>425,768</b>	<b>408,440</b>	<b>374,075</b>	<b>346,810</b>	<b>51,693</b>	<b>61,630</b>	<b>65,413</b>	<b>71,117</b>	<b>5,636,436</b>	<b>5,421,016</b>

(1) Does not include Kimbriki's interest income which is considered General Purpose Income or Council Rates.

(2) This includes tipping fees/tipping charges (\$12.6m), site rental income/site rental expense (\$3.3m) between Northern Beaches Council and Kimbriki. It also includes Council rates on Council properties.

(3) The income and expenses in B1-1 allocate the profit or loss on disposed assets to either income or expenses for each relevant service. The Income Statement reports a net figure. The amount which is recognised as a loss is \$0.3m for 2023.

## B1-2 Components of functions or activities

---

Details relating to the Council's functions or activities as reported in B1-1 are as follows:

### Environment and sustainability

This service delivers programs to protect and preserve biodiversity, manage natural hazards and improve sustainability for Council and the community.

### Waste and cleansing

This service delivers household waste and recyclables collection. The service includes community waste education and behaviour change programs. It also delivers litter removal, cleaning of public places (beaches, parks, streets, village/town centres and graffiti removal), street sweeping and the collection of illegally dumped rubbish.

### Kimbriki Resource Recovery Centre

This facility delivers sustainable waste management and recycling services to the community. It recycles around 80% of waste received and provides education on sustainability via the Eco House and garden. The Buy Back Centre sells salvaged building materials and furniture.

### Community, arts and culture

This service facilitates and supports activities to build social capital, community resilience and enhance the health and well-being of the Northern Beaches community. It includes the Meals on Wheels service, programs for aged, people with disability and youth. The community centres, cultural facilities, arts and cultural programs, regional art gallery and museum and performing arts centre provide opportunities to contribute and participate in cultural and social life.

### Children's services

This service offers high quality professional care for children aged 0-11 years through seven long day care centres, four vacation care locations, two pre-schools, an occasional care centre and a network of family day carers.

### Library services

Library services provides a range of collections to support literacy and lifelong learning at Dee Why, Forestville, Glen Street in Belrose, Manly, Mona Vale and Warringah Mall as well as a home delivery service. The service also supports the delivery of inclusive and diverse events, programs and services that support community connection, digital literacy and wellbeing.

### Strategic land use planning

This service sets the land-use direction in the local government area via the Local Strategic Planning Statement. The service prepares structure plans and place plans to manage growth and development and has responsibility for Council's development contribution framework, European heritage management, Aboriginal heritage development, urban design and assessment of planning proposals.

### Development assessment

This service assesses applications, modifications and reviews of determinations in line with local and state planning controls. It also provides a development advisory service to assist applicants in the preparation and lodgement of applications and to give general planning advice to the community.

### Environmental compliance

This service contributes to protecting the environment and keeping the community safe through education, regulation and enforcement. This includes responding to issues relating to pollution, illegal development, fire safety, animal management, food safety and public health.

### Parks and recreation

This service manages and maintains recreational open space including playgrounds, sportsfields, rockpools, skate facilities, sports courts, public golf courses, town and village centres, dog off-leash areas and gardens and parks including Manly Warringah War Memorial (Manly Dam) and Narrabeen Lagoon State Parks. The service is also responsible for tree management and lifeguard services at beaches and events.

### Economic development, events and engagement

This service supports the vibrancy and success of village and town centres, celebrating all facets of the community with events and festivals and engaging with the community through the provision of information. Visitor information services highlight the Northern Beaches as a tourism destination. Community engagement (online and in-person) supports good governance and effective decision making on a wide range of projects.

### Transport, traffic and active travel

This service manages and maintains the local road network including footpaths, kerbs and gutters, bus shelters, guard rails, bridges, causeways, retaining walls, pedestrian crossings, roundabouts and bike paths. The service also manages Council car parks and parking stations, wharves, boat ramps and tidal pools, road safety programs and the provision of Hop, Skip, Jump community buses.

## B1-2 Components of functions or activities (continued)

---

### **Property and facilities**

This service manages Council's portfolio of community and civic buildings, including surf clubs, aquatic centres, library buildings, community centres, art venues, offices, public amenities, holiday accommodation facilities at Sydney Lakeside Holiday Park and Currawong and cemeteries. The service also manages leases/licences of public land including outdoor dining.

### **Customer service**

Providing a friendly and professional service for the management of customer requests and transactions, both in person at Avalon, Dee Why, Manly and Mona Vale service centres or 24 hours a day, seven days a week for people contacting Council by phone.

### **Governance and assurance services**

This service provides secretariat and high-level administrative functions, claims management, in-house legal and advisory services to Council, sub committees and the Audit, Risk and Improvement Committee. The service is responsible for implementing Council's Governance Framework and internal audit program including management of complaints about staff behaviour and Council processes.

### **Corporate support services**

This service supports the efficient delivery of services to the community by providing financial management, procurement, human resources management, technology and information systems, corporate planning and reporting and project management services to the organisation.

### **Eliminations**

Captures the elimination of inter-entity accounting between Council and its subsidiary Kimbriki, and intra-entity transactions, primarily rates, on Council-owned properties. These transactions are required to be eliminated when preparing consolidated financial reports.



## B2 Sources of income

### B2-1 Rates and annual charges

\$ '000	2023	2022
<b>Ordinary rates</b>		
Residential	149,905	146,339
Farmland	16	15
Business	29,255	28,546
Less: pensioner rebates (mandatory)	(1,692)	(1,774)
Less: pensioner rebates (Council policy)	(132)	(135)
<b>Rates levied to ratepayers</b>	<b>177,352</b>	<b>172,991</b>
Pensioner rate subsidies received	948	997
<b>Total ordinary rates</b>	<b>178,300</b>	<b>173,988</b>
<b>Special rates</b>		
Business	1,395	1,408
<b>Rates levied to ratepayers</b>	<b>1,395</b>	<b>1,408</b>
<b>Total special rates</b>	<b>1,395</b>	<b>1,408</b>
<b>Annual charges (pursuant to s496, 496A, 496B, 501 &amp; 611)</b>		
Domestic waste management services	53,218	48,978
Stormwater management services	2,208	2,207
Section 611 charges	169	176
Less: pensioner rebates (mandatory)	(637)	(631)
Less: pensioner rebates (Council policy)	(566)	(539)
<b>Annual charges levied</b>	<b>54,392</b>	<b>50,191</b>
Pensioner annual charges subsidies received:		
– Domestic waste management	337	354
<b>Total annual charges</b>	<b>54,729</b>	<b>50,545</b>
<b>Total rates and annual charges</b>	<b>234,424</b>	<b>225,941</b>

Council has used 2019 year valuations provided by the NSW Valuer General in calculating its rates in the 2022 and 2023 years.

#### Accounting policy

Rates and annual charges are recognised as revenue at the beginning of the rating period to which they relate. Prepaid rates are recognised as a financial liability until the beginning of the rating period.

Pensioner rebates relate to reductions in rates and certain annual charges for eligible pensioners' place of residence in the local government council area that are not subsidised by the NSW Government.

Pensioner rate subsidies are received from the NSW Government to provide a contribution towards the pensioner rebates and are recognised within the underlying revenue item based on their substance.

## B2-2 User charges and fees

<b>\$ '000</b>	<b>2023</b>	<b>2022</b>
Aquatic centres	9,153	5,554
Caravan park	7,358	4,923
Cemeteries	1,071	1,120
Child care	13,605	11,866
Community centres	2,191	1,488
Currawong State Park	319	285
Glen Street Theatre	1,298	765
Golf course and driving range	2,451	2,597
Kimbriki Waste and Recycling Centre	24,614	25,381
Libraries	136	81
Parking areas	13,452	10,349
Planning and building regulatory	9,068	8,088
Regulatory/statutory fees	782	521
Restoration charges	1,086	1,835
Section 10.7 certificates (EP&A Act)	818	825
Section 603 certificates	380	482
Sportsfields and reserves	1,651	1,231
Other fees	2,443	2,331
<b>Total other user charges and fees</b>	<b>91,876</b>	<b>79,722</b>
<b>Total user charges and fees</b>	<b>91,876</b>	<b>79,722</b>
<b>Timing of revenue recognition for user charges and fees</b>		
User charges and fees recognised over time	33,924	24,881
User charges and fees recognised at a point in time	57,952	54,841
<b>Total user charges and fees</b>	<b>91,876</b>	<b>79,722</b>

### Accounting policy

Revenue arising from user charges and fees is recognised when or as the performance obligation is completed and the customer receives the benefit of the goods / services being provided.

The performance obligation relates to the specific services which are provided to the customers and generally the payment terms are within 30 days of the provision of the service or, in some cases such as caravan parks, the customer is required to pay on arrival or a deposit in advance. There is no material obligation for Council in relation to refunds or returns.

Where an upfront fee is charged, such as joining fees for the leisure centre, the fee is recognised on a straight-line basis over the expected life of the membership.

Licences granted by Council are mainly either short-term or low value and all revenue from licences < \$5k are recognised at the time that the licence is granted rather than over the term of the licence.

## B2-3 Other revenues

<b>\$ '000</b>	<b>2023</b>	<b>2022</b>
Advertising income	1,362	1,013
Ex gratia rates	25	25
Fines – parking	5,636	5,749
Fines – other	487	446
Legal fees recovery	181	193
Legal fees recovery – rates and charges (extra charges)	259	71
Licences, consents & deeds	3,279	3,228
Recycling income (domestic)	672	631
Sales of inventories	1,286	853
Other revenues – Kimbriki	4,287	3,967
Other <sup>1</sup>	2,612	6,167
<b>Total other revenue</b>	<b>20,086</b>	<b>22,343</b>

### Timing of revenue recognition for other revenue

Other revenue recognised over time	3,279	3,228
Other revenue recognised at a point in time	16,807	19,115
<b>Total other revenue</b>	<b>20,086</b>	<b>22,343</b>

### Accounting policy for other revenue

Where the revenue is earned for the provision of specified goods / services under an enforceable contract, revenue is recognised when or as the obligations are satisfied.

Fines are recognised as revenue when the payment is received.

Other revenue is recorded when the payment is due, the value of the payment is notified or the payment is received, whichever comes first.

(<sup>1</sup>) 2022 - Includes a confidential insurance settlement.

## B2-4 Grants and contributions

<b>\$ '000</b>	<b>Operating 2023</b>	<b>Operating 2022</b>	<b>Capital 2023</b>	<b>Capital 2022</b>
<b>General purpose grants and non-developer contributions (untied)</b>				
<b>General purpose (untied)</b>				
<b>Current year allocation</b>				
Financial assistance – general component	1,595	3,060	–	–
Financial assistance – local roads component	706	1,188	–	–
<b>Payment in advance - future year allocation <sup>1</sup></b>				
Financial assistance – general component	6,725	4,699	–	–
Financial assistance – local roads component	2,716	1,832	–	–
<b>Amount recognised as income during current year</b>	<b>11,742</b>	<b>10,779</b>	<b>–</b>	<b>–</b>
<b>Special purpose grants and non-developer contributions (tied)</b>				
<b>Cash contributions</b>				
Bushfire services	1,351	1,068	2,219	35
Child care	2,803	2,419	58	341
Coast and estuaries	–	–	1,391	888
Community services	915	1,264	269	85
Environmental protection	2,020	3,617	11	151
Library	796	826	74	734
Local Infrastructure Renewal Scheme subsidy	172	271	–	–
Recreation and culture	745	1,616	6,039	4,303
Street lighting	836	790	–	–
Stronger communities fund	1,189	1,349	22	4,016
Storm/flood damage	2,011	2,038	–	–
Transport (other roads and bridges funding)	6,159	298	7,287	16,317
Transport (roads to recovery)	–	–	1,318	1,418
Transport for NSW contributions (regional roads, block grant)	757	750	560	759
Other	–	80	–	–
<b>Total special purpose grants and non-developer contributions – cash</b>	<b>19,754</b>	<b>16,386</b>	<b>19,248</b>	<b>29,047</b>
<b>Non-cash contributions</b>				
Other	–	–	3	–
<b>Total other contributions – non-cash</b>	<b>–</b>	<b>–</b>	<b>3</b>	<b>–</b>
<b>Total special purpose grants and non-developer contributions (tied)</b>	<b>19,754</b>	<b>16,386</b>	<b>19,251</b>	<b>29,047</b>
<b>Total grants and non-developer contributions</b>	<b>31,496</b>	<b>27,165</b>	<b>19,251</b>	<b>29,047</b>
<b>Comprising:</b>				
– Commonwealth funding	13,780	13,732	4,033	10,431
– State funding	17,040	12,713	13,694	17,351
– Other funding	676	720	1,524	1,265
	<b>31,496</b>	<b>27,165</b>	<b>19,251</b>	<b>29,047</b>

(1) The payment in advance received in 2023 represents 100% of the 2024 allocation, while the 2022 advance payment was for 75% of the 2023 allocation.

## B2-4 Grants and contributions (continued)

### Developer contributions

\$ '000	Notes	Operating 2023	Operating 2022	Capital 2023	Capital 2022
<b>Developer contributions:</b> <b>(s7.4 &amp; s7.11 - EP&amp;A Act, s64 of the LGA):</b>	G3				
<b>Cash contributions</b>					
S 7.11 – contributions towards amenities/services		–	–	3,405	7,085
S 7.4 – contributions using planning agreements		–	–	343	106
S 7.12 – fixed development consent levies		–	–	10,077	7,714
<b>Total developer contributions – cash</b>		<b>–</b>	<b>–</b>	<b>13,825</b>	<b>14,905</b>
<b>Non-cash contributions</b>					
Other developer contributions		–	–	841	–
<b>Total developer contributions non-cash</b>		<b>–</b>	<b>–</b>	<b>841</b>	<b>–</b>
<b>Total developer contributions</b>		<b>–</b>	<b>–</b>	<b>14,666</b>	<b>14,905</b>
<b>Total grants and contributions</b>		<b>31,496</b>	<b>27,165</b>	<b>33,917</b>	<b>43,952</b>
<b>Timing of revenue recognition for grants and contributions</b>					
Grants and contributions recognised over time		12,813	6,157	17,277	26,822
Grants and contributions recognised at a point in time		18,683	21,008	16,640	17,130
<b>Total grants and contributions</b>		<b>31,496</b>	<b>27,165</b>	<b>33,917</b>	<b>43,952</b>

## B2-4 Grants and contributions (continued)

### Unspent grants and contributions

Certain grants and contributions are obtained by Council on condition that they be spent in a specified manner or in a future period, but which are not yet spent in accordance with those conditions are as follows:

\$ '000	Operating 2023	Operating 2022	Capital 2023	Capital 2022
Unspent funds at 1 July	10,204	10,350	55,419	53,549
Recognised as income in the current period but not yet spent	438	540	16,292	15,126
Received for the provision of goods and services in a future period <sup>1</sup>	7,723	1,685	3,367	6,940
Recognised in a previous reporting period now spent	(2,929)	(2,371)	(14,511)	(20,196)
<b>Unspent funds at 30 June</b>	<b>15,436</b>	<b>10,204</b>	<b>60,567</b>	<b>55,419</b>

### Nature of unspent grants and contributions:

	2023	2022
- Bare Creek	1,344	1,393
- Currawong cabin renovations	-	1,337
- Local roads and community infrastructure	237	251
- Manly Dam	2,169	2,136
- McKillop headland boardwalk	1,446	1,086
- Pipeline regional active corridor	3,348	1,498
- Precinct support scheme Frenchs Forest	3,983	4,480
- Regional and local road repair	3,273	-
- South Collaroy foreshore renewal	1,000	1,000
- February 2022 storm essential public asset reconstruction	2,207	-
- Stronger Communities fund	4,943	6,441
- Transport for NSW B-line projects	3,128	4,676
- Other grants	5,479	4,868
<b>Closing balance unspent grants and non-developer contributions - refer to Note C1-3:</b>	<b>32,557</b>	<b>29,166</b>
<b>Closing balance unspent Developer Contributions - refer to Note G3:</b>	<b>43,446</b>	<b>36,457</b>

(1) 2022 grant funding received for Pipeline Active Corridor works has now been reclassified from capital to operating (\$1.5m).

### Accounting policy

#### Grants and contributions – enforceable agreement with sufficiently specific performance obligations

Grant and contribution revenue from an agreement which is enforceable and contains sufficiently specific performance obligations is recognised as or when control of each performance obligation is transferred.

The performance obligations vary according to the agreement but include an enforceability clause, details on the specific performance obligations of the transfer of goods or services to an external party through the contract or as part of an agreed work schedule or plan, and refund stipulations if the performance obligations are not met. Payment terms vary depending on the terms of the grant. Cash is received upfront for some grants and on the achievement of certain payment milestones for others.

Performance obligations may be satisfied either at a point in time or over time and this is reflected in the revenue recognition pattern. Point in time recognition occurs when the beneficiary obtains control of the goods / services at a single time (e.g. completion of the project when a report / outcome is provided), whereas over time recognition is where the control of the services is ongoing throughout the project (e.g. provision of community health services through the year).

## B2-4 Grants and contributions (continued)

---

Where control is transferred over time, generally the input methods being either costs or time incurred are deemed to be the most appropriate methods to reflect the transfer of benefit.

### Capital grants

Capital grants received by Council under an enforceable contract for the acquisition or construction of infrastructure, property, plant and equipment to identified specifications which will be under Council's control on completion are recognised as revenue as and when the obligation to construct or purchase is completed.

For construction projects, this is generally as the construction progresses in accordance with costs incurred since this is deemed to be the most appropriate measure of the completeness of the construction project.

For acquisitions of assets, the revenue is recognised when the asset is acquired and controlled by the Council.

### Developer contributions

Council has obligations to provide facilities from contribution revenues levied on developers under the provisions of sections 7.4, 7.11 and 7.12 of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

While Council generally incorporates these amounts as part of a Development Consents Order, such developer contributions are only recognised as income upon receipt by Council, due to the possibility that individual development consents may not be acted upon by the applicant and, accordingly, would not be payable to Council.

Developer contributions may only be expended for the purposes for which the contributions were required, but Council may apply contributions according to the priorities established in work schedules for the contribution plan.

### Other grants and contributions

Assets, including cash, received from other grants and contributions are recognised at fair value when the asset is received. Council considers whether there are any related liability or equity items associated with the asset which are recognised in accordance with the relevant accounting standard.

Once the assets and liabilities have been recognised, the income is recognised for any remaining asset value at the time that the asset is received.

## B2-5 Interest and investment income

<b>\$ '000</b>	<b>2023</b>	<b>2022</b>
<b>Interest on financial assets measured at amortised cost</b>		
– Overdue rates and annual charges (incl. special purpose rates)	372	379
– Cash and investments	6,713	859
<b>Total interest and investment income (losses)</b>	<b>7,085</b>	<b>1,238</b>

### Accounting policy

Interest income is recognised using the effective interest rate at the date that interest is earned.



Northern Beaches Council | Notes to the Financial Statements 30 June 2023

## B2-6 Other income

\$ '000	Notes	2023	2022
<b>Rental income</b>			
<b>Investment properties</b>			
Rental income investment properties		233	246
<b>Total Investment properties</b>		<b>233</b>	<b>246</b>
<b>Other lease income</b>			
Rental income leased Council properties		5,974	6,153
<b>Total other lease income</b>		<b>5,974</b>	<b>6,153</b>
<b>Total rental income</b>	C2-2	<b>6,207</b>	<b>6,399</b>
<b>Fair value increment on investment properties</b>			
Fair value increment on investment properties		165	320
<b>Total fair value increment on investment properties</b>	C1-7	<b>165</b>	<b>320</b>
<b>Fair value increment on investments</b>			
– Movements in investments at fair value through profit and loss (FVTPL)		20	17
<b>Total Fair value increment on investments</b>		<b>20</b>	<b>17</b>
<b>Total other income</b>		<b>6,392</b>	<b>6,736</b>

## B3 Costs of providing services

### B3-1 Employee benefits and on-costs

\$ '000	2023	2022
Salaries and wages	116,284	113,894
Employee termination costs (where material – other than vested leave paid)	980	524
Employee leave entitlements (ELE) <sup>1</sup>	14,524	8,082
Superannuation	13,557	12,901
Workers' compensation insurance	2,634	945
Fringe benefit tax (FBT)	841	722
Kimbriki salaries and on-costs	4,893	4,579
<b>Total employee costs</b>	<b>153,713</b>	<b>141,647</b>
Less: capitalised costs	(7,560)	(7,087)
<b>Total employee costs expensed</b>	<b>146,153</b>	<b>134,560</b>

#### Accounting policy

Employee benefit expenses are recorded when the service has been provided by the employee.

All employees of the Council are entitled to benefits on retirement, disability or death. Council contributes to various defined benefit plans and defined contribution plans on behalf of its employees.

Contributions to defined contribution plans are recognised as an expense as they become payable. Prepaid contributions are recognised as an asset to the extent that a cash refund or a reduction in the future payments is available.

Council participates in a defined benefit plan under the Local Government Superannuation Scheme, however, sufficient information to account for the plan as a defined benefit is not available and therefore, Council accounts for its obligations to defined benefit plans on the same basis as its obligations to defined contribution plans - i.e. as an expense when it becomes payable. Refer to Note E3-1 for more information.

Council is a self-insurer for workers compensation claims up to \$650,000. Claims above this amount are covered by an external insurance provider. 'Workers compensation insurance' includes all costs associated with self-insurance and the external policy. Refer to Note E3-1 for more information.

<sup>(1)</sup> 2022 - Employee leave entitlements were affected by significant changes in economic measures impacting the determination of the future liabilities resulting in a lower level of expense for this item.

## B3-2 Materials and services

\$ '000	Notes	2023	2022
Agency personnel		4,051	2,866
Audit fees	F2-1	238	247
Bank charges		638	575
Bush regeneration		5,226	4,450
Cleaning		6,997	6,898
Consultancy		491	386
Councillor and Mayoral fees and associated expenses	F1-2	802	691
Election expenses		–	1,371
Electricity, heating and water		4,673	4,109
Environment and floodplain management		2,781	3,645
Fine processing fees		717	828
Golf course and driving range		1,426	1,313
Insurance		3,773	3,452
IT and communications		10,433	9,555
Kimbriki Waste and Recycling Centre		15,559	16,632
Land use planning		636	1,002
Legal fees - other		1,515	1,210
Legal fees - planning and development		863	1,044
Lifeguard services		1,497	1,442
Maintenance and servicing		6,488	5,889
Management fees		2,247	1,917
Other contracts		5,605	6,143
Parking		712	667
Performance and events		1,734	2,166
Plant and vehicle		2,934	2,442
Printing, postage and stationery		1,162	1,057
Raw materials and consumables		4,515	4,010
Recreation and sportsfields		8,428	7,608
Roadwork		14,021	6,249
Stormwater		1,438	883
Street lighting		2,711	2,444
Training costs		781	693
Tree works		3,835	5,611
Valuation fees		471	477
Waste collection <sup>1</sup>		18,167	17,077
Waste disposal and processing		15,393	12,370
Materials and services - other		4,315	3,347
<b>Total materials and services</b>		<b>157,273</b>	<b>142,766</b>
Less: capitalised costs		–	–
<b>Total materials and services</b>		<b>157,273</b>	<b>142,766</b>

### Accounting policy

Expenses are recorded on an accruals basis as the Council receives the goods or services.

(1) The total amount paid for waste collection inclusive of lease components of the contract in 2023 is \$19.6m (2022 \$18.5m).

### B3-3 Borrowing costs

<b>\$ '000</b>	Notes	<b>2023</b>	<b>2022</b>
<b>(i) Interest bearing liability costs</b>			
Interest on leases		251	288
Interest on loans		762	826
<b>Total interest bearing liability costs</b>		<b>1,013</b>	<b>1,114</b>
<b>Total interest bearing liability costs expensed</b>		<b>1,013</b>	<b>1,114</b>
<b>(ii) Other borrowing costs</b>			
Unwinding of discount asset remediation <sup>1</sup>	C3-5	1,725	1,510
<b>Total other borrowing costs</b>		<b>1,725</b>	<b>1,510</b>
<b>Total borrowing costs expensed</b>		<b>2,738</b>	<b>2,624</b>

#### Accounting policy

Borrowing costs incurred for the construction of any qualifying asset are capitalised during the period of time that is required to complete and prepare the asset for its intended use or sale. Other borrowing costs are expensed as incurred.

(1) 'Unwinding of discount asset remediation' refers to the increase in the landfill remediation provision each year, to reflect the present value of the estimated future expenditure to remediate the Kimbriki landfill.

## B3-4 Depreciation, amortisation and impairment of non-financial assets

\$ '000	Notes	2023	2022
<b>Depreciation and amortisation</b>			
– Buildings	C1-6	8,721	7,994
– Roads	C1-6	11,839	10,783
– Stormwater	C1-6	6,156	6,916
– Recreational and other infrastructure	C1-6	6,167	5,595
– Right of use assets	C2-1	1,299	1,366
– Other <sup>1</sup>	C1-6	11,876	12,136
<b>Reinstatement, rehabilitation and restoration assets:</b>			
– Asset remediation <sup>2</sup>	C3-5, C1-6	763	718
<b>Total depreciation, amortisation and impairment of non-financial assets</b>		<b>46,821</b>	<b>45,508</b>

### Accounting policy

#### Depreciation and amortisation

Depreciation and amortisation are calculated using the straight line method to allocate their cost, net of their residual values, over their estimated useful lives.

#### Impairment of non-financial assets

Council assets held at fair value that are not held primarily for their ability to generate net cash flow, and that are deemed to be specialised, are not tested for impairment since these assets are assessed on an annual basis to ensure that the carrying amount is not materially different from fair value and therefore an impairment loss would be captured during this assessment.

Intangible assets not yet available for use, are tested annually for impairment, or more frequently if events or changes in circumstances indicate that they might be impaired.

Other non-financial assets that do not meet the criteria above are tested for impairment whenever events or changes in circumstances indicate that the carrying amount may not be recoverable. An impairment loss is recognised for the amount by which the asset's carrying amount exceeds its recoverable amount. The recoverable amount is the higher of an asset's fair value less costs to sell and value in use.

For the purposes of assessing impairment, assets are grouped at the lowest levels for which there are separately identifiable cash inflows that are largely independent of the cash inflows from other assets or groups of assets (cash-generating units).

Impairment losses for revalued assets are firstly offset against the amount in the revaluation surplus for the class of asset, with only the excess to be recognised in the Income Statement.

(1) Other refers to non-infrastructure assets including plant & equipment, office equipment, furniture & fittings, depreciable land improvements and library books.

(2) 'Asset remediation' refers to the amortisation of the landfill remediation asset.

### B3-5 Other expenses

<b>\$ '000</b>	Notes	<b>2023</b>	<b>2022</b>
Impairment of receivables	C1-4	<b>40</b>	55
Donations, contributions and assistance to other organisations		<b>2,839</b>	4,830
<b>Contributions/levies to other levels of government:</b>			
- Crown land levy		<b>171</b>	122
- Emergency services levy		<b>7,785</b>	6,416
- Land tax		<b>324</b>	329
- Planning levy		<b>703</b>	691
- Waste levy		<b>8,903</b>	8,526
<b>Total other expenses</b>		<b>20,765</b>	<b>20,969</b>

#### Accounting policy

Other expenses are recorded on an accruals basis when Council has an obligation for the expenses.

Impairment expenses are recognised when identified.

## B4 Gains or losses

### B4-1 Gain or loss from the disposal, replacement and de-recognition of assets

\$ '000	Notes	2023	2022
<b>Gain (or loss) on disposal of property (excl. investment property)</b>			
Proceeds from disposal – property		55	1,739
Less: carrying amount of property assets sold/written off		–	(503)
<b>Gain (or loss) on disposal</b>		<b>55</b>	<b>1,236</b>
<b>Gain (or loss) on disposal of plant and equipment</b>			
	C1-6		
Proceeds from disposal – plant and equipment		2,112	1,995
Less: carrying amount of plant and equipment assets sold/written off		(523)	(492)
<b>Gain (or loss) on disposal</b>		<b>1,589</b>	<b>1,503</b>
<b>Gain (or loss) on disposal of infrastructure</b>			
	C1-6		
Less: carrying amount of infrastructure assets sold/written off		(1,477)	(1,779)
<b>Gain (or loss) on disposal</b>		<b>(1,477)</b>	<b>(1,779)</b>
<b>Gain (or loss) on disposal of investments</b>			
	C1-2		
Proceeds from disposal/redemptions/maturities – financial assets		272,227	338,038
Less: carrying amount of financial assets sold/redeemed/matured		(272,227)	(338,038)
<b>Gain (or loss) on disposal</b>		<b>–</b>	<b>–</b>
<b>Net gain (or loss) from disposal of assets</b>		<b>167</b>	<b>960</b>

#### Accounting policy

Gains and losses on disposals are determined by comparing proceeds with carrying amount. The gain or loss on sale of an asset is determined when control of the asset has irrevocably passed to the buyer and the asset is de-recognised.

## B5 Performance against budget

### B5-1 Material budget variations

Council's original budget was adopted by the Council on 28 June 2023 and is not required to be audited. The original projections on which the budget was based have been affected by a number of factors. These include state and federal government decisions, including new grant programs, changing economic activity, environmental factors, and by decisions made by Council.

While these General Purpose Financial Statements include the original budget adopted by Council, the Act requires Council to review its financial budget on a quarterly basis, so it is able to manage the variation between actual results and budget that invariably occur during the year.

**Material variations of more than 10%** between original budget and actual results or where the variance is considered material by nature are explained below.

**Variation Key:** **F** = Favourable budget variation, **U** = Unfavourable budget variation.

\$ '000	2023 Budget	2023 Actual	2023 ----- Variance -----	
<b>Revenues</b>				
Rates and annual charges	234,543	234,424	(119)	0% <b>U</b>
User charges and fees	89,113	91,876	2,763	3% <b>F</b>
Other revenues	18,960	20,086	1,126	6% <b>F</b>
Operating grants and contributions	19,648	31,496	11,848	60% <b>F</b>
Council budgets for recurring and secured operating grants and contributions. Variations to the budget include:				
<ul style="list-style-type: none"> <li>\$5.9m Regional and Local Road Repair Program grant</li> <li>\$3.5m Financial Assistance Grant (timing of payments across financial years)</li> <li>\$1.9m Natural Disaster Essential Public Asset Restoration funding for storms</li> <li>\$0.7m Start Strong free preschool funding and other childcare grants</li> </ul>				
Capital grants and contributions	29,764	33,917	4,153	14% <b>F</b>
Council budgets conservatively for capital grants and contributions so as to avoid reliance on unsecured funding. Variations to the budget include:				
<ul style="list-style-type: none"> <li>\$6.9m Developer contributions</li> <li>\$1.4m Safer Schools Infrastructure funding</li> <li>\$1.2m NSW RFS and Duffy's Forest Rural Fire Brigade contributions</li> <li>(\$5.2m) Connecting Communities Cycleways Program delays</li> </ul>				
Interest and investment revenue	1,034	7,085	6,051	585% <b>F</b>
Increased returns on investments of \$6.1m were due primarily to higher interest rates and, to a much lesser extent, higher cash and investment balances.				
Net gains from disposal of assets	457	167	(290)	(63)% <b>U</b>
Council takes the conservative position not to budget for gains on disposal of assets with the exception of planned plant and equipment sales.				
<ul style="list-style-type: none"> <li>\$1.1m Plant and fleet net gain due to stronger sale returns and supply delays which resulted in lower book values</li> <li>\$0.1m Proceeds on the sale of a road reserve at Herbert Avenue Newport</li> <li>(\$1.5m) Written down value of infrastructure assets disposed during the renewal process.</li> </ul>				
Other income	6,821	6,392	(429)	(6)% <b>U</b>



## B5-1 Material budget variations (continued)

\$ '000	2023 Budget	2023 Actual	2023 ----- Variance -----	
<b>Expenses</b>				
Employee benefits and on-costs	147,610	146,153	1,457	1% <b>F</b>
Materials and services	145,251	157,273	(12,022)	(8)% <b>U</b>

The variance to the Original budget primarily reflects:

- Expenditure on grant funded projects including road works under the Regional and Local Road Repair Program (\$5.8m) and works following storm events (\$4.2m).
- Agency personnel to support the delivery of projects including the Enterprise Resource Planning system replacement, IT, Wakehurst Parkway flood investigations and backfilling vacant roles.

<b>Borrowing costs</b>	<b>2,207</b>	<b>2,738</b>	<b>(531)</b>	<b>(24)% <b>U</b></b>
------------------------	--------------	--------------	--------------	-----------------------

Increase in the provision for the future remediation of the Kimbriki landfill site resulted in higher costs for the unwinding of the discount \$0.4m. Increases in interest rates resulted in higher variable loan expenses \$0.1m.

<b>Depreciation, amortisation and impairment of non-financial assets</b>	<b>46,767</b>	<b>46,821</b>	<b>(54)</b>	<b>0% <b>U</b></b>
<b>Other expenses</b>	<b>19,946</b>	<b>20,765</b>	<b>(819)</b>	<b>(4)% <b>U</b></b>

### Statement of cash flows

<b>Cash flows from operating activities</b>	<b>83,921</b>	<b>110,689</b>	<b>26,768</b>	<b>32% <b>F</b></b>
---	---------------	----------------	---------------	---------------------

The favourable performance against budget primarily reflects:

- Interest received on investments is primarily due to higher interest rates.
- User charges and fees were stronger with continued recovery from the pandemic especially at the Aquatic Centres and Lakeside Holiday Park.
- Grants and contributions were higher due to the advanced receipt of the 2023/24 Financial Assistance grant and the receipt of both the Regional and Local Road Repair Program works grant and Local Emergency funding for storm events.

<b>Cash flows from investing activities</b>	<b>(82,418)</b>	<b>(104,702)</b>	<b>(22,284)</b>	<b>27% <b>U</b></b>
---	-----------------	------------------	-----------------	---------------------

The unfavourable performance against budget primarily reflects:

- Payments for IPPE were lower than expected due to supply issues delaying the progress of some projects along with waiting for actions by external parties. Council also delayed the commencement of construction of some projects to provide further time for consultation.
- A higher investments balance due to the reasons noted above.

<b>Cash flows from financing activities</b>	<b>(6,141)</b>	<b>(6,079)</b>	<b>62</b>	<b>(1)% <b>F</b></b>
---	----------------	----------------	-----------	----------------------

## C Financial position

### C1 Assets we manage

#### C1-1 Cash and cash equivalents

\$ '000	2023	2022
<b>Cash assets</b>		
Cash on hand and at bank <sup>1</sup>	2,571	1,174
Cash equivalent assets		
– Deposits at call	4,034	5,523
<b>Total cash and cash equivalents</b>	<b>6,605</b>	<b>6,697</b>

(1) 2022 has been restated due to the reclassification of clearing accounts totaling \$0.1m from cash to receivables.

#### Reconciliation of cash and cash equivalents

Total cash and cash equivalents per Statement of Financial Position	6,605	6,697
<b>Balance as per the Statement of Cash Flows</b>	<b>6,605</b>	<b>6,697</b>

#### Accounting policy

For Statement of Cash Flow presentation purposes, cash and cash equivalents include: cash on hand; deposits held at call with financial institutions; other short-term, highly liquid investments with original maturities of three months or less that are readily convertible to known amounts of cash and which are subject to an insignificant risk of changes in value; and bank overdrafts. Bank overdrafts are shown within borrowings in current liabilities on the Statement of Financial Position.

#### C1-2 Financial investments

\$ '000	2023 Current	2023 Non-current	2022 Current	2022 Non-current
<b>Financial assets at fair value through the profit and loss</b>				
Mortgage backed securities	–	678	–	760
<b>Total</b>	<b>–</b>	<b>678</b>	<b>–</b>	<b>760</b>
<b>Debt securities at amortised cost</b>				
Term deposits	175,623	–	150,625	–
<b>Total</b>	<b>175,623</b>	<b>–</b>	<b>150,625</b>	<b>–</b>
<b>Total financial investments</b>	<b>175,623</b>	<b>678</b>	<b>150,625</b>	<b>760</b>

#### Accounting policy

Financial instruments are recognised initially on the date that the Council becomes party to the contractual provisions of the instrument.

On initial recognition, all financial instruments are measured at fair value plus transaction costs (except for instruments measured at fair value through profit or loss where transaction costs are expensed as incurred).

#### Financial assets

All recognised financial assets are subsequently measured in their entirety at either amortised cost or fair value, depending on the classification of the financial assets.

#### Classification

On initial recognition, Council classifies its financial assets into the following categories – those measured at:

- amortised cost
- fair value through profit and loss (FVTPL)

Financial assets are not reclassified subsequent to their initial recognition.

## C1-2 Financial investments (continued)

---

### **Amortised cost**

Assets measured at amortised cost are financial assets where:

- the business model is to hold assets to collect contractual cash flows, and
- the contractual terms give rise on specified dates to cash flows that are solely payments of principal and interest on the principal amount outstanding.

Council's financial assets measured at amortised cost comprise trade and other receivables, term deposits and cash and cash equivalents in the Statement of Financial Position.

Subsequent to initial recognition, these assets are carried at amortised cost using the effective interest rate method less provision for impairment.

Interest income, impairment and gains or loss on de-recognition are recognised in profit or loss.

### **Financial assets through profit or loss**

All financial assets not classified as measured at amortised cost or fair value through other comprehensive income as described above are measured at fair value through profit or loss.

Net gains or losses, including any interest or dividend income, are recognised in profit or loss.

Council's financial assets measured at fair value through profit or loss comprise investments in a mortgage backed security.

## C1-3 Restricted and allocated cash, cash equivalents and investments

\$ '000	2023	2022	
(a) Externally restricted cash, cash equivalents and investments			
Total cash, cash equivalents and investments	182,906	158,082	
Less: Externally restricted cash, cash equivalents and investments	(53,127)	(41,492)	
Cash, cash equivalents and investments not subject to external restrictions	129,779	116,590	
\$ '000	Notes	2023	2022

### External restrictions

External restrictions included in cash, cash equivalents and investments above comprise:

Developer contributions – general	A	43,446	36,457
Specific purpose unexpended grants	B	597	566
Domestic waste management	C	8,466	3,746
Stormwater management	D	161	570
Balgowlah area improvements	E	206	117
Manly business centre improvements	F	251	36
<b>Total external restrictions</b>		<b>53,127</b>	41,492
<b>External Restrictions</b>			

- A Development contributions which are not yet expended for the provision of services and amenities in accordance with contribution plans (refer Note G3)
- B Grants already recognised as revenue which are not yet expended for the purposes for which the grants were obtained
- C Domestic Waste Management (DWM) cash surplus from operations is held as a restricted asset to fund future capital expenditure, including bin replacements and process improvements to the Domestic Waste collection business
- D Funds received through the stormwater management service charge to be used on stormwater works
- E Funds received through a special rate are set aside to be used on future works in Balgowlah around Sydney Road and Condamine Street
- F Funds received through a special rate are set aside to be used on future works in the Manly Business Centre

Cash, cash equivalents and investments subject to external restrictions are those which are only available for specific use by Council due to a restriction placed by legislation or third-party contractual agreement.

\$ '000	2023	2022
(b) Internal allocations		
<b>Cash, cash equivalents and investments not subject to external restrictions</b>	<b>129,779</b>	116,590
Less: Internally allocated cash, cash equivalents and investments	(90,833)	(80,184)
<b>Unallocated cash, cash equivalents and investments</b>	<b>38,946</b>	36,406

### C1-3 Restricted and allocated cash, cash equivalents and investments (continued)

\$ '000	Notes	2023	2022
<b>Internal allocations</b>			
At 30 June, Council has internally allocated funds to the following:			
Mona Vale Cemetery reserve	A	7,903	7,245
Deposits, retentions and bonds	B	17,550	15,380
Employees leave entitlements	C	7,111	7,026
Environmental levy (former Manly Council)	D	1,411	1,532
Meals on wheels	E	216	258
Road reserve	F	—	—
Special rates variation (former Pittwater Council)	G	228	236
Merger savings fund	H	1,315	1,699
Tennis liaison trust fund	I	171	221
Manly Art Gallery	J	716	705
Plant and fleet replacement	K	6,485	3,327
Property improvement reserve	L	242	294
Kimbriki landfill remediation	M	15,418	13,597
Stronger Communities fund tied grants	N	5,251	6,441
Other tied grants	N	26,710	22,159
Other	O	106	64
<b>Total internal allocations</b>		<b>90,833</b>	<b>80,184</b>

Internal allocations over cash, cash equivalents and investments are those assets restricted by a resolution of the Council for specific future purposes. Internal allocations are utilised to disclose the purpose of cash balances held by Council including the management of liabilities and long term financial planning for future commitments.

- A Any cash surplus from Mona Vale Cemetery operations is held as a restricted asset to fund future perpetual maintenance.
- B 79% of deposits, retentions and bonds are held as restricted funds.
- C 20% of the employee leave entitlements provision is set aside to fund extraordinary movements of staff.
- D Unexpended funds received through the environmental component of the former Manly's rates are set aside to be used to fund various environmental programs around the Manly area.
- E Any cash surplus from Meals on Wheels operations is held as a restricted asset to fund future expenses.
- F In accordance with Section 43 (4) of the Roads Act (NSW) 1993, proceeds from the sale of public roads are set aside for the acquisition of land for public roads, and/or carrying out works on public roads.
- G Funds received through a special rates variation are set aside to be used on major capital and infrastructure works, environmental projects, community facility improvements and the replacement of ageing infrastructure in the Pittwater area.
- H Amalgamation savings achieved to 30 June 2018 and set aside to fund various future capital and operational projects.
- I 70% of rental income from Mona Vale, Careel Bay, Elanora Park and Bayview Tennis Clubs is restricted for future capital works and improvements at the tennis clubs.
- J Bequest to Council from Theodore Batten to fund future youth art award programs and artwork acquisitions.
- K Funds set aside for future plant and fleet replacement.
- L Funds set aside to support the delivery of the Property Management Framework for the delivery of community infrastructure, environmental land acquisitions and commercial development.
- M Funds set aside to remediate the Kimbriki tip landfill site.
- N Tied grants relate to any grants received where revenue recognition is deferred until obligations are satisfied. Significant unspent grants in 2023 included Warringah Recreation Centre, Regional and Local Roads Repair, Frenchs Forest Precinct Support Scheme and Pipeline Regional Active Corridor projects. Significant unspent grants in 2022 included Currawong Cabin Renovations, Manly Dam and Transport for NSW B-Line projects.
- O Other internal allocations:
  - Any cash surplus from the Bible Garden Public Reserve is restricted to fund future maintenance at the site.
  - Funds donated to Manly Art Gallery to be expended on future artworks.
  - Cash set aside as a contribution towards the future replacement of pipeline and ongoing maintenance to the Scotland Island non potable emergency water supply.

### C1-3 Restricted and allocated cash, cash equivalents and investments (continued)

	2023	2022
--	------	------

(c) Unallocated

<b>Unallocated cash, cash equivalents and investments</b>	<b>38,946</b>	<b>36,406</b>
---	---------------	---------------

Unallocated refers to the remaining balance of cash, cash equivalents and investments that are not subject to externally imposed restrictions on their use or internal allocations by resolution of Council for specific future purposes.

## C1-4 Receivables

\$ '000	2023 Current <sup>1</sup>	2023 Non-current	2022 Current <sup>1</sup>	2022 Non-current
Rates and annual charges	7,103	591	6,994	592
Interest and extra charges	707	421	661	415
User charges and fees <sup>1</sup>	4,439	–	3,746	–
Interest on investments	2,451	–	291	–
Government grants and subsidies <sup>1</sup>	3,150	–	11,065	–
Other	1,735	–	905	–
Net GST receivable	2,062	–	1,924	–
<b>Total</b>	<b>21,647</b>	<b>1,012</b>	<b>25,586</b>	<b>1,007</b>
<b>Less: provision for impairment</b>				
Rates and annual charges	(126)	–	(123)	–
User charges and fees	(677)	–	(672)	–
<b>Total provision for impairment – receivables</b>	<b>(803)</b>	<b>–</b>	<b>(795)</b>	<b>–</b>
<b>Total net receivables</b>	<b>20,844</b>	<b>1,012</b>	<b>24,791</b>	<b>1,007</b>

(1) 2022 has been restated due to the reclassification of clearing accounts totalling \$0.1m from cash to receivables.

### Accounting policy

Receivables are recognised initially at fair value and subsequently measured at amortised cost using the effective interest method, less provision for impairment. Receivables are generally due for settlement within 30 days.

### Impairment

Impairment of financial assets measured at amortised cost is recognised on an expected credit loss (ECL) basis.

When estimating ECL, Council considers reasonable and supportable information that is relevant and available without undue cost or effort. This includes both quantitative and qualitative information and analysis based on Council's historical experience and informed credit assessment, and including forward-looking information.

Council uses the simplified approach for trade receivables where the expected lifetime credit losses are recognised on day 1.

When considering the ECL for rates and annual charges debtors, Council takes into account that unpaid rates represent a charge against the rateable property that will be recovered when the property is next sold.

Credit losses are measured at the present value of the difference between the cash flows due to the entity in accordance with the contract, and the cash flows expected to be received. This is applied using a probability weighted approach.

Council writes off a receivable when there is information indicating that the debtor is in severe financial difficulty and there is no realistic prospect of recovery, e.g. when the debtor has been placed under liquidation or has entered into bankruptcy proceedings, or when the receivables are over 7 years past due, whichever occurs first.

None of the receivables that have been written off are subject to enforcement activity.

Where Council renegotiates the terms of receivables due from certain customers, the new expected cash flows are discounted at the original effective interest rate and any resulting difference to the carrying value is recognised in profit or loss.

## C1-5 Inventories

<b>\$ '000</b>	<b>2023 Current</b>	<b>2023 Non-current</b>	<b>2022 Current</b>	<b>2022 Non-current</b>
<b>(i) Inventories at cost</b>				
Stores and materials	247	–	284	–
Trading stock	125	–	113	–
<b>Total inventories at cost</b>	<b>372</b>	<b>–</b>	<b>397</b>	<b>–</b>
<b>Total inventories</b>	<b>372</b>	<b>–</b>	<b>397</b>	<b>–</b>

### Accounting policy

#### Stores, materials and trading stock

Stores, materials and trading stock are stated at the lower of cost and net realisable value. Costs of purchased inventory are determined after deducting rebates and discounts. Net realisable value is the estimated selling price in the ordinary course of business less the estimated costs of completion and the estimated costs necessary to make the sale.



Northern Beaches Council | Notes to the Financial Statements 30 June 2023

## C1-6 Infrastructure, property, plant and equipment

By aggregated asset class	At 1 July 2022			Asset movements during the reporting period							At 30 June 2023		
	Gross carrying amount	Accumulated depreciation and impairment	Net carrying amount	Additions renewals <sup>(1)</sup>	Additions new assets	Carrying value of disposals	Depreciation expense	Adjustments and transfers	Revaluation decrements to equity (ARR)	Revaluation increments to equity (ARR)	Gross carrying amount	Accumulated depreciation and impairment	Net carrying amount
\$ '000													
Capital work in progress	43,768	–	43,768	39,729	42,518	–	–	(81,614)	–	–	44,401	–	44,401
Plant and equipment	44,841	(21,376)	23,465	2,376	1,112	(554)	(5,622)	–	–	–	45,331	(24,554)	20,777
Office equipment	25,866	(22,085)	3,781	2,157	714	–	(2,000)	–	–	–	28,729	(24,077)	4,652
Furniture and fittings	2,790	(2,047)	743	–	19	–	(161)	–	–	–	2,808	(2,207)	601
<b>Land:</b>													
– Operational land	401,276	–	401,276	–	–	–	–	–	–	1,541	402,817	–	402,817
– Community & Crown land	2,116,343	–	2,116,343	–	835	–	–	–	(33,881)	–	2,083,297	–	2,083,297
– Land under roads (post 30/6/08)	725	–	725	–	3	–	–	–	–	31	759	–	759
Land improvements – depreciable	24,304	(10,847)	13,457	400	–	(10)	(2,970)	22	–	–	24,711	(13,812)	10,899
<b>Infrastructure:</b>													
– Buildings	735,672	(203,343)	532,329	12,571	10,379	(13)	(8,721)	–	–	34,724	804,502	(223,233)	581,269
– Roads sealed	565,179	(67,182)	497,997	8,523	1,086	(355)	(8,192)	–	–	32,741	608,614	(76,814)	531,800
– Roads unsealed	1,927	(271)	1,656	82	31	–	(5)	–	–	109	2,167	(294)	1,873
– Bridges	14,876	(3,677)	11,199	309	1,508	–	(192)	–	–	736	17,424	(3,864)	13,560
– Footpaths	126,790	(13,357)	113,433	3,247	4,945	(351)	(1,524)	–	–	7,458	141,969	(14,761)	127,208
– Other road assets (including bulk earthworks)	270,156	(43,813)	226,343	2,435	2,895	(435)	(1,926)	–	–	14,881	291,613	(47,420)	244,193
– Stormwater drainage	1,036,493	(181,496)	854,997	3,702	2,244	(44)	(6,156)	–	–	56,207	1,110,453	(199,503)	910,950
– Swimming pools	30,774	(5,828)	24,946	1,077	–	(124)	(298)	–	–	13,702	47,311	(8,008)	39,303
– Other open space/recreational assets	146,131	(21,477)	124,654	2,349	1,986	(131)	(3,737)	39	–	15,425	159,465	(18,880)	140,585
– Other infrastructure	234,302	(36,394)	197,908	5,033	9,490	(26)	(2,132)	(39)	–	17,309	266,724	(39,181)	227,543
<b>Other assets:</b>													
– Library books	19,404	(16,062)	3,342	–	685	–	(1,123)	–	–	–	20,088	(17,184)	2,904
– Other	5,326	(1)	5,325	–	12	–	–	–	–	–	5,338	(1)	5,337
<b>Reinstatement, rehabilitation and restoration assets (refer Note C3-5):</b>													
– Asset remediation	27,063	(6,251)	20,812	–	(970)	–	(763)	–	–	–	26,093	(7,014)	19,079
<b>Total infrastructure, property, plant and equipment</b>	<b>5,874,006</b>	<b>(655,507)</b>	<b>5,218,499</b>	<b>83,990</b>	<b>79,492</b>	<b>(2,043)</b>	<b>(45,522)</b>	<b>(81,592)</b>	<b>(33,881)</b>	<b>194,864</b>	<b>6,134,614</b>	<b>(720,807)</b>	<b>5,413,807</b>

(1) Renewals are defined as the replacement of existing assets (as opposed to the acquisition of new assets).

(-) Total capital expenditure was \$82.9m (including \$0.8m in dedicated assets) in 2023 and \$76.9m (no dedicated assets) in 2022.

continued on next page ...

Northern Beaches Council | Notes to the Financial Statements 30 June 2023

## C1-6 Infrastructure, property, plant and equipment (continued)

By aggregated asset class	At 1 July 2021			Asset movements during the reporting period						At 30 June 2022		
	Gross carrying amount	Accumulated depreciation and impairment	Net carrying amount	Additions renewals <sup>1</sup>	Additions new assets	Carrying value of disposals	Depreciation expense	Adjustments and transfers	Revaluation increments to equity (ARR)	Gross carrying amount	Accumulated depreciation and impairment	Net carrying amount
\$ '000												
Capital work in progress	36,229	–	36,229	32,297	44,405	–	–	(69,163)	–	43,768	–	43,768
Plant and equipment	44,376	(18,374)	26,002	3,461	224	(488)	(5,722)	(12)	–	44,841	(21,376)	23,465
Office equipment	23,927	(19,635)	4,292	1,461	564	(22)	(2,520)	6	–	25,866	(22,085)	3,781
Furniture and fittings	2,250	(2,001)	249	–	565	–	(57)	(14)	–	2,790	(2,047)	743
<b>Land:</b>												
– Operational land	383,584	–	383,584	–	–	(218)	–	–	17,910	401,276	–	401,276
– Community & Crown land	2,116,454	–	2,116,454	–	174	(285)	–	–	–	2,116,343	–	2,116,343
– Land under roads (post 30/6/08)	725	–	725	–	–	–	–	–	–	725	–	725
Land improvements – depreciable	21,820	(8,201)	13,619	9	–	(25)	(2,714)	2,568	–	24,304	(10,847)	13,457
<b>Infrastructure:</b>												
– Buildings	694,661	(188,717)	505,944	10,283	7,193	–	(7,994)	(5)	16,908	735,672	(203,343)	532,329
– Roads sealed	537,899	(60,087)	477,812	7,412	566	(326)	(7,989)	69	20,452	565,179	(67,182)	497,997
– Roads unsealed	1,910	(251)	1,659	–	–	–	(7)	(68)	72	1,927	(271)	1,656
– Bridges	12,436	(3,387)	9,049	1,649	–	–	(74)	–	575	14,876	(3,677)	11,199
– Footpaths	120,869	(12,851)	108,018	1,698	4,512	(203)	(823)	–	231	126,790	(13,357)	113,433
– Other road assets (including bulk earthworks)	252,114	(40,459)	211,655	2,893	3,609	(916)	(1,891)	–	10,993	270,156	(43,813)	226,343
– Stormwater drainage	980,704	(166,608)	814,096	5,525	563	(119)	(6,916)	–	41,848	1,036,493	(181,496)	854,997
– Swimming pools	28,831	(5,101)	23,730	181	–	–	(443)	–	1,478	30,774	(5,828)	24,946
– Other open space/recreational assets	133,538	(18,039)	115,499	2,985	2,575	(185)	(3,297)	(1)	7,078	146,131	(21,477)	124,654
– Other infrastructure	215,764	(33,984)	181,780	4,673	2,496	(30)	(1,854)	1	10,843	234,302	(36,394)	197,908
<b>Other assets:</b>												
– Library books	18,514	(14,938)	3,576	881	8	–	(1,123)	–	–	19,404	(16,062)	3,342
– Other	4,771	(1)	4,770	–	555	–	–	–	–	5,326	(1)	5,325
<b>Reinstatement, rehabilitation and restoration assets (refer Note C3-5):</b>												
– Asset remediation	28,942	(5,533)	23,409	–	(1,879)	–	(718)	–	–	27,063	(6,251)	20,812
<b>Total infrastructure, property, plant and equipment</b>	<b>5,660,318</b>	<b>(598,167)</b>	<b>5,062,151</b>	<b>75,408</b>	<b>66,130</b>	<b>(2,817)</b>	<b>(44,142)</b>	<b>(66,619)</b>	<b>128,388</b>	<b>5,874,006</b>	<b>(655,507)</b>	<b>5,218,499</b>

(1) Renewals are defined as the replacement of existing assets (as opposed to the acquisition of new assets).

## C1-6 Infrastructure, property, plant and equipment (continued)

### Accounting policy

#### Initial recognition of infrastructure, property, plant and equipment (IPPE)

Infrastructure, property, plant and equipment (IPPE) is measured initially at cost. Cost includes the fair value of the consideration given to acquire the asset (net of discounts and rebates) and any directly attributable cost of bringing the asset to working condition for its intended use (inclusive of import duties and taxes).

IPPE are held at fair value.

Non-specialised assets with short useful lives are measured at depreciated historical cost as an approximation of fair value. Council has assessed that any difference between fair value and depreciated historical cost is unlikely to be material.

For all asset classes, Council assesses at each reporting date whether there is any indication that a revalued asset's carrying amount may differ materially from that which would be determined if the asset were revalued at the reporting date. If any such indication exists, Council determines the asset's fair value and revalues the asset to that amount. Full revaluations are undertaken at least every 5 years.

Increases in the carrying amounts arising on revaluation are credited to the revaluation reserve. To the extent that the increase reverses a decrease previously recognising profit or loss relating to that asset class, the increase is first recognised as profit or loss. Decreases that reverse previous increases of assets in the same class are first charged against revaluation reserves directly in equity to the extent of the remaining reserve attributable to the class; all other decreases are charged to the Income Statement.

Subsequent costs are included in the asset's carrying amount or recognised as a separate asset, as appropriate, only when it is probable that future economic benefits associated with the item will flow to Council and the cost of the item can be measured reliably. All other repairs and maintenance are charged to the Income Statement during the financial period in which they are incurred.

When infrastructure, property, plant and equipment are acquired by Council at significantly below fair value, the assets are initially recognised at their fair value at acquisition date.

#### Useful lives of IPPE

Land is not depreciated. Depreciation on other assets is calculated using the straight-line method to allocate their cost, net of their residual values, over their estimated useful lives as follows:

<b>Plant and equipment</b>	<b>Years</b>	<b>Other equipment</b>	<b>Years</b>
Office equipment	4 to 10	Playground equipment	5 to 15
Office furniture	10 to 20	Benches, seats etc.	10 to 20
Vehicles	5 to 8	Park Structures - Masonry	50 to 100
Heavy plant/road making equipment	5 to 8	Park Structures - Other Construction	20 to 40
Other plant and equipment	5 to 15		
		<b>Buildings</b>	
		Buildings - Masonry	50 to 100
		Buildings - Other	20 to 40
<b>Transportation assets</b>		<b>Stormwater Drainage</b>	
Sealed roads: surface	15 - 40	Drains	60 to 100
Sealed roads: structure	75 - 200		
Bridge: concrete	100		
Bridge: other	100		
Kerb, gutter and footpaths	80		
		<b>Other Assets</b>	
		Library Books	5 to 15
		Artworks	indefinite

The assets' residual values and useful lives are reviewed, and adjusted if appropriate, at each reporting date.

Gains and losses on disposals are determined by comparing proceeds with carrying amount. These are included in the Income Statement.

#### Capitalisation Thresholds

All items of infrastructure, property, plant and equipment are capitalised with the exception where the cost of acquisition is as follows:

<b>Office Furniture</b>	< \$5,000
<b>Office Equipment</b>	< \$5,000
<b>Other Plant and Equipment</b>	< \$5,000

## C1-6 Infrastructure, property, plant and equipment (continued)

---

### Land under roads

Land under roads is land under roadways and road reserves including land under footpaths, nature strips and median strips.

Council has elected not to recognise land under roads acquired before 1 July 2008. Land under roads acquired after 1 July 2008 is recognised in accordance with the IPPE accounting policy.

### Crown reserves

Crown reserves under Council's care and control are recognised as assets of the Council. While ownership of the reserves remains with the Crown, Council retains operational control of the reserves and is responsible for their maintenance and use in accordance with the specific purposes to which the reserves are dedicated.

Where the Crown reserves are under a lease arrangement they are accounted for under AASB 16 *Leases*, refer to Note C2-1.

Improvements on Crown reserves are also recorded as assets, while maintenance costs incurred by Council and revenues relating to the reserves are recognised within Council's Income Statement.

### Rural Fire Service assets

Under Section 119 of the *Rural Fire Services Act 1997 (NSW)*, "all firefighting equipment purchased or constructed wholly or from money to the credit of the Fund is to be vested in the council of the area for or on behalf of which the firefighting equipment has been purchased or constructed".

Council has assessed that it does not control any Rural Fire Services plant and equipment. As a result, these assets and any associated depreciation expenses and non-cash contribution income are not included within these financial statements.

## C1-7 Investment properties

### Owned investment property

<b>\$ '000</b>	<b>2023</b>	<b>2022</b>
<b>At fair value</b>		
Opening balance at 1 July	<b>6,155</b>	5,835
Net gain/(loss) from fair value adjustments	<b>165</b>	320
<b>Closing balance at 30 June</b>	<b>6,320</b>	<b>6,155</b>

### Accounting policy

Investment property, principally comprising freehold office buildings, is held for long-term rental yields and is not occupied by the Council. Changes in fair values are recorded in the Income Statement as part of other income.

## C2 Leasing activities

### C2-1 Council as a lessee

---

Council has leases over a range of assets including land and buildings, vehicles, machinery and IT equipment. Information relating to the leases in place and associated balances and transactions is provided below.

#### Buildings

Council leases a building in Dee Why for the purpose of providing long day care. The lease expires in 2032.

The building lease contains an annual pricing mechanism based on CPI movements at each anniversary of the lease inception.

#### Office and IT equipment

Leases for office and IT equipment are generally for low value assets, except for significant items such as the photocopiers/printers used for large scale printing. The right of use asset leases for this category expired during the year and are now short term leases on either a month to month or annual basis. Therefore all leases for office and IT equipment are now either low value or short term.

#### Plant & Equipment

Council's waste collection service is under a lease with an external party. The lease is for 10 years starting on the 1st July 2019 and contains the dedicated use of specific vehicles allocated to the collection service. These vehicles comprise 40 large Dennis Eagle trucks and 4 smaller Hino hybrid trucks for difficult access areas. Council determines the customisation of these vehicles, and receives all the economic benefit of these trucks being in operation. The specific nature of the vehicles renders the lessor limited in their ability to substitute these vehicles.

The lease is a combination of fixed and variable fees. The variable fees are dependent on the number of bins collected for garbage, recycling and vegetation. The bulky goods clean up fees, offshore and isolated communities waste collection, and the on-line booking fee are all fixed fees per annum. The actual right of use asset comprises the 44 trucks listed above, and the stand alone value of these trucks has been calculated using readily available data.

At each anniversary of the commencement date, the prices in the contract will be adjusted in accordance with CPI for the subsequent year. For the URM contract the variable lease payments are adjusted for CPI. However the actual lease liability which relates to the waste collection trucks only is not affected by this due to the fact that Council calculated the value of these assets as stand alone items.

Council's subsidiary Kimbriki Environmental Enterprises holds a lease for a Solar PV System. The lease commenced in July 2019 and has a duration of 120 months. The panels are installed at the Kimbriki site at 1 Kimbriki Road, Ingleside, and are expected to have a useful life of 20 years.

#### Extension options

Council includes options in the building leases to provide flexibility and certainty to Council operations and reduce costs of moving premises; and the extension options are at Council's discretion.

At commencement date and each subsequent reporting date, Council assesses where it is reasonably certain that the extension options will be exercised.

## C2-1 Council as a lessee (continued)

### (a) Right of use assets

\$ '000	Plant & Equipment	Buildings	Office and IT Equipment	Total
<b>2023</b>				
Opening balance at 1 July	8,540	542	28	9,110
Depreciation charge	(1,217)	(54)	(28)	(1,299)
<b>Balance at 30 June</b>	<b>7,323</b>	<b>488</b>	<b>–</b>	<b>7,811</b>
<b>2022</b>				
Opening balance at 1 July	9,767	596	112	10,475
Depreciation charge	(1,227)	(54)	(85)	(1,366)
Adjustments due to re-measurement of lease liability	–	–	1	1
<b>Balance at 30 June</b>	<b>8,540</b>	<b>542</b>	<b>28</b>	<b>9,110</b>

### (b) Lease liabilities

\$ '000	2023 Current	2023 Non-current	2022 Current	2022 Non-current
Lease liabilities	1,241	6,996	1,238	8,237
<b>Total lease liabilities</b>	<b>1,241</b>	<b>6,996</b>	<b>1,238</b>	<b>8,237</b>

### (c) (i) The maturity analysis

The maturity analysis of lease liabilities based on contractual undiscounted cash flows is shown in the table below:

\$ '000	< 1 year	1 – 5 years	> 5 years	Total	Total per Statement of Financial Position
<b>2023</b>					
Cash flows	1,457	5,849	1,598	8,904	8,237
<b>2022</b>					
Cash flows	1,489	5,840	3,134	10,463	9,475

### (d) Income Statement

The amounts recognised in the Income Statement relating to leases where Council is a lessee are shown below:

\$ '000	2023	2022
Interest on lease liabilities	251	288
Variable lease payments based on usage not included in the measurement of lease liabilities	17,270	16,526
Depreciation of right of use assets	1,299	1,366
Expenses relating to low-value leases	273	206
	<b>19,093</b>	<b>18,386</b>

## C2-1 Council as a lessee (continued)

\$ '000	2023	2022
<b>(e) Statement of Cash Flows</b>		
Total cash outflow for leases	(1,489)	(1,558)
	<b>(1,489)</b>	<b>(1,558)</b>

## (f) Leases at significantly below market value – concessionary / peppercorn leases

Council has a number of leases at significantly below market for land and buildings which are used for:

### i) Council as lessee:

- Beacon Hill playing fields
- Warringah Mall library

### ii) Council as lessor:

- Surf Life Saving Clubs
- Transport for NSW B-Line Car Parks
- NSW Rural Fire Services
- The Scout Association of Australia
- Sports Clubs
- Commonwealth of Australia
- Marine Rescue NSW
- Police Citizens Youth Clubs NSW
- The Uniting Church in Australia Property Trust

The leases are generally between 10 and 20 years and require payments of a maximum amount of \$100 per annum. The use of the right-to-use asset is restricted by the lessors to specified community services which Council must provide and these services are detailed in the leases.

Council does not believe that any of the leases in place are individually material from a statement of financial position or performance perspective.

## Accounting policy

At inception of a contract, Council assesses whether a lease exists – i.e. does the contract convey the right to control the use of an identified asset for a period of time in exchange for consideration?

Council has elected not to separate non-lease components from lease components for any class of asset and has accounted for payments as a single component.

At the lease commencement, Council recognises a right-of-use asset and associated lease liability for the lease term. The lease term includes extension periods where Council believes it is reasonably certain that the option will be exercised.

The right-of-use asset is measured using the cost model where cost on initial recognition comprises: the lease liability, initial direct costs, prepaid lease payments, estimated cost of removal and restoration, less any lease incentives received. The right-of-use asset is depreciated over the lease term on a straight-line basis and assessed for impairment in accordance with the impairment of asset accounting policy.

The lease liability is initially recognised at the present value of the remaining lease payments at the commencement of the lease. The discount rate is the rate implicit in the lease, however where this cannot be readily determined then the Council's incremental borrowing rate for a similar term with similar security is used.

Subsequent to initial recognition, the lease liability is measured at amortised cost using the effective interest rate method. The lease liability is re-measured when there is a lease modification, or change in estimate of the lease term or index upon which the lease payments are based (e.g. CPI).

Where the lease liability is re-measured, the right-of-use asset is adjusted to reflect the re-measurement.

## Exceptions to lease accounting

Council has applied the exceptions to lease accounting for both short-term leases (i.e. leases with a term of less than or equal to 12 months) and leases of low-value assets. Council recognises the payments associated with these leases as an expense on a straight-line basis over the lease term.



## C2-2 Council as a lessor

### Operating leases

Council leases out a number of properties and plant and equipment to community groups; these leases have been classified as operating leases for financial reporting purposes and the assets are included in the statement of financial position as:

- Investment Property - where the asset is held predominantly for rental or capital growth purposes (refer note C1-7).
- Property, Plant and Equipment - where the rental is incidental, or the asset is held to meet Councils service delivery objectives (refer note C1-6).

\$ '000	2023	2022
---------	------	------

#### (i) Assets held as investment property

Investment property operating leases relate to three buildings owned for purposes of earning investment income.

The amounts recognised in the Income Statement relating to operating leases where Council is a lessor are shown below:

Lease income (excluding variable lease payments not dependent on an index or rate)	233	246
Direct operating expenses from property that generated rental income	(50)	(20)
Direct operating expenses from property that did not generate rental income	—	—
<b>Total income relating to operating leases for investment property assets</b>	<b>183</b>	<b>226</b>

#### (ii) Assets held as property, plant and equipment

Council provides operating leases on Council buildings mainly for the purpose of road reserves and community buildings.

Lease income (excluding variable lease payments not dependent on an index or rate)	5,974	6,153
<b>Total income relating to operating leases for Council assets</b>	<b>5,974</b>	<b>6,153</b>

#### Amount of IPPE leased out by Council under operating leases

Buildings	214,749	190,041
Community & Crown Land	8,072	18,353
Operational land	874	874
<b>Total amount of IPPE leased out by Council under operating leases</b>	<b>223,695</b>	<b>209,268</b>

#### (iii) Maturity analysis of undiscounted lease payments to be received after reporting date for all operating leases:

Maturity analysis of future lease income receivable showing the undiscounted lease payments to be received after reporting date for operating leases:

< 1 year	4,694	4,936
1–2 years	3,001	3,028
2–3 years	2,407	2,599
3–4 years	2,024	2,077
4–5 years	1,911	1,712
> 5 years	20,615	18,206
<b>Total undiscounted lease payments to be received</b>	<b>34,652</b>	<b>32,558</b>

## C3 Liabilities of Council

### C3-1 Payables

\$ '000	2023 Current	2023 Non-current	2022 Current	2022 Non-current
<b>Payables</b>				
Goods and services	6,324	–	8,720	–
Accrued expenses:				
– Borrowings	90	–	141	–
– Salaries and wages	5,596	–	4,763	–
– Other expenditure accruals	11,099	–	9,190	–
Security bonds, deposits and retentions	22,133	–	19,963	–
Government departments and agencies	28	–	100	–
Prepaid rates	2,254	–	2,292	–
Other	282	100	224	150
<b>Total payables</b>	<b>47,806</b>	<b>100</b>	<b>45,393</b>	<b>150</b>
<b>Total payables</b>	<b>47,806</b>	<b>100</b>	<b>45,393</b>	<b>150</b>

#### Current payables not anticipated to be settled within the next twelve months

\$ '000	2023	2022
The following liabilities, even though classified as current, are not expected to be settled in the next 12 months.		
Payables – security bonds, deposits and retentions	13,356	13,712
<b>Total payables</b>	<b>13,356</b>	<b>13,712</b>

#### Accounting policy

Council measures all financial liabilities initially at fair value less transaction costs and subsequently financial liabilities are measured at amortised cost using the effective interest rate method.

#### Payables

Payables represent liabilities for goods and services provided to Council prior to the end of financial year that are unpaid. The amounts are unsecured and are usually paid within 30 days of recognition.

## C3-2 Contract Liabilities

\$ '000	Notes	2023 Current	2023 Non-current	2022 Current	2022 Non-current
<b>Grants and contributions received in advance:</b>					
Unexpended capital grants (to construct Council controlled assets)	(i)	13,864	2,950	18,011	2,162
Unexpended operating grants (received prior to performance obligation being satisfied)	(ii)	9,550	5,289	2,836	5,304
<b>Total grants received in advance</b>		<b>23,414</b>	<b>8,239</b>	<b>20,847</b>	<b>7,466</b>
Deposits received in advance of services provided		4,205	—	3,359	—
<b>Total user fees and charges received in advance</b>		<b>4,205</b>	<b>—</b>	<b>3,359</b>	<b>—</b>
<b>Total contract liabilities</b>		<b>27,619</b>	<b>8,239</b>	<b>24,206</b>	<b>7,466</b>

### Notes

(i) Council has received funding to construct assets including sporting facilities, bridges, libraries and other infrastructure. The funds received are under an enforceable contract which requires Council to construct an identified asset that will be under Council's control on completion. The revenue is recognised as Council constructs the asset and the contract liability reflects the funding received which cannot yet be recognised as revenue.

(ii) The contract liability relates to grants received prior to the revenue recognition criteria in AASB 15 being satisfied since the performance obligations are ongoing.

### Revenue recognised (during the financial year) from opening contract liability balances

\$ '000	2023	2022
<b>Grants and contributions received in advance:</b>		
Capital grants (to construct Council controlled assets)	5,401	12,027
Operating grants (received prior to performance obligation being satisfied)	2,522	2,135
<b>User fees and charges received in advance:</b>		
Deposits received in advance of services provided (e.g. caravan park fees, hire fees)	3,359	2,706
<b>Total revenue recognised that was included in the contract liability balance at the beginning of the period</b>	<b>11,282</b>	<b>16,868</b>

### Significant changes in contract liabilities

The contract liabilities have increased from \$31.7m in 21/22 to \$35.9m in 22/23 primarily due to the receipt of several large grants including the Warringah Recreation Centre Upgrade funds of \$1.5m and the Regional and Local Road Repair funds of \$3.3m. The increase in the contract liabilities was offset by the expenditure of several significant grants relating to the construction of Council controlled assets. This included the Currawong Cottages Restoration funds of \$1.3m and the B-Line funding of \$0.6m.

### Accounting policy

Contract liabilities are recorded when consideration is received from a customer / fund provider prior to Council transferring a good or service to the customer. Council presents the funds which exceed revenue recognised as a contract liability.

### C3-3 Borrowings

\$ '000	2023 Current	2023 Non-current	2022 Current	2022 Non-current
Loans – secured	3,340	9,185	4,770	12,538
<b>Total borrowings</b>	<b>3,340</b>	<b>9,185</b>	<b>4,770</b>	<b>12,538</b>

#### (a) Changes in liabilities arising from financing activities

\$ '000	2022		Non-cash movements			2023
	Opening Balance	Cash flows	Acquisition	Fair value changes	Other non-cash movement	Closing balance
Loans – secured	17,308	(4,782)	–	–	–	12,526
Lease liabilities (Note C2-1b)	9,475	(1,238)	–	–	–	8,237
<b>Total liabilities from financing activities</b>	<b>26,783</b>	<b>(6,020)</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>20,763</b>

\$ '000	2021		Non-cash movements			2022
	Opening Balance	Cash flows	Acquisition	Fair value changes	Other non-cash movement	Closing balance
Loans – secured	22,326	(5,018)	–	–	–	17,308
Lease liabilities (Note C2-1b)	10,743	(1,269)	–	1	–	9,475
<b>Total liabilities from financing activities</b>	<b>33,069</b>	<b>(6,287)</b>	<b>–</b>	<b>1</b>	<b>–</b>	<b>26,783</b>

#### (b) Financing arrangements

\$ '000	2023	2022
<b>Total facilities</b>		
Bank overdraft facilities <sup>1</sup>	5,500	5,500
Credit cards/purchase cards	150	150
<b>Total financing arrangements</b>	<b>5,650</b>	<b>5,650</b>

(1) The bank overdraft facility may be drawn at any time and may be terminated by the bank without notice.

#### Drawn facilities

– Credit cards/purchase cards	35	39
<b>Total drawn financing arrangements</b>	<b>35</b>	<b>39</b>

#### Undrawn facilities

– Bank overdraft facilities	5,500	5,500
– Credit cards/purchase cards	115	111
<b>Total undrawn financing arrangements</b>	<b>5,615</b>	<b>5,611</b>

#### Additional financing arrangements information

##### Breaches and defaults

During the current and prior year, there were no defaults or breaches on any of the loans.

##### Security over loans

Loans are secured over the income of Council. Lease liabilities are secured by the underlying leased assets.

### C3-3 Borrowings (continued)

---

#### **Accounting policy**

Council measures all financial liabilities initially at fair value less transaction costs and subsequently at amortised cost using the effective interest rate method.

Fees paid on the establishment of loan facilities are recognised as transaction costs of the loan to the extent that it is probable that some or all of the facility will be drawn down.

Borrowings are removed from the Statement of Financial Position when the obligation specified in the contract is discharged, cancelled or expired. The difference between the carrying amount of a financial liability that has been extinguished or transferred to another party and the consideration paid, including any non-cash assets transferred or liabilities assumed, is recognised in other income or borrowing costs.

### C3-4 Employee benefit provisions

\$ '000	2023 Current	2023 Non-current	2022 Current	2022 Non-current
Annual leave	11,857	–	12,693	–
Sick leave	237	–	283	–
Long service leave	22,346	1,843	22,326	761
Gratuities	8	–	8	–
Other leave	306	–	243	–
<b>Total employee benefit provisions</b>	<b>34,754</b>	<b>1,843</b>	<b>35,553</b>	<b>761</b>

#### Current employee benefit provisions not anticipated to be settled within the next twelve months

\$ '000	2023	2022
The following provisions, even though classified as current, are not expected to be settled in the next 12 months.		
Provisions – employees benefits <sup>1</sup>	20,284	20,852
	<b>20,284</b>	<b>20,852</b>

(1) Primarily relates to long service leave.

#### Accounting policy

Employee benefit provisions are presented as current liabilities in the Statement of Financial Position if Council does not have an unconditional right to defer settlement for at least 12 months after the reporting date, regardless of when the actual settlement is expected to occur and therefore all annual leave and vested long service leave (or that which vests within 12 months) is presented as current.

#### Short-term obligations

Liabilities for wages and salaries (including non-monetary benefits, annual leave and accumulating sick leave expected to be wholly settled within 12 months after the end of the period in which the employees render the related service) are recognised in respect of employees' services up to the end of the reporting period and are measured at the amounts expected to be paid when the liabilities are settled. The liability for annual leave and accumulating sick leave is recognised in the provision for employee benefits. All other short-term employee benefit obligations are presented as payables.

#### Other long-term employee benefit obligations

The liability for long-service leave and annual leave that is not expected to be wholly settled within 12 months after the end of the period in which the employees render the related service is recognised in the provision for employee benefits and measured as the present value of expected future payments to be made in respect of services provided by employees up to the end of the reporting period using the projected unit credit method. Consideration is given to expected future wage and salary levels, experience of employee departures, and periods of service. Expected future payments are discounted using market yields at the end of the reporting period on national government bonds with terms to maturity and currency that match, as closely as possible, the estimated future cash outflows.

#### On-costs

The employee benefit provisions include the aggregate on-cost liabilities that will arise when payment of current employee benefits is made in future periods.

These amounts include superannuation, payroll tax (Kimbriki staff) and workers compensation expenses which will be payable upon the future payment of certain leave liabilities which employees are entitled to at the reporting period.

### C3-5 Provisions

\$ '000	2023 Current	2023 Non-Current	2022 Current	2022 Non-Current
<b>Other provisions</b>				
Self insurance – workers compensation	1,060	3,615	759	2,681
<b>Sub-total – other provisions</b>	<b>1,060</b>	<b>3,615</b>	<b>759</b>	<b>2,681</b>
<b>Asset remediation/restoration:</b>				
Asset remediation/restoration (future works)	–	41,479	–	40,723
<b>Sub-total – asset remediation/restoration</b>	<b>–</b>	<b>41,479</b>	<b>–</b>	<b>40,723</b>
<b>Total provisions</b>	<b>1,060</b>	<b>45,094</b>	<b>759</b>	<b>43,404</b>

### Description of and movements in provisions

\$ '000	Other provisions		
	Self insurance	Asset remedi- ation	Total
<b>2023</b>			
At beginning of year	3,440	40,723	44,163
Unwinding of discount	–	1,725	1,725
Additional provisions	1,939	–	1,939
Amounts used (payments)	(704)	–	(704)
Remeasurement effects	–	(969)	(969)
<b>Total other provisions at end of year</b>	<b>4,675</b>	<b>41,479</b>	<b>46,154</b>
<b>2022</b>			
At beginning of year	3,819	41,093	44,912
Unwinding of discount	–	1,509	1,509
Additional provisions	351	–	351
Amounts used (payments)	(730)	–	(730)
Remeasurement effects	–	(1,879)	(1,879)
<b>Total other provisions at end of year</b>	<b>3,440</b>	<b>40,723</b>	<b>44,163</b>

### Nature and purpose of provisions

#### Asset remediation

Asset Remediation Provisions represent the present value estimate of future costs Council will incur in order to remove, restore and remediate assets and/or activities as a result of past operations. Council is required by law to restore the present tip site at Kimbriki to passive open space at the end of its useful life. An Evaluation of Costs for Landfill Closure and Post Closure Management was prepared by Mockinya Consulting in June 2020 and has been subsequently reviewed in June 2023 to allow for the necessary updates. The projected cost of this restoration is \$142.3m based on the latest updates to the 2020 Landfill Closure and Post Closure Management Evaluation of Costs Report. The 30th June 2023 Weekly Yield Report government bond rate applicable to the discount period has been used to estimate the present value of the remediation provision. Regular, ongoing reviews of these inputs are undertaken given the current level of volatility in the economy. Costs have been escalated at an inflation rate of 2.97% and the provision has been discounted to its present value at 4.34% per annum.

#### Self-insurance

Self Insurance Provisions represent both:

- (i) Claims incurred but not reported; and
- (ii) Claims reported and estimated as a result of Council being a self insurer for Workers Compensation Claims.

Public Liability and Professional Indemnity claims are expensed as they meet the recognition criteria set out in AASB 137 *Provisions, Contingent Liabilities and Contingent Assets*.

Specific uncertainties relating to the final costs and the assumptions made in determining provisions for Self Insurance include:

- Claims Escalation of 3.500% - 4.500% per annum and Bond Yields of 3.610% - 4.515% per annum over a 12 year period;
- All monetary amounts for past Workers Compensation Claims were indexed to bring them to "standardised" values at June 2023;

### C3-5 Provisions (continued)

- Workers Compensation Claim payments projected into the future by the adopted actuarial model are in standardised values as at June 2023.

The last actuarial assessment of Workers Compensation claims was undertaken in July 2023 for the 30 June 2023 provision balance, and was performed by David A Zaman Pty Ltd, Director David Zaman, BSc, FIA, FIAA, MBA.

#### Accounting policy

Provisions are recognised when Council has a present legal or constructive obligation as a result of past events, it is probable that an outflow of resources will be required to settle the obligation, and the amount has been reliably estimated.

Where there are a number of similar obligations, the likelihood that an outflow will be required in settlement is determined by considering the class of obligations as a whole. A provision is recognised even if the likelihood of an outflow with respect to any one item included in the same class of obligations may be small.

Provisions are measured at the present value of management's best estimate of the expenditure required to settle the present obligation at the reporting date. The discount rate used to determine the present value reflects current market assessments of the time value of money and the risks specific to the liability. The increase in the provision due to the passage of time is recognised as a borrowing cost.

#### Asset remediation – tips

Close-down and restoration costs include the dismantling and demolition of infrastructure, and the removal of residual materials and remediation of disturbed areas. Estimated close-down and restoration costs are provided for in the accounting period when the obligation arising from the related disturbance occurs, whether this occurs during the development or during the operation phase, based on the net present value of estimated future costs. Council also capitalises the costs of remediation as part of the landfill assets at the date the council becomes obligated to incur them under the Cost Model method - refer Note C1-6. Provisions for close-down and restoration costs do not include any additional obligations which are expected to arise from future disturbance. The cost estimates are calculated annually during the life of the operation to reflect known developments, e.g. updated cost estimates and revisions to the estimated lives of operations, and are subject to formal review at regular intervals.

The ultimate cost of environmental remediation is uncertain and cost estimates can vary in response to many factors, including changes to the relevant legal requirements, the emergence of new restoration techniques, or experience at other locations. The expected timing of expenditure can also change, for example in response to changes in quarry reserves or production rates. As a result, there could be significant adjustments to the provision for close down and restoration and environmental clean-up, which would affect future financial results.

Other movements in the provisions for close-down and restoration costs, including those resulting from new disturbance, updated cost estimates, changes to the estimated lives of operations, and revisions to discount rates, are capitalised within infrastructure, property, plant and equipment. These costs are then depreciated over the lives of the assets to which they relate.

#### Self-insurance

Council has decided to self-insure for workers compensation for claims up to \$650,000. Claims above \$650,000 are covered by an external insurance provider. A provision for self-insurance has been made to recognise outstanding claims. Council also maintains a bank guarantee to the value of \$3,687,000; - refer to Note E3-1 (1.iii).



## C4 Reserves

### C4-1 Nature and purpose of reserves

---

#### **Infrastructure, property, plant and equipment revaluation surplus**

The infrastructure, property, plant and equipment (IPPE) revaluation surplus is used to record increments and decrements in the revaluation of infrastructure, property, plant and equipment.

## D Council structure

### D1 Interests in other entities

#### D1-1 Subsidiaries

Council's consolidated financial statements incorporate the assets, liabilities and results of the following subsidiaries in accordance with AASB 10 Consolidated Financial Statements and the accounting policy described below.

Name of Operation/Entity	Principal place of business			
Kimbriki Environmental Enterprises Pty Limited	Kimbriki Road, Ingleside, NSW			

Interests in Subsidiary	Ownership 2023	Ownership 2022	Voting rights 2023	Voting rights 2022
Council's interest in Subsidiary	96.16%	96.16%	96.16%	96.16%

#### The nature and extent of significant restrictions relating to the Subsidiary

Council is the majority shareholder in Kimbriki Environmental Enterprises Pty Limited (Company). The Company commenced operating its waste and recycling business on 1 July 2009 with a lease over the Council owned site for a period of 25 years. The one minority shareholder in the Company is Mosman Council.

The Shareholder Agreement requires that a Super Majority Consent of Shareholders (majority shareholder plus one other shareholder) be required for the following decisions:

- Any decision of the company to require the Councils to subscribe for further Shares to fund the continuing operation of the Company.
- Any decision of the shareholders in relation to any of the following matters:
  - Any lease of the Kimbriki Facility from Northern Beaches Council;
  - Any call offer in favour of Northern Beaches Council to purchase the Kimbriki Residential Properties (assuming the Company acquires them); and
  - Any Collection Contract between the Company and Northern Beaches Council

Further, an Extraordinary Majority Consent of Shareholders (majority shareholder plus two other shareholders) is required for any decision relating to:

- Constitution amendment: any amendment to the constitution documents of the Company;
- Liquidation: the liquidation of winding up of the Company;
- Capital reorganisation: any reorganisation, reclassification, reconstruction, consolidation or subdivision of the capital of the Company, including any buyback or redemption of Shares, or the creation of any different class of marketable securities in the capital of the Company;
- Significant investments: any agreement by the Company to purchase any asset, make any investment or otherwise commit to a project with a value in a single case, or any number of cases with the same vendor or other contracting party (or person associated with them) in any year with an aggregate value exceeding \$2,500,000;
- Bonus issue: the issue of any bonus shares in the capital of the Company; and
- Share offers: any issue of marketable securities in the capital of the Company, except where this agreement expressly permits otherwise.

Northern Beaches Council now holds the shares of the former Manly, Pittwater and Warringah Councils and for the purposes of the Shareholder Agreement is taken to hold the position of majority shareholder and two other shareholders.

## D1-1 Subsidiaries (continued)

### Summarised financial information for the Subsidiary

\$ '000	2023	2022
<b>Summarised statement of comprehensive income</b>		
Revenue	42,717	43,618
Expenses	(38,569)	(38,261)
<b>Profit for the period</b>	<b>4,148</b>	<b>5,357</b>
<b>Total comprehensive income</b>	<b>4,148</b>	<b>5,357</b>
Non-controlling interest share	159	206
Dividends paid to non-controlling interests	58	38
<b>Summarised statement of financial position</b>		
Current assets	27,305	32,512
Non-current assets	40,768	31,899
<b>Total assets</b>	<b>68,073</b>	<b>64,411</b>
Current liabilities	7,136	7,456
Non-current liabilities	24,341	23,006
<b>Total liabilities</b>	<b>31,477</b>	<b>30,462</b>
<b>Net assets</b>	<b>36,596</b>	<b>33,949</b>
Non-controlling interest share	1,405	1,304
<b>Summarised statement of cash flows</b>		
Cash flows from operating activities	9,636	9,926
Cash flows from investing activities	(12,865)	(2,756)
Cash flows from financing activities	(2,158)	(1,631)
<b>Net increase (decrease) in cash and cash equivalents</b>	<b>(5,387)</b>	<b>5,539</b>

### Accounting policy for subsidiaries

Subsidiaries are all entities (including structured entities) over which the Council has control. Control is established when the Council is exposed to, or has rights to variable returns from its involvement with the entity and has the ability to affect those returns through its power to direct the relevant activities of the entity.

These consolidated financial statements include the financial position and performance of controlled entities from the date on which control is obtained until the date that control is lost. Intragroup assets, liabilities, equity, income, expenses and cash flows relating to transactions between entities in the consolidated entity have been eliminated in full for the purpose of these financial statements (with the exception of this note). Appropriate adjustments have been made to a controlled entity's financial position, performance and cash flows where the accounting policies used by that entity were different from those adopted by the consolidated entity. All controlled entities have a June financial year end.

## E Risks and accounting uncertainties

### E1-1 Risks relating to financial instruments held

Council's activities expose it to a variety of financial risks including **(1)** credit risk, **(2)** liquidity risk and **(3)** interest rate risk.

The Council's overall risk management program focuses on the unpredictability of financial markets and seeks to minimise potential adverse effects on the financial performance of the Council.

Council does not engage in transactions expressed in foreign currencies and is therefore not subject to foreign currency risk.

Financial risk management is carried out by Council's finance section under policies approved by the Council.

The fair value of Council's financial assets and financial liabilities approximates their carrying amount.

The risks associated with the instruments held are:

- **Interest rate risk** – the risk that movements in interest rates could affect returns and income.
- **Liquidity risk** – the risk that Council will not be able to pay its debts as and when they fall due
- **Credit risk** – the risk that the investment counterparty will not complete their obligations particular to a financial instrument, resulting in a financial loss to Council – be it of a capital or income nature.

Council manages these risks (amongst other measures) by diversifying its portfolio and only purchasing investments with high credit ratings or capital guarantees.

Council also seeks advice from independent advisers before placing any funds in cash equivalents and investments.

#### (a) Market risk – interest rate and price risk

\$ '000	2023	2022
The impact on the result for the year and equity of a reasonably possible movement in the price of investments held and interest rates is shown below. The reasonably possible movements were determined based on historical movements and economic conditions in place at the reporting date.		
Impact of a 1% movement in interest rates		
– Equity / Income Statement	1,822	1,572
Impact of a 10% movement in price of investments		
– Equity / Income Statement	68	76

## E1-1 Risks relating to financial instruments held (continued)

### (b) Credit risk

Council's major receivables comprise (i) rates and annual charges and (ii) user charges and fees.

Council manages the credit risk associated with these receivables by monitoring outstanding debt and employing stringent debt recovery procedures. Council also encourages ratepayers to pay their rates by the due date through incentives.

The credit risk for liquid funds and other short-term financial assets is considered negligible, since the counterparties are reputable banks with high quality external credit ratings.

There are no significant concentrations of credit risk. The level of outstanding receivables is reported to Council quarterly and benchmarks are set and monitored for acceptable collection performance.

Council makes suitable provision for doubtful receivables as required, and carries out credit checks on material non-rate debtors.

There are no material receivables that have been subjected to a re-negotiation of repayment terms.

#### Credit risk profile

##### Receivables – rates and annual charges

Credit risk on rates and annual charges is minimised by the ability of Council to recover these debts as a secured charge over the land; that is, the land can be sold to recover the debt. Council is also able to charge interest on overdue rates and annual charges at higher than market rates which further encourages payment.

\$ '000	Not yet overdue	overdue rates and annual charges < 5 years	≥ 5 years	Total
<b>2023</b>				
Gross carrying amount	–	6,132	1,562	7,694
<b>2022</b>				
Gross carrying amount	–	6,069	1,517	7,586

##### Receivables - non-rates and annual charges

Council applies the simplified approach for 'non-rates and annual charges' debtors to provide for expected credit losses, which permits the use of the lifetime expected loss provision at inception. To measure the expected credit losses, 'non-rates and annual charges' debtors have been grouped based on shared credit risk characteristics and the days past due.

The loss allowance provision is determined as follows. The expected credit losses incorporate forward-looking information.

\$ '000	Not yet overdue	0 - 30 days	Overdue debts 31 - 60 days	61 - 90 days	> 91 days	Total
<b>2023</b>						
Gross carrying amount <sup>1</sup>	10,050	1,203	513	1,710	1,489	14,965
Expected loss rate (%)	0.67%	2.74%	6.63%	2.98%	33.04%	4.53%
<b>ECL provision</b>	<b>67</b>	<b>33</b>	<b>34</b>	<b>51</b>	<b>492</b>	<b>677</b>
<b>2022</b>						
Gross carrying amount <sup>1</sup>	16,440	692	316	107	1,452	19,007
Expected loss rate (%)	1.10%	3.76%	4.75%	41.12%	27.96%	3.54%
<b>ECL provision</b>	<b>181</b>	<b>26</b>	<b>15</b>	<b>44</b>	<b>406</b>	<b>672</b>

(1) 2022 has been restated due to the reclassification of clearing accounts totalling \$0.1m from cash to receivables.

## E1-1 Risks relating to financial instruments held (continued)

### (c) Liquidity risk

Payables, lease liabilities and borrowings are subject to liquidity risk; that is, the risk that insufficient funds may be on hand to meet payment obligations as and when they fall due.

Council manages this risk by monitoring its cash flow requirements and liquidity levels, and by maintaining an adequate cash buffer. Payment terms can be extended, and overdraft facilities drawn upon in extenuating circumstances.

Borrowings are also subject to interest rate risk: the risk that movements in interest rates could adversely affect funding costs. Council manages this risk through diversification of borrowing types, maturities and interest rate structures.

The finance team regularly reviews interest rate movements to determine if it would be advantageous to refinance or renegotiate part or all of the loan portfolio.

The timing of cash flows presented in the table below to settle financial liabilities reflects the earliest contractual settlement dates, with the exception of the planned refinancing of two loans for a further ten years (for which the residuals on maturity are \$2.5m by June 2024, and \$2.4m by June 2025). For other loans, the timing of expected outflows is not expected to be materially different from contracted cashflows.

The amounts disclosed in the table are the undiscounted contracted cash flows for non-lease liabilities (refer to Note C2-1(c) for lease liabilities) and therefore the balances in the table may not equal the balances in the Statement of Financial Position due to the effect of discounting.

\$ '000	Weighted average interest rate	Subject to no maturity	≤ 1 Year	payable in: 1 - 5 Years	> 5 Years	Total cash outflows	Actual carrying values
<b>2023</b>							
Payables	0.00%	22,133	25,673	100	–	47,906	47,906
Borrowings	5.91%	–	3,340	5,584	3,601	12,525	12,525
<b>Total financial liabilities</b>		<b>22,133</b>	<b>29,013</b>	<b>5,684</b>	<b>3,601</b>	<b>60,431</b>	<b>60,431</b>
<b>2022</b>							
Payables	0.00%	19,963	25,430	150	–	45,543	45,543
Borrowings	4.99%	–	4,770	8,056	4,482	17,308	17,308
<b>Total financial liabilities</b>		<b>19,963</b>	<b>30,200</b>	<b>8,206</b>	<b>4,482</b>	<b>62,851</b>	<b>62,851</b>

### Loan agreement breaches

There were no breaches to loan agreements during the reporting year.

## E2-1 Fair value measurement

The Council measures the following asset and liability classes at fair value on a recurring basis:

- infrastructure, property, plant and equipment
- investment property
- financial assets and liabilities

During the reporting period Council will measure non-current assets classified as held for sale at fair value on a non-recurring basis if their carrying amount is higher than their fair value and therefore the assets need to be written down to fair value. They are measured at the lower of their carrying amount and fair value less costs to sell. During the current reporting period, there were no assets measured at fair value on a non-recurring basis.

The fair value of assets and liabilities must be estimated in accordance with various accounting standards for either recognition and measurement requirements or for disclosure purposes. AASB 13 *Fair Value Measurement* requires all assets and liabilities measured at fair value to be assigned to a 'level' in the fair value hierarchy as follows:

**Level 1:** Unadjusted quoted prices in active markets for identical assets or liabilities that the entity can access at the measurement date.

**Level 2:** Inputs other than quoted prices included within level 1 that are observable for the asset or liability, either directly or indirectly.

**Level 3:** Inputs for the asset or liability that are not based on observable market data (unobservable inputs).

		Fair value measurement hierarchy					
		Level 2 Significant observable inputs		Level 3 Significant unobservable inputs		Total	
\$ '000	Notes	2023	2022	2023	2022	2023	2022
Recurring fair value measurements							
Financial assets							
At fair value through profit or loss	C1-2	678	760	—	—	678	760
Total financial assets		678	760	—	—	678	760
Investment property							
Commercial Office and Retail	C1-7	6,320	6,155	—	—	6,320	6,155
Total investment property		6,320	6,155	—	—	6,320	6,155
Infrastructure, property, plant and equipment							
Plant & Equipment	C1-6	—	—	20,777	23,465	20,777	23,465
Office Equipment		—	—	4,652	3,781	4,652	3,781
Furniture & Fittings		—	—	601	743	601	743
Operational Land		402,817	401,276	—	—	402,817	401,276
Community & Crown Land		—	—	2,083,297	2,116,343	2,083,297	2,116,343
Land Under Roads		—	—	759	725	759	725
Land Improvements - Depreciable		—	—	10,899	13,457	10,899	13,457
Buildings		—	—	581,269	532,329	581,269	532,329
Roads Sealed		—	—	531,800	497,997	531,800	497,997
Roads Unsealed		—	—	1,873	1,656	1,873	1,656
Other Road Assets		—	—	244,193	226,343	244,193	226,343
Bridges		—	—	13,560	11,199	13,560	11,199
Footpaths		—	—	127,208	113,433	127,208	113,433
Drainage Infrastructure		—	—	910,950	854,997	910,950	854,997
Swimming Pools		—	—	39,303	24,946	39,303	24,946
Other Open Space/Recreational Assets		—	—	140,585	124,654	140,585	124,654
Other Infrastructure		—	—	227,543	197,908	227,543	197,908
Library Books		—	—	2,904	3,342	2,904	3,342
Other		—	—	5,337	5,325	5,337	5,325
Remediation asset		—	—	19,079	20,812	19,079	20,812

## E2-1 Fair value measurement (continued)

Fair value measurement hierarchy							
\$ '000	Notes	Level 2 Significant observable inputs		Level 3 Significant unobservable inputs		Total	
		2023	2022	2023	2022	2023	2022
<b>Total infrastructure, property, plant and equipment</b>		<b>402,817</b>	<b>401,276</b>	<b>4,966,589</b>	<b>4,773,455</b>	<b>5,369,406</b>	<b>5,174,731</b>

### Valuation techniques

#### Level 2 measurements

The following table summarises the quantitative information relating to the significant unobservable inputs used in deriving the various level 2 asset class fair values.

\$ '000	Fair value (30/6/23)	Valuation technique/s	Unobservable inputs
Investments - at fair value through profit or loss	678	Indicative market valuation advice from an independent external investment advisor	Weighted average life of the security, any current trading activity, information on credit quality, relevant economic and market information and information received from the Trustee in relation to these securities
Investment properties	6,320	Direct market comparison approach by independent qualified expert	Price per square metre, direct comparison to sales evidence, zoning, location, land area and configuration, planning controls
Operational Land	402,817	Direct market comparison approach by independent qualified expert	Price per square metre, direct comparison to sales evidence, zoning, location, land area and configuration, planning controls



## E2-1 Fair value measurement (continued)

### Fair value measurements using significant unobservable inputs (level 3)

#### b. Significant unobservable valuation inputs used (for level 3 asset classes) and their relationship to fair value.

The following table summarises the quantitative information relating to the significant unobservable inputs used in deriving the various level 3 asset class fair values.

<b>\$ '000</b>	<b>Fair value 2023</b>	<b>Valuation technique/s</b>	<b>Unobservable inputs</b>
<b>Infrastructure, property, plant and equipment</b>			
Plant & Equipment, Office Equipment, Furniture & Fittings, Library Books and Other Assets	34,271	Depreciated historical cost assessed as fair value	Asset condition and remaining useful life
Community Land and Crown Land	2,083,297	Land values obtained from the NSW Valuer-General with internal assessment for reasonableness of VG value with adjustments where required.	VG value (price per square metre)
Land Under Roads	759	Average municipal rate, determined by the NSW Valuer-General, after applying 90% discount to reflect restricted nature of asset	VG value (price per square metre)
Land Improvements - Depreciable	10,899	Replacement cost used to approximate fair value	Asset condition and remaining useful life
Buildings	581,269	Replacement cost used to approximate fair value	Asset condition and remaining useful life
Roads Sealed	531,800	Unit rates per m2 and length	Asset condition and remaining useful life
Roads Unsealed	1,873	Unit rates per m2 and length	Asset condition and remaining useful life
Roads Other Assets	244,193	Unit rates per m2 and length	Asset condition and remaining useful life
Bridges	13,560	Replacement cost used to approximate fair value	Asset condition and remaining useful life
Footpaths	127,208	Unit rates per m2 and length	Asset condition and remaining useful life
Drainage Infrastructure	910,950	Unit rates per m2 and length	Asset condition and remaining useful life
Swimming Pools	39,303	Replacement cost used to approximate fair value	Asset condition and remaining useful life
Other Open Space/Recreational Assets	140,585	Replacement cost used to approximate fair value	Asset condition and remaining useful life
Other Infrastructure	227,543	Replacement cost used to approximate fair value	Asset condition and remaining useful life

## E2-1 Fair value measurement (continued)

<b>\$ '000</b>	<b>Fair value 2023</b>	<b>Valuation technique/s</b>	<b>Unobservable inputs</b>
Asset Remediation	19,079	Cost model applied using Landfill Closure and Post Closure Report and Cost Estimate prepared by independent expert	Remaining life of site, pattern of consumption and potential latent conditions

A reconciliation of the movements in recurring fair value measurements allocated to Level 3 of the hierarchy is provided below:

<b>\$ '000</b>	<b>Total IPP&amp;E</b>	
	<b>2023</b>	<b>2022</b>
<b>Opening balance</b>	<b>4,773,455</b>	4,642,338
<b>Total gains or losses for the period</b>		
Recognised in profit or loss – realised (refer to Note B4-1)	<b>112</b>	(276)
<b>Other movements</b>		
Purchases	<b>81,233</b>	64,836
Sales	<b>(2,155)</b>	(2,324)
Depreciation and impairment	<b>(45,521)</b>	(44,142)
Other Movements	<b>22</b>	2,545
Revaluations	<b>159,443</b>	110,478
<b>Closing balance</b>	<b>4,966,589</b>	4,773,455

## E3-1 Contingencies

The following assets and liabilities do not qualify for recognition in the Statement of Financial Position, but their knowledge and disclosure is considered relevant to the users of Council's financial report.

### LIABILITIES NOT RECOGNISED

#### 1. Guarantees

##### (i) Defined benefit superannuation contribution plans

Council is party to an Industry Defined Benefit Plan under the Local Government Superannuation Scheme, named The Local Government Superannuation Scheme – Pool B (the Scheme) which is a defined benefit plan that has been deemed to be a "multi-employer fund" for purposes of AASB 119 *Employee Benefits*. Sufficient information is not available to account for the Scheme as a defined benefit plan in accordance with AASB 119 because the assets to the Scheme are pooled together for all Councils. Further information is provided under d) below.

##### a) **Description of the funding arrangements, including the method used to determine Council's rate of contributions and any minimum funding requirements.**

Pooled Employers are required to pay future service employer contributions and past service employer contributions to the Fund. The future service employer contributions were determined using the new entrant rate method under which a contribution rate sufficient to fund the total benefits over the working life-time of a typical new entrant is calculated. The current standard employer contribution rates are 1.9 times employee contributions.

The past service contribution for each Pooled Employer is a share of the total past service contributions of \$20.0m per annum for 1 January 2022 to 31 December 2024, apportioned according to each employer's share of the accrued liabilities as at 30 June 2022. These past service contributions are used to maintain the adequacy of the funding position for the accrued liabilities. The adequacy of contributions is assessed at each triennial actuarial investigation and monitored annually between triennials.

##### b) **Description of the extent to which Council can be liable to the plan for other entities' obligations under the terms and conditions of the multi-employer plan.**

Each sponsoring employer is exposed to the actuarial risks associated with current and former employees of other sponsoring employers and hence shares in the associated gains and losses.

However, there is no relief under the Fund's trust deed for employers to walk away from their defined benefit obligations. Under limited circumstances, an employer may withdraw from the plan when there are no active members, on full payment of outstanding additional contributions. There is no provision for allocation of any surplus which may be present at the date of withdrawal of the entity.

##### c) **Description of any agreed allocation of a deficit or surplus on:**

- i) Wind-up of the plan  
There are no specific provisions under the Fund's trust deed dealing with deficits or surplus on wind-up.
- ii) Council's withdrawal from the plan  
There is no provision for allocation of any surplus which may be present at the date of withdrawal of an employer.

##### d) **Additional information under paragraph 34 of AASB 119**

- i) The plan is a defined benefit plan
- ii) The reasons why sufficient information is not available to enable the Council to account for the plan as a defined benefit plan is as follows:
  1. Assets are not segregated within the sub-group according to the employees of each sponsoring employer;
  2. The contribution rates have been the same for all sponsoring employers. That is, contribution rates have not varied for each sponsoring employer according to the experience relating to the employees of that sponsoring employer;
  3. Benefits for employees of all sponsoring employers are determined according to the same formulae and without regard to the sponsoring employer; and
  4. The same actuarial assumptions are currently used in respect of the employees of each sponsoring employer.

## E3-1 Contingencies (continued)

Given the factors set out above, each sponsoring employer is exposed to the actuarial risks associated with current and former employees of other sponsoring employers and hence shares in the associated gains and losses (to the extent that they are not borne by members). As such we do not believe that there is sufficient reliable information to allow each sponsoring employer to account for its proportionate share of the defined benefit obligation, sub-group assets and costs associated with the sub-group in the same way as it would for a single employer sponsored defined benefit plan.

- iii) The expected contribution for the next annual reporting period is \$835,652.
- iv) Information about any deficit or surplus in the plan that may affect the amount of future contributions, including the basis used to determine that deficit or surplus and the implications, if any, for the entity.

The estimated employer reserves financial position for the Pooled Employers at 30 June 2023 is:

Employer reserves only*	\$millions	Asset Coverage
Assets	2,290.90	
Past Service Liabilities	2,236.10	102.40%
Vested Benefits	2,253.60	101.70%

\*excluding member accounts and reserves in both assets and liabilities

The key economic long term assumptions used to calculate the present value of accrued benefits are:

Investment return	6.0% per annum
Salary inflation	3.5% per annum
Increase in CPI	6.0% for FY22/23
	2.5% per annum thereafter

The contribution requirements may vary from the current rates if the overall sub-group experience is not in line with the actuarial assumptions in determining the funding program; however, any adjustment to the funding program would be the same for all sponsoring employers in the Pooled Employers group. The estimated employer reserves financial position above is a preliminary calculation, and once all the relevant information has been received by the Funds Actuary, the final end of year review will be completed by December 2023.

- v) An indication of the level of participation of Council in the plan compared with other participating entities.

Council's additional lump sum contribution per annum of \$523,916 as a percentage of the total past service contributions of all Pooled Employers (of \$20.0m for each year from 1 January 2022 to 31 December 2024) is 2.62% which provides an indication of the level of participation of Northern Beaches Council compared with other employers in the Pooled Employer subgroup.

### (ii) Statewide Limited

Council is a member of Statewide Mutual, a mutual pool scheme providing liability insurance to local government.

Membership includes the potential to share in either the net assets or liabilities of the fund depending on its past performance. Council's share of the net assets or liabilities reflects Council's contributions to the pool and the result of insurance claims within each of the fund years.

The future realisation and finalisation of claims incurred but not reported to 30 June this year may result in future liabilities or benefits as a result of past events that Council will be required to fund or share in respectively.

### (iii) Workers Compensation

Council has decided to self-insure for workers compensation for claims up to \$650,000. Claims above \$650,000 are covered by an external insurance provider. Council provides bank guarantees to the value of \$3,687,000 to secure its self-insurance licence for workers compensation. The guarantee is provided to the State Insurance Regulatory Authority.

## E3-1 Contingencies (continued)

### (iv) Other guarantees

Kimbriki Environmental Enterprises Pty Ltd has provided a bank guarantee in the amount of \$1,000,000 to the Environmental Protection Authority as a condition to the granting of a licence to operate a dry waste facility. The amount may be drawn down by the authority if licence conditions are not met. It is not expected that this amount will be drawn down.

Council has provided two bank guarantees totalling \$904,085 to Sydney Water in relation to on-going capital work projects as security against damage to their nearby assets. It is not expected that this amount will be drawn down.

### 2. Other liabilities

#### (i) Third party claims

The Council is involved from time to time in various claims incidental to the ordinary course of business including claims for damages relating to its services.

Council believes that it is appropriately covered for all claims through its insurance coverage. It is further believed that the insurance coverage in place is at a level which will be able to accommodate any potential future material liabilities should such matters arise.

#### (ii) S7.11 and S7.12 Plans

Council has significant obligations to provide Section 7.11 and Section 7.12 infrastructure. It is possible that funds contributed may be less than the cost of this infrastructure requiring Council to borrow or use general revenue to fund the difference. (Refer Note G-3).

#### (iii) Legal Expenses

Council, the Sydney North Planning Panel and the Northern Beaches Local Planning Panel are ordinarily the planning consent authorities for the Northern Beaches local government area under the Environmental Planning & Assessment Act 1979. Pursuant to that Act, certain persons dissatisfied by a planning decision of the Council or the panels may appeal to the Land & Environment Court. In relation to a determination by a panel, Council is to be the respondent to the appeal but is subject to the control and direction of the panel in connection with the conduct of the appeal. The Act also provides an entitlement for any person to commence proceedings to remedy or restrain a breach of the Act in civil enforcement and judicial review proceedings. It is the Court's normal practice in Class 1 proceedings that parties bear their own legal costs. In Class 4 (or judicial review) proceedings, costs usually follow the event.

At 30 June 2023, Council was party to 27 Class 1 appeals and 3 Class 4 appeals in the Land & Environment Court. In addition Council is a party to a matter in the Supreme Court of NSW and a matter in the NSW Court of Appeal. All known costs have been recognised, however the amount of further costs cannot be known until the appeals are determined.

Council is involved in other litigation (including civil liability proceedings and Local Court prosecutions). Whilst these matters are ordinarily unlikely to cost Council in excess of \$100,000 individually, the situation will depend on the circumstances of the specific proceedings and the amount of further costs cannot be known until these proceedings are concluded.

#### (iv) Potential land acquisitions due to planning restrictions imposed by Council

Council has classified a number of privately owned land parcels as local open space or bushland.

As a result, Council may be required to purchase the land in accordance with the provisions of the Land Acquisition (Just Terms Compensation) Act 1991.

At reporting date, reliable estimates as to the value of any potential liability (and subsequent land asset) from such potential acquisitions has not been possible.

## ASSETS NOT RECOGNISED

### (i) Infringement notices/fines

Fines and penalty income, the result of Council issuing infringement notices is followed up and collected by the Infringement Processing Bureau.

Council's revenue recognition policy for such income is to account for it as revenue on receipt.

Accordingly, at year end, there is a potential asset due to Council representing issued but unpaid infringement notices.

### E3-1 Contingencies (continued)

---

Due to the limited information available on the status, value and duration of outstanding notices, Council is unable to determine the value of outstanding income.

**(ii) Storm Damage Assistance**

Council experienced major storm events in December 2021, February, March and June 2022. Ongoing cleanup and remediation works were carried out in the 2023 financial year. Council is seeking Natural Disaster Relief funding through the Commonwealth and State Government arrangement. Claims from previous financial years are also under assessment for funding.

## F People and relationships

### F1 Related party disclosures

#### F1-1 Key management personnel (KMP)

Key management personnel (KMP) of the council are those persons having the authority and responsibility for planning, directing and controlling the activities of the council, directly or indirectly. KMP roles comprise 15 Councillors including the Mayor, one Chief Executive Officer, six Directors, and one Public Officer.

The aggregate amount of KMP compensation included in the Income Statement is:

\$ '000	2023	2022
<b>Compensation:</b>		
Short-term benefits	3,513	3,526
Post-employment benefits	253	193
Other long-term benefits	114	156
<b>Total</b>	<b>3,880</b>	<b>3,875</b>

#### Other transactions with KMP and their related parties

Council has determined that transactions at arm's length between KMP and Council as part of Council delivering a public service objective (e.g. access to library or Council swimming pool by KMP) will not be disclosed.

During the financial years 2023 and 2022 there were no other transactions with KMP and their related parties.

#### F1-2 Councillor and Mayoral fees and associated expenses

\$ '000	2023	2022
The aggregate amount of Councillor and Mayoral fees and associated expenses are included in materials and services expenses in the Income Statement. These expenses, also included in the KMP compensation table above, are:		
Mayoral fee <sup>1</sup>	102	90
Councillors' fees <sup>1</sup>	522	465
Other Councillors' expenses (including Mayor) <sup>2</sup>	178	136
<b>Total</b>	<b>802</b>	<b>691</b>

(1) 2023 fees now include superannuation.

(2) 2023 increased due to the return of training and conference opportunities which had been lower in the prior year due to COVID restrictions.

Northern Beaches Council | Notes to the Financial Statements 30 June 2023

### F1-3 Other related parties

<i>\$ '000</i>	<i>Transactions during the year</i>	<i>Outstanding balances including commitments</i>	<i>Terms and conditions</i>
<b>2023</b>			
<b>Subsidiary - Kimbriki Environmental Enterprises Pty Limited</b>			
Tipping Fees	12,595	1,016	
Lease Income	3,341	97	Payable on the 1st of each month
Dividends	1,445	–	
<b>2022</b>			
<b>Subsidiary - Kimbriki Environmental Enterprises Pty Limited</b>			
Tipping Fees	13,886	1,055	
Lease Income	3,481	601	Payable on the 1st of each month
Dividends	963	–	



## F2 Other relationships

### F2-1 Audit fees

\$ '000	2023	2022
---------	------	------

During the year, the following fees were incurred for services provided by the auditor of Council.

#### Auditors of the Council - NSW Auditor-General:

##### (i) Audit and other assurance services

Audit and review of financial statements

	238	247
<b>Remuneration for audit and other assurance services</b>	<b>238</b>	<b>247</b>

## G Other matters

### G1-1 Statement of Cash Flows information

#### (a) Reconciliation of net operating result to cash provided from operating activities

\$ '000	2023	2022
<b>Net operating result from Income Statement</b>	<b>51,693</b>	61,630
<b>Add / (less) non-cash items:</b>		
Depreciation and amortisation	46,821	45,508
(Gain) / loss on disposal of assets	(167)	(960)
Non-cash capital grants and contributions	(844)	–
Losses/(gains) recognised on fair value re-measurements through the P&L:		
– Investments classified as 'at fair value' or 'held for trading'	(20)	(17)
– Investment property	(165)	(320)
Unwinding of discount rates on reinstatement provisions	1,725	1,509
<b>Movements in operating assets and liabilities and other cash items:</b>		
(Increase) / decrease of receivables	3,934	(8,884)
Increase / (decrease) in provision for doubtful debts	8	21
(Increase) / decrease of inventories	25	(19)
(Increase) / decrease in other assets	(389)	(947)
Increase / (decrease) in payables	(2,396)	599
Increase / (decrease) in accrued interest payable	(51)	(27)
Increase / (decrease) in other accrued expenses payable	2,742	(1,462)
Increase / (decrease) in other liabilities	3,038	1,627
Increase / (decrease) in contract liabilities	4,186	(4,689)
Increase / (decrease) in employee leave entitlements	283	(3,162)
Increase / (decrease) in other provisions	266	(379)
<b>Net cash flows from operating activities</b>	<b>110,689</b>	90,028

#### (b) Non-cash investing and financing activities

Non Cash Contributions - Land and Infrastructure	844	–
<b>Total non-cash investing and financing activities</b>	<b>844</b>	–

## G2-1 Commitments

### Capital commitments (exclusive of GST)

<b>\$ '000</b>	<b>2023</b>	<b>2022</b>
----------------	-------------	-------------

Capital expenditure committed for at the reporting date but not recognised in the financial statements as liabilities:

#### Property, plant and equipment

Land and Buildings	<b>2,203</b>	4,493
Plant and equipment	<b>107</b>	899
Other	<b>11</b>	191
Infrastructure	<b>14,049</b>	11,944
<b>Total commitments</b>	<b>16,370</b>	17,527

#### Details of capital commitments

Contractual commitments for capital works currently being undertaken.

Northern Beaches Council | Notes to the Financial Statements 30 June 2023

### G3 Statement of developer contributions as at 30 June 2023

#### G3-1 Summary of developer contributions

\$ '000	Opening balance at 1 July 2022	Contributions received during the year			Interest and investment income earned	Amounts expended	Internal borrowings	Held as restricted asset at 30 June 2023	Cumulative balance of internal borrowings (to)/from
		Cash	Non-cash Land	Non-cash Other					
Drainage	7,342	701	834	–	265	(1,289)	–	7,853	–
Roads	(4,177)	856	–	–	(132)	(56)	–	(3,509)	–
Open space	4,244	805	–	–	153	(244)	–	4,958	–
Community facilities	8,438	442	–	–	301	–	–	9,181	–
Other	1,008	42	–	–	35	(31)	–	1,054	–
Local Infrastructure (Repealed Plan) <sup>1</sup>	2,180	560	–	–	71	(1,632)	–	1,179	–
<b>S7.11 contributions – under a plan</b>	<b>19,035</b>	<b>3,406</b>	<b>834</b>	<b>–</b>	<b>693</b>	<b>(3,252)</b>	<b>–</b>	<b>20,716</b>	<b>–</b>
<b>S7.12 levies – under a plan</b>	<b>16,534</b>	<b>10,076</b>	<b>–</b>	<b>–</b>	<b>713</b>	<b>(5,325)</b>	<b>–</b>	<b>21,998</b>	<b>–</b>
<b>Total S7.11 and S7.12 revenue under plans</b>	<b>35,569</b>	<b>13,482</b>	<b>834</b>	<b>–</b>	<b>1,406</b>	<b>(8,577)</b>	<b>–</b>	<b>42,714</b>	<b>–</b>
S7.11 not under plans	88	–	–	–	–	(16)	–	72	–
S7.4 planning agreements	872	343	1	6	26	(516)	–	732	–
Less: Land	(72)	–	–	–	–	–	–	(72)	–
<b>Total contributions</b>	<b>36,457</b>	<b>13,825</b>	<b>835</b>	<b>6</b>	<b>1,432</b>	<b>(9,109)</b>	<b>–</b>	<b>43,446</b>	<b>–</b>

(1) Local Infrastructure (Repealed Plan) - Funds in repealed contribution plans have been pooled in accordance with Council resolutions on 25/6/19 and 27/4/21.

Northern Beaches Council | Notes to the Financial Statements 30 June 2023

### G3-2 Developer contributions by plan

	Opening balance at 1 July 2022	Contributions received during the year			Interest and investment income earned	Amounts expended	Internal borrowings	Held as restricted asset at 30 June 2023	Cumulative balance of internal borrowings (to)/from
\$ '000		Cash	Non-cash Land	Non-cash Other					
<b>Former Manly Council - Residential, Commercial, Tourist, Other</b>									
Local Infrastructure (Repealed Plan)	1,361	355	–	–	41	(1,028)	–	729	–
<b>Total</b>	<b>1,361</b>	<b>355</b>	<b>–</b>	<b>–</b>	<b>41</b>	<b>(1,028)</b>	<b>–</b>	<b>729</b>	<b>–</b>
<b>Former Manly Council - Parking</b>									
Local Infrastructure (Repealed Plan)	818	205	–	–	30	(603)	–	450	–
<b>Total</b>	<b>818</b>	<b>205</b>	<b>–</b>	<b>–</b>	<b>30</b>	<b>(603)</b>	<b>–</b>	<b>450</b>	<b>–</b>
<b>Former Pittwater Council - Open Space, Public Library Services, Community Service Facilities, Village Streetscape</b>									
Local Infrastructure (Repealed Plan)	1	–	–	–	–	(1)	–	–	–
<b>Total</b>	<b>1</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>(1)</b>	<b>–</b>	<b>–</b>	<b>–</b>
<b>Former Pittwater Council - Contribution Plan - Warriewood Valley and Material Public Works</b>									
Drainage	7,342	701	834	–	265	(1,289)	–	7,853	–
Roads	(4,177)	856	–	–	(132)	(56)	–	(3,509)	–
Open space	4,244	805	–	–	153	(244)	–	4,958	–
Community facilities	8,438	442	–	–	301	–	–	9,181	–
Other	(355)	42	–	–	(12)	(24)	–	(349)	–
<b>Total</b>	<b>15,492</b>	<b>2,846</b>	<b>834</b>	<b>–</b>	<b>575</b>	<b>(1,613)</b>	<b>–</b>	<b>18,134</b>	<b>–</b>
<b>Dee Why Town Centre Contributions Plan</b>									
Other	1,363	–	–	–	47	(7)	–	1,403	–
<b>Total</b>	<b>1,363</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>47</b>	<b>(7)</b>	<b>–</b>	<b>1,403</b>	<b>–</b>

### S7.12 Levies – under a plan

<b>Former Warringah Council - s7.12 contribution plan</b>									
Local Infrastructure (Repealed Plan)	5,293	1,255	-	-	206	(494)	-	6,260	-
<b>Total</b>	<b>5,293</b>	<b>1,255</b>	<b>-</b>	<b>-</b>	<b>206</b>	<b>(494)</b>	<b>-</b>	<b>6,260</b>	<b>-</b>
<b>Northern Beaches Council - s7.12 contribution plan</b>									
Other	11,241	8,821	-	-	507	(4,831)	-	15,738	-
<b>Total</b>	<b>11,241</b>	<b>8,821</b>	<b>-</b>	<b>-</b>	<b>507</b>	<b>(4,831)</b>	<b>-</b>	<b>15,738</b>	<b>-</b>

Northern Beaches Council | Notes to the Financial Statements 30 June 2023

### G3-3 Contributions not under plans

	Opening balance at 1 July 2022	Contributions received during the year			Interest and investment income earned	Amounts expended	Internal borrowings	Held as restricted asset at 30 June 2023	Cumulative balance of internal borrowings (to)/from
\$ '000		Cash	Non-cash Land	Non-cash Other					
Former Manly Council									
Local Infrastructure (Repealed Plan)	16	-	-	-	-	(16)	-	-	-
Total	16	-	-	-	-	(16)	-	-	-
Former Warringah Council									
Land	72	-	-	-	-	-	-	72	-
Total	72	-	-	-	-	-	-	72	-

### G3-4 S7.4 planning agreements

Other	872	343	1	6	26	(516)	-	732	-
<b>Total</b>	<b>872</b>	<b>343</b>	<b>1</b>	<b>6</b>	<b>26</b>	<b>(516)</b>	<b>-</b>	<b>732</b>	<b>-</b>

## G4 Statement of performance measures

### G4-1 Statement of performance measures – consolidated results

\$ '000	Amounts 2023	Indicator 2023	Indicator 2022	Benchmark
<b>1. Operating performance ratio</b>				
Total continuing operating revenue excluding capital grants and contributions less operating expenses <sup>1,2</sup>	<b>17,464</b>	<b>4.46%</b>	4.53%	> 0.00%
Total continuing operating revenue excluding capital grants and contributions <sup>1</sup>	<b>391,174</b>			
<b>2. Own source operating revenue ratio</b>				
Total continuing operating revenue excluding all grants and contributions <sup>1</sup>	<b>359,678</b>	<b>84.61%</b>	82.52%	> 60.00%
Total continuing operating revenue <sup>1</sup>	<b>425,091</b>			
<b>3. Unrestricted current ratio</b>				
Current assets less all external restrictions	<b>152,555</b>	<b>1.92x</b>	1.90x	> 1.50x
Current liabilities less specific purpose liabilities	<b>79,536</b>			
<b>4. Debt service cover ratio</b>				
Operating result before capital excluding interest and depreciation/impairment/amortisation <sup>1</sup>	<b>67,023</b>	<b>7.65x</b>	7.25x	> 2.00x
Principal repayments (Statement of Cash Flows) plus borrowing costs (Income Statement)	<b>8,759</b>			
<b>5. Rates and annual charges outstanding percentage</b>				
Rates and annual charges outstanding	<b>8,696</b>	<b>3.57%</b>	3.63%	< 5.00%
Rates and annual charges collectable	<b>243,594</b>			
<b>6. Cash expense cover ratio</b>				
Current year's cash and cash equivalents plus all term deposits	<b>182,228</b>	<b>6.13 months</b>	5.59 months	> 3.00 months
Monthly payments from cash flow of operating and financing activities	<b>29,725</b>			
<p>(1) Excludes fair value increments on investment properties, reversal of revaluation decrements, reversal of impairment losses on receivables, net gain on sale of assets and net share of interests in joint ventures and associates using the equity method and includes pensioner rate subsidies.</p> <p>(2) Excludes impairment/revaluation decrements of IPPE, fair value decrements on investment properties, net loss on disposal of assets and net loss on share of interests in joint ventures and associates using the equity method.</p>				

End of the audited financial statements

**End of the audited financial statements**



## Northern Beaches Council

### General Purpose Financial Statements for the year ended 30 June 2023

#### Independent Auditor's Reports:

---

#### Independent Auditor's Report

[Council's Audit Report to be inserted here when available]

# Northern Beaches Council

SPECIAL SCHEDULES  
for the year ended 30 June 2023

---

*Northern Beaches - a safe, diverse, inclusive and connected  
community that lives in balance with our extraordinary  
coastal and bushland environment*

## Northern Beaches Council

### Special Schedules

for the year ended 30 June 2023

---

#### Contents

#### Page

#### Special Schedules:

Permissible income for general rates	98
Report on infrastructure assets as at 30 June 2023	99

Northern Beaches Council | Permissible income for general rates | for the year ended 30 June 2023

## Northern Beaches Council

### Permissible income for general rates

\$ '000	Calculation 2022/23	Calculation 2023/24
<b>Notional general income calculation <sup>1</sup></b>		
Last year notional general income yield	177,226	181,507
Plus or minus adjustments <sup>2</sup>	96	11
<b>Notional general income</b>	<b>177,322</b>	<b>181,518</b>
<b>Permissible income calculation</b>		
Special variation percentage <sup>3</sup>	2.40%	0.00%
Or rate peg percentage	0.00%	3.70%
Plus special variation amount	4,256	—
Or plus rate peg amount	—	6,716
<b>Sub-total</b>	<b>181,578</b>	<b>188,234</b>
Plus (or minus) last year's carry forward total	2	3
Less valuation objections claimed in the previous year	(113)	(43)
<b>Sub-total</b>	<b>(111)</b>	<b>(40)</b>
<b>Total permissible income</b>	<b>181,467</b>	<b>188,194</b>
Less notional general income yield	181,507	188,185
<b>Catch-up or (excess) result</b>	<b>(40)</b>	<b>9</b>
Plus income lost due to valuation objections claimed <sup>4</sup>	43	—
<b>Carry forward to next year <sup>5</sup></b>	<b>3</b>	<b>9</b>

#### Notes

- (1) The notional general income will not reconcile with rate income in the financial statements in the corresponding year. The statements are reported on an accrual accounting basis which include amounts that relate to prior years' rates income.
- (2) Adjustments account for changes in the number of assessments and any increase or decrease in land value occurring during the year. The adjustments are called 'supplementary valuations' as defined in the *Valuation of Land Act 1916 (NSW)*.
- (3) The 'special variation percentage' is inclusive of the rate peg percentage and where applicable, the Crown land adjustment.
- (4) Valuation objections are unexpected changes in land values as a result of land owners successfully objecting to the land value issued by the Valuer General. Councils can claim the value of the income lost due to valuation objections in any single year.
- (5) Carry forward amounts which are in excess (an amount that exceeds the permissible income) require Ministerial approval by order published in the *NSW Government Gazette* in accordance with section 512 of the *Local Government Act 1993*. The OLG will extract these amounts from Council's Permissible income for general rates Statement in the financial data return (FDR) to administer this process.

Northern Beaches Council | Report on infrastructure assets as at 30 June 2023 | for the year ended 30 June 2023

## Northern Beaches Council

### Report on infrastructure assets as at 30 June 2023

Asset Class	Asset Category	Estimated cost to bring assets to satisfactory standard		Estimated cost to bring the assets to agreed level of service set by Council		2022/23 Required maintenance <sup>a</sup>	2022/23 Actual maintenance	Net carrying amount	Gross replacement cost (GRC)	Assets in condition as a percentage of gross replacement cost				
		\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	1	2	3	4	5
Buildings	Buildings	5,870	5,870	14,189	17,723	581,269	804,502	54.0%	37.3%	7.6%	0.2%	0.9%		
	<b>Sub-total</b>	<b>5,870</b>	<b>5,870</b>	<b>14,189</b>	<b>17,723</b>	<b>581,269</b>	<b>804,502</b>	<b>54.0%</b>	<b>37.3%</b>	<b>7.6%</b>	<b>0.2%</b>	<b>0.9%</b>		
Roads	Sealed roads <sup>1</sup>	8,393	8,393	8,422	11,567	531,800	608,614	48.9%	35.6%	12.3%	2.9%	0.3%		
	Unsealed roads	44	44	14	19	1,873	2,167	23.9%	65.1%	5.9%	5.1%	0.0%		
	Bridges	548	548	146	2	13,560	17,424	21.8%	40.1%	30.2%	7.9%	0.0%		
	Footpaths	417	417	1,929	1,723	127,208	141,969	36.8%	48.6%	13.9%	0.6%	0.1%		
	Other road assets	3,014	3,014	3,054	2,482	244,193	291,613	10.0%	62.2%	25.6%	1.8%	0.4%		
	<b>Sub-total</b>	<b>12,416</b>	<b>12,416</b>	<b>13,565</b>	<b>15,793</b>	<b>918,634</b>	<b>1,061,787</b>	<b>36.1%</b>	<b>44.8%</b>	<b>16.4%</b>	<b>2.4%</b>	<b>0.3%</b>		
Stormwater drainage	Stormwater drainage	20,144	20,144	4,258	3,244	910,950	1,110,453	7.0%	65.5%	23.2%	4.0%	0.3%		
	<b>Sub-total</b>	<b>20,144</b>	<b>20,144</b>	<b>4,258</b>	<b>3,244</b>	<b>910,950</b>	<b>1,110,453</b>	<b>7.0%</b>	<b>65.5%</b>	<b>23.2%</b>	<b>4.0%</b>	<b>0.3%</b>		
Open space / recreational assets	Swimming pools	341	341	991	913	39,304	47,311	31.8%	37.9%	29.0%	0.7%	0.6%		
	Other	1,478	1,478	5,462	5,881	140,586	159,465	29.0%	58.8%	10.1%	1.9%	0.2%		
	<b>Sub-total</b>	<b>1,819</b>	<b>1,819</b>	<b>6,453</b>	<b>6,794</b>	<b>179,890</b>	<b>206,776</b>	<b>29.6%</b>	<b>54.0%</b>	<b>14.4%</b>	<b>1.6%</b>	<b>0.4%</b>		
Other infrastructure assets	Other	2,217	2,217	4,743	3,842	227,543	266,724	20.1%	58.2%	19.9%	1.3%	0.5%		
	<b>Sub-total</b>	<b>2,217</b>	<b>2,217</b>	<b>4,743</b>	<b>3,842</b>	<b>227,543</b>	<b>266,724</b>	<b>20.1%</b>	<b>58.2%</b>	<b>19.9%</b>	<b>1.3%</b>	<b>0.5%</b>		
<b>Total – all assets</b>		<b>42,466</b>	<b>42,466</b>	<b>43,208</b>	<b>47,396</b>	<b>2,818,286</b>	<b>3,450,242</b>	<b>29.3%</b>	<b>51.3%</b>	<b>16.7%</b>	<b>2.3%</b>	<b>0.4%</b>		

(1) Sealed roads actual maintenance included \$3.5m in storm-related works

(a) Required maintenance is the amount identified in Council's asset management plans. This includes inspections and maintenance required to achieve the predicted useful life of the asset along with operating costs to keep the asset in a functional state for community use (eg cleaning and utilities).

#### Infrastructure asset condition assessment 'key'

#	Condition	Integrated planning and reporting (IP&R) description
1	Excellent/very good	No work required (normal maintenance)
2	Good	Only minor maintenance work required
3	Satisfactory	Maintenance work required
4	Poor	Renewal required
5	Very poor	Urgent renewal/upgrading required

Northern Beaches Council | Report on infrastructure assets as at 30 June 2023 | for the year ended 30 June 2023

## Northern Beaches Council

### Report on infrastructure assets as at 30 June 2023

#### Infrastructure asset performance indicators (consolidated) \*

\$ '000	Amounts 2023	Indicator 2023	Indicator 2022	Benchmark
<b>Buildings and infrastructure renewals ratio</b>				
Asset renewals <sup>1</sup>	43,001	130.77%	112.67%	> 100.00%
Depreciation, amortisation and impairment	32,883			
<b>Infrastructure backlog ratio</b>				
Estimated cost to bring assets to a satisfactory standard	42,466	1.49%	1.53%	< 2.00%
Net carrying amount of infrastructure assets	2,847,115			
<b>Asset maintenance ratio</b>				
Actual asset maintenance	47,396	109.69%	100.55%	> 100.00%
Required asset maintenance	43,208			
<b>Cost to bring assets to agreed service level</b>				
Estimated cost to bring assets to an agreed service level set by Council	42,466	1.22%	1.26%	
Gross replacement cost	3,479,073			

(\*) All asset performance indicators are calculated using classes identified in the previous table.

(1) Asset renewals represent the replacement and/or refurbishment of existing assets to an equivalent capacity/performance as opposed to the acquisition of new assets (or the refurbishment of old assets) that increases capacity/performance.

Northern Beaches Council | Report on infrastructure assets as at 30 June 2023 | for the year ended 30 June 2023

## Independent Auditor's Report on Permissible Income for General Rates

---

[Council's audit report to be inserted here when available]

## Northern Beaches Council

### General Purpose Financial Statements

for the year ended 30 June 2023

---

Statement by Councillors and Management made pursuant to Section 413 (2c) of the *Local Government Act 1993* (NSW)

The attached general purpose financial statements have been prepared in accordance with:

- the *Local Government Act 1993* and the regulations made thereunder,
- the Australian Accounting Standards and other pronouncements of the Australian Accounting Standards Board
- the Local Government Code of Accounting Practice and Financial Reporting.

To the best of our knowledge and belief, these statements:

- present fairly the Council's operating result and financial position for the year
- accord with Council's accounting and other records.

We are not aware of any matter that would render these statements false or misleading in any way.

Signed in accordance with a resolution of Council made on 24 October 2023.

---

Sue Heins  
Mayor  
24 October 2023

---

[Councillor]  
Councillor  
24 October 2023

---

Scott Phillips  
Chief Executive Officer  
24 October 2023

---

David Walsh  
Responsible Accounting Officer  
24 October 2023



**Designated Positions List 2023/24**

<b><u>Position Title</u></b>	<b><u>Business Unit</u></b>	<b><u>Division</u></b>
Aboriginal Heritage Archaeologist	Strategic & Place Planning	Planning & Place
Aboriginal Heritage Manager	Strategic & Place Planning	Planning & Place
Aboriginal Heritage Officer x 2	Strategic & Place Planning	Planning & Place
Animal Management Officer x 4	Environmental Compliance	Planning & Place
Asset Management Officer x 4	Parks & Recreation	Transport & Assets
Asset Planning Officer	Parks & Recreation	Transport & Assets
Branch Manager Library Services x 5	Library Services	Community & Belonging
Building Compliance Liaison Officer	Environmental Compliance	Planning & Place
Building Compliance Officer x 6	Environmental Compliance	Planning & Place
Building Surveyor x 7	Environmental Compliance	Planning & Place
Business Operations Coordinator x 2	Transport & Civil Infrastructure	Transport & Assets
Capital Works Project Manager x 6	Capital Projects	Transport & Assets
CEO	CEO	CEO
Chief Financial Officer	Finance	Corporate & Legal
Chief Information Officer	Information & Digital Technology	Workforce & Technology
Chief Technology & Operations Officer	Information & Digital Technology	Workforce & Technology
Cleaning Services Coordinator	Property	Transport & Assets
Commercial Centres Supervisor	Parks & Recreation	Transport & Assets
Contractor - Building Control Liasion Officer	Environmental Compliance	Planning & Place
Contractor - Building Control Officer	Environmental Compliance	Planning & Place
Contractor - Environmental Health Officer	Environmental Compliance	Planning & Place
Contractor – Planner x 2	Development Assessment	Planning & Place
Contractor Parking Officer	Environmental Compliance	Planning & Place
Contracts Administration Officer	Property	Transport & Assets
Contracts Officer	Finance	Corporate & Legal
Coordinator Horticultural Maintenance	Parks & Recreation	Transport & Assets

**Designated Positions List 2023/24**

<b><u>Position Title</u></b>	<b><u>Business Unit</u></b>	<b><u>Division</u></b>
Coordinator Parks	Parks & Recreation	Transport & Assets
Coordinator Reserves & Sportsfields	Parks & Recreation	Transport & Assets
Coordinator Reserves & Sportsfields South	Parks & Recreation	Transport & Assets
Coordinator Waste Education	Waste Management & Cleansing	Environment & Sustainability
Coordinator, Illegal Dumping Investigations	Waste Management & Cleansing	Environment & Sustainability
Coordinator, Recreation Planning	Parks & Recreation	Transport & Assets
Councillor x 15	Independent/external	
Customer Service Manager x 3	Customer Services	Community & Belonging
Customer Service Operations Manager	Customer Services	Community & Belonging
Deputy CFO Transactional Accounting	Finance	Corporate & Legal
Digital Services Manager x 2	Library Services	Community & Belonging
Director Community & Belonging	Community & Belonging	Community & Belonging
Director Corporate & Legal	Corporate & Legal	Corporate & Legal
Director Environment & Sustainability	Environment & Sustainability	Environment & Sustainability
Director Glen Street Theatre	Community, Arts & Culture	Community & Belonging
Director Planning & Place	Planning & Place	Planning & Place
Director Transport & Assets	Transport & Assets	Transport & Assets
Director Workforce & Technology	Workforce & Technology	Workforce & Technology
Dispatch Administration Officer	Property	Transport & Assets
Engineer – Projects	Capital Projects	Transport & Assets
Environmental Health Compliance Liaison Officer	Environmental Compliance	Planning & Place
Environmental Health Officer x 14	Environmental Compliance	Planning & Place
ERP - IT Program Manager	Workforce & Technology	Workforce & Technology
Executive Manager Capital Projects	Capital Projects	Transport & Assets
Executive Manager Community Engagement & Communications	Community Engagement & Communications	Corporate & Legal

**Designated Positions List 2023/24**

<b><u>Position Title</u></b>	<b><u>Business Unit</u></b>	<b><u>Division</u></b>
Executive Manager Community, Arts & Culture	Community, Arts & Culture	Community & Belonging
Executive Manager Customer Experience	Customer Services	Community & Belonging
Executive Manager Development Assessment	Development Assessment	Planning & Place
Executive Manager Early Learning & Customer Services	Childrens Services	Community & Belonging
Executive Manager Environment & Climate Change	Environment & Climate Change	Environment & Sustainability
Executive Manager Environmental Compliance	Environmental Compliance	Planning & Place
Executive Manager Financial Planning & Systems	Financial Planning & Systems	Corporate & Legal
Executive Manager Governance & Risk	Governance & Risk	Corporate & Legal
Executive Manager Human Resources	Human Resources	Workforce & Technology
Executive Manager Internal Audit & Complaints Resolution	Internal Audit & Complaints Resolution	Corporate & Legal
Executive Manager Library Services	Library Services	Community & Belonging
Executive Manager Parks & Recreation	Parks & Recreation	Transport & Assets
Executive Manager Property	Property	Transport & Assets
Executive Manager Recreation Business	Recreation Business	Transport & Assets
Executive Manager Strategic & Place Planning	Strategic & Place Planning	Planning & Place
Executive Manager Strategy & Performance	Strategy & Performance	Workforce & Technology
Executive Manager Transport & Civil Infrastructure	Transport & Civil Infrastructure	Transport & Assets
Executive Manager Waste Management & Cleansing	Waste Management & Cleansing	Environment & Sustainability
Field Officer, Street Tree Planting	Parks & Recreation	Transport & Assets
Finance Officer - Property	Property	Transport & Assets

**Designated Positions List 2023/24**

<b><u>Position Title</u></b>	<b><u>Business Unit</u></b>	<b><u>Division</u></b>
Finance Property Officer	Property	Transport & Assets
Gardens Supervisor	Parks & Recreation	Transport & Assets
General Counsel	Office of General Counsel	Corporate & Legal
Heritage Advisor	Strategic & Place Planning	Planning & Place
Heritage Planner	Strategic & Place Planning	Planning & Place
Hospitality Services Coordinator	Property	Transport & Assets
Infrastructure Funding Officer	Capital Projects	Transport & Assets
Infrastructure Maintenance Supervisor x 3	Parks & Recreation	Transport & Assets
IT Project Manager (Procurement)	Information & Digital Technology	Workforce & Technology
Land Dealings Officer	Property	Transport & Assets
Landscape Advisor	Parks & Recreation	Transport & Assets
Landscape Architect	Parks & Recreation	Transport & Assets
Landscape Assessment & Design Officer	Parks & Recreation	Transport & Assets
Landscape Construction Supervisor	Parks & Recreation	Transport & Assets
Legal Counsel	Office of General Counsel	Corporate & Legal
Legal Counsel	Office of General Counsel	Corporate & Legal
Manager Family Day Care	Childrens Services	Community & Belonging
Manager Information Access & Privacy	Information & Digital Technology	Workforce & Technology
Manager Youth & Community Development	Youth & Community Development	Community & Belonging
Manager, Arts & Culture / Gallery Director	Community, Arts & Culture	Community & Belonging
Manager, Asset Strategy, Planning & Performance	Transport & Civil Infrastructure	Transport & Assets
Manager, Beach Safety	Parks & Recreation	Transport & Assets
Manager, Building Assets - Planning, Design & Delivery	Property	Transport & Assets
Manager, Building Control	Environmental Compliance	Planning & Place
Manager, Bushland & Biodiversity	Environment & Climate Change	Environment & Sustainability
Manager, Business Operations	Transport & Civil Infrastructure	Transport & Assets

**Designated Positions List 2023/24**

<b><u>Position Title</u></b>	<b><u>Business Unit</u></b>	<b><u>Division</u></b>
Manager, Business Operations	Transport & Civil Infrastructure	Transport & Assets
Manager, Business Systems & Administration	Development Assessment	Planning & Place
Manager, Cleansing Services	Waste Management & Cleansing	Environment & Sustainability
Manager, Coast & Catchments	Environment & Climate Change	Environment & Sustainability
Manager, Community Centres	Community Centres	Community & Belonging
Manager, Community Transport, Parking & Fleet	Transport & Civil Infrastructure	Transport & Assets
Manager, Complaints Resolution	Internal Audit & Complaints Resolution	Corporate & Legal
Manager, Construction & Maintenance	Transport & Civil Infrastructure	Transport & Assets
Manager, Development Assessments x 4	Development Assessment	Planning & Place
Manager, Development, Engineering & Certification	Environment & Climate Change	Environment & Sustainability
Manager, Early Learning Centres	Childrens Services	Community & Belonging
Manager, Environment Resilience & Climate Change	Environment & Climate Change	Environment & Sustainability
Manager, Environmental Health	Environmental Compliance	Planning & Place
Manager, Facilities Management & Services	Property	Transport & Assets
Manager, Governance	Governance & Risk	Corporate & Legal
Manager, Infrastructure Operations	Information & Digital Technology	Workforce & Technology
Manager, Insurance & Risk	Governance & Risk	Corporate & Legal
Manager, IT Projects & Improvement	Information & Digital Technology	Workforce & Technology
Manager, Major Building Projects	Capital Projects	Transport & Assets
Manager, Major Infrastructure Projects	Capital Projects	Transport & Assets
Manager, Open Space & Recreation Planning	Parks & Recreation	Transport & Assets
Manager, Park Assets - Planning Design & Delivery	Parks & Recreation	Transport & Assets

**Designated Positions List 2023/24**

<b><u>Position Title</u></b>	<b><u>Business Unit</u></b>	<b><u>Division</u></b>
Manager, Parks Operations	Parks & Recreation	Transport & Assets
Manager, Place & Economic Development	Place & Economic Development	Planning & Place
Manager, Procurement	Finance	Corporate & Legal
Manager, Property, Commercial & Tourist Assets	Property	Transport & Assets
Manager, Rangers	Environmental Compliance	Planning & Place
Manager, Regulatory Support	Environmental Compliance	Planning & Place
Manager, Service Delivery	Information & Digital Technology	Workforce & Technology
Manager, Service Improvement	Library Services	Community & Belonging
Manager, Social Planning & Services	Social Planning & Services	Community & Belonging
Manager, Spatial Information	Information & Digital Technology	Workforce & Technology
Manager, Stormwater & Floodplain Engineering	Environment & Climate Change	Environment & Sustainability
Manager, Strategic & Place Planning x 4	Strategic & Place Planning	Planning & Place
Manager, Systems Development & Support	Information & Digital Technology	Workforce & Technology
Manager, Transport & Civil Infrastructure Assets	Transport & Civil Infrastructure	Transport & Assets
Manager, Transport Network	Transport & Civil Infrastructure	Transport & Assets
Manager, Tree Services	Parks & Recreation	Transport & Assets
Manager, Waste Services	Waste Management & Cleansing	Environment & Sustainability
Manly Mainstreet Coordinator x 3	Planning & Place	Planning & Place
Member of the Audit Risk and Improvement Committee x 4	Independent/external	
Parking Officer x 21	Environmental Compliance	Planning & Place
Place Coordinator x 4	Planning & Place	Planning & Place
Planner x 7	Strategic & Place Planning	Planning & Place

**Designated Positions List 2023/24**

<b><u>Position Title</u></b>	<b><u>Business Unit</u></b>	<b><u>Division</u></b>
Planner x 16	Development Assessment	Planning & Place
Planning Enquiry Officer x 2	Development Assessment	Planning & Place
Principal Architectural Designer	Property	Transport & Assets
Principal Development Infrastructure Officer	Strategic & Place Planning	Planning & Place
Principal Engineer	Capital Projects	Transport & Assets
Principal Engineer - Major Developments	Environment & Climate Change	Environment & Sustainability
Principal Planner x 7	Development Assessment	Planning & Place
Principal Planner x 15	Strategic & Place Planning	Planning & Place
Principal Planner	Property	Transport & Assets
Procurement Specialist x 3	Finance	Corporate & Legal
Program Director - ERP Transformation	Workforce & Technology	Workforce & Technology
Program Manager Technology Projects	Information & Digital Technology	Workforce & Technology
Project Manager - Capital Works x 2	Capital Projects	Transport & Assets
Project Manager - Civil Works x 3	Capital Projects	Transport & Assets
Project Officer	Property	Transport & Assets
Project Officer	Capital Projects	Transport & Assets
Property & Building Projects	Property	Transport & Assets
Property Administration Officer	Property	Transport & Assets
Property Officer x 7	Property	Transport & Assets
Ranger x 21	Environmental Compliance	Planning & Place
Ranger Coordinator x 4	Environmental Compliance	Planning & Place
Reserves & Sportsfields Site Supervisor South	Parks & Recreation	Transport & Assets
Reserves & Sportsfields Supervisor	Parks & Recreation	Transport & Assets
Resilience & Emergency Management Coordinator	Environment & Sustainability	Environment & Sustainability
Senior Asset Management Officer x 3	Parks & Recreation	Transport & Assets
Senior Asset Officer	Property	Transport & Assets

**Designated Positions List 2023/24**

<b><u>Position Title</u></b>	<b><u>Business Unit</u></b>	<b><u>Division</u></b>
Senior Asset Planning Officer	Parks & Recreation	Transport & Assets
Senior Building Surveyor x 2	Environmental Compliance	Planning & Place
Senior Compliance Officer	Environmental Compliance	Planning & Place
Senior Contract Specialist	Finance	Corporate & Legal
Senior Development Engineer x 3	Environment & Climate Change	Environment & Sustainability
Senior Engineer - Civil Works	Capital Projects	Transport & Assets
Senior Facilities Officer x 3	Property	Transport & Assets
Senior Landscape Architect x 2	Parks & Recreation	Transport & Assets
Senior Project Manager	Parks & Recreation	Transport & Assets
Senior Project Manager	Capital Projects	Transport & Assets
Senior Project Officer x 2	Property	Transport & Assets
Senior Project Officer - Capital Projects x 4	Capital Projects	Transport & Assets
Senior Property Officer x 5	Property	Transport & Assets
Senior Tree Management Officer - Private	Parks & Recreation	Transport & Assets
Senior Tree Management Officer Public Trees	Parks & Recreation	Transport & Assets
Senior Urban Designer x 3	Strategic & Place Planning	Planning & Place
Service Capability Manager	Library Services	Community & Belonging
Sportground & Open Space Coordinator	Parks & Recreation	Transport & Assets
Student Planner x 5	Development Assessment	Planning & Place
Swimming Pool Certifier	Environmental Compliance	Planning & Place
Team Leader Building Control x 3	Environmental Compliance	Planning & Place
Team Leader Environmental Health x 3	Environmental Compliance	Planning & Place
Team Leader Placemaking	Planning & Place	Planning & Place
Team Leader, Biodiversity & Planning	Environment & Climate Change	Environment & Sustainability
Team Leader, Cemeteries	Property	Transport & Assets



**Designated Positions List 2023/24**

<b><u>Position Title</u></b>	<b><u>Business Unit</u></b>	<b><u>Division</u></b>
Team Leader, Economic Development	Planning & Place	Planning & Place
Team Leader, Land Dealings	Property	Transport & Assets
Team Leader, Property x 2	Property	Transport & Assets
Tree Assessment Officer x 4	Parks & Recreation	Transport & Assets
Tree Services Officer	Parks & Recreation	Transport & Assets



# MINUTES

## AUDIT, RISK AND IMPROVEMENT COMMITTEE MEETING

held in the Flannel Flower, Civic Centre, Dee Why on

**TUESDAY 13 JUNE 2023**

**Minutes of the Audit, Risk and Improvement Committee Meeting**  
**held on Tuesday 13 June 2023**  
**in the Flannel Flower, Civic Centre, Dee Why**  
**Commencing at 2pm**

**ATTENDANCE:**

**Voting Members of the Committee**

Member - Stephen Horne (Chair)  
Member - Mark McCoy  
Member - Julie Walton  
Member - Councillor Bianca Crvelin (remote)  
Member - Councillor Sarah Grattan (remote)

**Council Officers (non-voting)**

Louise Kerr	Chief Executive Officer
Jeff Smith	Director Corporate & Legal
Karen Twitchett	Director Workforce & Technology
Sally Hall	Executive Manager Internal Audit & Complaints Resolution
Sarah Dunstan	Executive Manager Governance & Risk
Aline Fernandes	Internal Auditor
Anna Moore	Senior Advisor Governance

**Visiting staff:**

David Walsh	Chief Financial Officer ( <i>Item 6.2</i> )
Caroline Foley	Executive Manager Financial Planning & Systems ( <i>Item 6.2</i> )
Mark Jones	Executive Manager Strategy & Performance ( <i>Item 7.1</i> )
Campbell Pfeiffer	Executive Manager Property ( <i>Items 7.1, 9.2</i> )
David Castro	Senior Project Manager ( <i>Item 12.1</i> )

**Council Auditors (non-voting)**

Ms Aisling Kilgannon	Internal Audit, Senior Manager, KPMG
Ms Susan Prichard	Director of Financial Audit Services, Audit Office of NSW (remote)

Guest - Mayor Sue Heins (remote)

## Table of Contents

<b>1.0</b>	<b>APOLOGIES</b> .....	4
<b>2.0</b>	<b>DISCLOSURES OF INTEREST</b> .....	4
<b>3.0</b>	<b>CONFIRMATION OF MINUTES OF PREVIOUS MEETING</b> .....	4
<b>4.0</b>	<b>ITEMS RESOLVED BY EXCEPTION</b> .....	4
<b>5.0</b>	<b>ACTION ITEMS FROM MINUTES</b> .....	4
5.1	Action Items Update.....	4
<b>6.0</b>	<b>STANDING ITEMS</b> .....	5
6.1	Verbal Update by the Interim Chief Executive Officer .....	5
6.2	Finance Update.....	6
<b>7.0</b>	<b>IMPROVEMENT</b> .....	6
7.1	Service Review - Building Maintenance (S23 Facilities Management Service) .....	6
<b>8.0</b>	<b>FRAUD AND RISK MANAGEMENT</b> .....	7
8.1	Governance and Risk Management Update .....	7
8.2	Northern Beaches Council Bi-annual Cybersecurity Report .....	7
<b>9.0</b>	<b>SPECIAL AGENDA ITEMS</b> .....	8
9.1	Audit, Risk and Improvement Committee Annual Report.....	8
9.2	Lease and Licence Register.....	8
<b>10.0</b>	<b>EXTERNAL AUDIT</b> .....	8
<b>11.0</b>	<b>INTERNAL AUDIT</b> .....	9
11.1	Internal Audit Update Report.....	9
11.2	Complaints Resolution Team Update Report.....	9
<b>12.0</b>	<b>FEATURE TOPIC</b> .....	
12.1	Enterprise Resource Planning (ERP) System Project Update .....	10
<b>13.0</b>	<b>GENERAL BUSINESS</b> .....	10
13.1	Agenda Items for Next Meeting.....	10
<b>14.0</b>	<b>NEXT MEETING</b> .....	10

## 1.0 APOLOGIES

Nil

## 2.0 DISCLOSURES OF INTEREST

Mayor Heins declared a not significant non-pecuniary conflict as she is chairperson at the Manly Warringah Women's Centre, who leases a building from Council and is therefore listed on the lease and licence register (Item 9.2)

Aisling Kilgannon declared a conflict of interest in relation to Item 12.1 and would leave the meeting for discussion on this item.

## 3.0 CONFIRMATION OF MINUTES

### 3.1 MINUTES OF AUDIT, RISK AND IMPROVEMENT COMMITTEE MEETING HELD 14 MARCH 2023

#### OUTCOME

That the minutes of the Audit, Risk and Improvement Committee meeting held 14 March 2023, copies of which were previously circulated to all members, are hereby confirmed as a true and correct record of the proceedings of that meeting.

## 4.0 ITEMS RESOLVED BY EXCEPTION

Nil

## 5.0 ACTION ITEMS FROM MINUTES

### 5.1 ACTION ITEMS UPDATE

#### PURPOSE

To provide the Audit, Risk and Improvement Committee (ARIC) with a progress update on the actions arising from the minutes of previous meetings of the Committee.

#### DISCUSSION

The Committee discussed the update on actions and requested that actions remain open until the action/task has been fully completed and not, for example, been actioned via incorporated into business as usual or another plan/strategy document.

#### ACTIONS

1. Staff to provide more information in relation to the Meals on Wheels program outside of Manly (very detailed information provided in the memo regarding Manly)
2. Staff to provide more context in relation to the 111 routine fixed food outlet inspections. I.e.

Were they all restaurants? How is that mix related to the rest of the LGA? Was this higher or lower than usual?

3. Staff to re-open the previously completed actions for report items 7.3, 10.2, 12.1 and to ensure they stay open until they are resolved.

---

## OUTCOME

That the Audit, Risk and Improvement Committee noted the progress on actions arising from the minutes of previous meetings.

---

## 6.0 STANDING ITEMS

### 6.1 VERBAL UPDATE BY THE INTERIM CHIEF EXECUTIVE OFFICER

#### PURPOSE

To provide the Committee with a brief update on current issues, particularly those relating to areas of potential risk for Council.

#### DISCUSSION

Louise Kerr, Interim Chief Executive Officer gave an update on a number of topics:

- Resignation of Jeff Smith, Director Corporate and Legal to become General Manager of Maitland City Council
- Appointment of Scott Phillips, current Chief Executive of Local Government NSW, as Council's new Chief Executive Officer effective 24 July 2023
- WHS practices in place to address a historical issue
- Audit by Department of Premier & Cabinet into Local Government (State) Award 2020 (Award) and the Industrial Relations Act 1996 (NSW)

The Chair and Committee members thanked Jeff Smith for his significant contribution to the ARIC and leading reporting improvements.

The Committee thanked Louise Kerr for successfully stepping into the Interim CEO role and for supporting the Committee's March and June meetings.

#### ACTIONS

Karen Twitchett to provide an update on the Department of Premier & Cabinet audit to September ARIC meeting.

---

## OUTCOME

The Audit, Risk and Improvement Committee noted the verbal update by the Interim Chief Executive Officer.

---

## 6.2 FINANCE UPDATE

### PURPOSE

To provide an update on the financial performance of the Council as at 31 March 2023.

### DISCUSSION

David Walsh, Chief Financial Officer, and Caroline Foley, Executive Manager Financial Planning & Systems, presented the key details of the finance update.

Discussion covered restricted reserve funds, the status of development contributions, financial and service delivery impact of employee vacancies, reduction in waste volumes, and budget challenges including parking income, the impact of storm events, and the impact of the Emergency Services Levy.

In noting the impact of storm events, the ARIC discussed the financial impact of climate risk and key risk indicators and controls. It was noted Council has a Resilience Strategy in place.

### ACTIONS

Todd Dickinson to include financial impact of recent hazard events in his upcoming report to the September ARIC meeting.

---

### OUTCOME

The Audit, Risk and Improvement Committee noted the finance update as at 31 March 2023.

---

## 7.0 IMPROVEMENT

### 7.1 SERVICE REVIEW - BUILDING MAINTENANCE (S23 FACILITIES MANAGEMENT SERVICE)

#### PURPOSE

This report details the analysis and recommendations associated with the Service Review of Building Maintenance (S23 Facilities Management Service).

#### DISCUSSION

Campbell Pfeiffer, Executive Manager Property, and Mark Jones, Executive Manager Strategy & Performance, attended and provided a high level outline of the service review and the major action points. Discussion covered how service review recommendations were tracked within the corporate reporting tool, balance of planned vs reactive maintenance, insourcing, outsourcing or co-sourcing models, and the value of the deep dive analysis and service review exercise. The Committee discussed the need to invest to make the ongoing savings from identified improvements whilst recognising current budget restraints. The value of closing the loop with customers was also discussed in general terms for all customer transactions.

---

#### OUTCOME

The Audit, Risk & Improvement Committee noted the analysis and recommendations of the Service Review for Building Maintenance.

---

## 8.0 FRAUD AND RISK MANAGEMENT

### 8.1 GOVERNANCE AND RISK MANAGEMENT UPDATE

#### PURPOSE

To provide the Audit Risk and Improvement Committee with an update on governance and risk management activities.

#### DISCUSSION

Sarah Dunstan, Executive Manager Governance and Risk, highlighted the key details in the report including the status of recruitment for the replacement ARIC member and status of the risk program. The Committee noted the update and discussed two key performance indicator results regarding performance goals and mandatory training. Karen Twitchett, Director Workforce and Technology updated the ARIC on upcoming changes to HR's implementation of mandatory training including timing, phasing and alignment to community campaigns eg. WHS training during Safety Month.

---

#### OUTCOME

The Audit, Risk and Improvement Committee noted the governance and risk management update.

---

### 8.2 NORTHERN BEACHES COUNCIL BI-ANNUAL CYBERSECURITY REPORT

#### PURPOSE

To present to the Audit Risk and Improvement Committee an update on the actions and controls in place to achieve, monitor and maintain Council's cyber risk tolerance.

#### DISCUSSION

Karen Twitchett, Director Workforce and Technology presented the report and discussed the activities underway including simulation training events and business continuity discussions.

Discussion included external cyber incidents, status of implementation of the 2019 Cyber audit recommendations, insurance arrangements and contracted arrangements for security vendors.

---

#### OUTCOME

The Audit, Risk and Improvement Committee noted:

1. The continuing heightened cyberattacks on the Council environment leading to a high risk of compromise, including the risk of vendor attacks on Council's operations.
  2. Continuing risks will go above tolerance (to extreme) with increasing cyberattacks.
  3. The commencement of an internal cyber specialist.
  4. The engagement of staff in simulations to support responses to cyber incidents.
-



## **9.0 SPECIAL AGENDA ITEMS**

### **9.1 AUDIT, RISK AND IMPROVEMENT COMMITTEE ANNUAL REPORT**

#### **PURPOSE**

To present the draft Audit, Risk and Improvement Committee (ARIC) Annual Report for 2022.

#### **ACTION**

Staff to make minor amendments as per Mark McCoy's notes.

---

#### **OUTCOME**

The Audit, Risk and Improvement Committee endorsed the ARIC Annual Report for 2022 for presentation to Council.

---

### **9.2 LEASE AND LICENCE REGISTER**

#### **PURPOSE**

To provide additional commentary around the status of expired leases and how lease and licence fees are set.

#### **DISCUSSION**

Campbell Pfeiffer, Executive Manager Property, attended the meeting. Discussion covered market rate and lease roll over arrangements, including adjustment mechanisms.

---

#### **OUTCOME**

The Audit, Risk and Improvement Committee noted the additional information in this report that discusses the current arrangements for expired agreements and the rationale used when setting the rent for leases and licences.

---

## **10.0 EXTERNAL AUDIT**

Nil

## 11.0 INTERNAL AUDIT

### 11.1 INTERNAL AUDIT UPDATE REPORT

#### PURPOSE

To provide an update to the Audit, Risk and Improvement Committee on all aspects of Internal Audit work since the last meeting.

#### DISCUSSION

Sally Hall, Executive Manager Internal Audit & Complaints Resolution gave an update on the audit program and a verbal update on audit's desktop review of the Independent Commission Against Corruption's Paragon investigation involving Roads and Maritime Services employees. The Committee noted Council's practice to review recent ICAC reports to identify any improvements Council can implement. The 3 year plan was also discussed and the fraud and corruption maturity assessment.

Ms Aisling Kilgannon, Senior Manager, KPMG, provided an overview of a Fleet Audit.

---

#### OUTCOME

The Audit, Risk and Improvement Committee noted the report.

---

### 11.2 COMPLAINTS RESOLUTION TEAM UPDATE REPORT

#### PURPOSE

To present to the Audit Risk and Improvement Committee information relating to complaints received, including alleged breaches of the Code of Conduct, complaints made under the Public Interest Disclosures Act 1994 (PID), and referrals to or from the Independent Commission Against Corruption (ICAC) and the NSW Ombudsman.

#### DISCUSSION

Sally Hall, Executive Manager Internal Audit & Complaints Resolution stated that complaints had followed the typical increase during December and January and drop off again by April.

Discussion also included substantiated v unsubstantiated (following investigation there is no evidence to support the complaint), trialling body cameras to help de-escalate situations.

Preparations for the new PID requirements were discussed with the identification of PID officers and training needs being identified.

---

#### COMMITTEE RESOLUTION

The Audit Risk and Improvement Committee noted the report from the Executive Manager Internal Audit & Complaints Resolution.

---

## 12.0 FEATURE TOPIC

### 12.1 ENTERPRISE RESOURCE PLANNING (ERP) SYSTEM PROJECT UPDATE

*NOTE 1: Aisling Kilgannon left the meeting due to a disclosure of interest*

*NOTE 2: David Castro Senior Project Manager joined the meeting for this item*

#### PURPOSE

Council staff to present an update to the Committee on the Enterprise Resource Planning (ERP) System Project.

#### DISCUSSION

Jeff Smith, Director Corporate & Legal, provided a update on the ERP project. The Committee discussed the funding strategy, procurement strategy, risk management oversight of the project and resourcing arrangements. ARIC members also discussed mechanisms to ensure the Council is kept up to date on the significant project.

---

#### COMMITTEE RESOLUTION

That ARIC noted the update on the Enterprise Resource Planning (ERP) System Project.

---

## 13.0 GENERAL BUSINESS

### 13.1 AGENDA ITEMS FOR NEXT MEETING

#### PURPOSE

To discuss with the Committee the proposed agenda items for the next meeting.

---

#### OUTCOME

The Committee noted the forward agenda for the September 2023 meeting.

---

## 14.0 NEXT MEETING

**Tuesday 12 September 2023**

### 2023/24 Community Grants Program - Arts and Creativity - Applicant Overview

Council received eighty-four (84) applications to the 2023/24 Arts and Creativity grants project across three project categories, with seventy-eight (78) proceeding to assessment after eligibility checks. The seventy-eight (78) eligible applicants requested a total of \$571,804.00.

There are three streams in the Arts and Creativity Grants program:

- Individual Creative Project
- Creative Community Projects
- Creative Sector Innovation Projects

Applications from eligible individuals and organisations were required to address the assessment criteria listed below for all three grants streams.

The Arts and Creativity Grants have the following assessment criteria:

1. Rationale and Impact
  - demonstrated need for the project/initiative and how outcomes will be measured
2. Excellence and Innovation
  - demonstrated history of the delivery of high-quality arts and creative projects
3. Connection and Collaboration
  - will enhance community connections to the arts and creativity in the public domain (physical or digital space)
  - creative collaborations across disciplines and industries, new networks, and partnerships
4. Viability
  - capacity to deliver a well-planned project including applicant experience and skills and includes:
    - realistic budget with detailed income and expenditure, and capacity to manage funds
    - realistic and achievable timeline
    - evidence of appropriate cultural permissions and adherence to relevant cultural protocols\* (e.g. if you are working with Aboriginal and Torres Strait Islander artists, or engaging with Aboriginal and Torres Strait Islander stories or content)
    - evidence of appropriate consultations for any permissions required

Drawn from the Arts and Creativity Strategy, *Connected through Creativity 2029*, the grants program addresses key community priorities, including:

1. Foster innovation and contribute to the growth of the local arts and creative sector through collaboration and partnerships
2. Connect with and celebrate Aboriginal and Torres Strait Islander heritage and cultures
3. Develop the skills of local creative professionals and arts workers across all arts disciplines
4. Increase access and community participation in arts, culture, and creativity
5. Animate public spaces with creative initiatives, including in unexpected and unique urban environments
6. Tell diverse stories authentic to the Northern Beaches.

Following the assessment of the seventy-eight (78) eligible applications, the Panel recommends twenty-seven (27) projects across three streams for grant funding, amounting to \$122,000.00. This includes four (4) projects for full funding and twenty-three (23) projects for partial funding. The following sections detail the projects recommended for funding.

## Individual Creative Projects

Council received 29 applications to the Individual Creative Projects stream, with 27 proceeding to assessment after eligibility checks. The 27 applications requested a total of \$119,312.00.

The Individual Creative Projects stream is designed to support individual artists and artistic collaborations in the production and presentation of new work, and/or professional development. This includes arts and creative workers with a demonstrated history of professional arts practice working across a range of established and emerging art forms and disciplines.

### Projects recommended for funding

There are ten (10) applications recommended for grant funding of \$33,270.00. This includes three (3) projects to receive the full amount requested and seven (7) to receive partial funding. The following table details the projects recommended for funding:

Applicant	Project	Requested Ex GST	Recommendation Ex GST	Comment
Annabella Louise La Spina	<i>The Poetics of Motion (Spit)</i> Production of an 'etched video' and prints celebrating and exploring ideas raised by the iconic Spit Bridge. A stop motion animation created with copper plate etchings, the video will immortalise the Spit Bridge as the artist reflects on the Spit itself and its standing as the 'entry to the Northern Beaches'.	\$3,000.00	\$3,000.00	Demonstrates clear rationale as to how the project will develop the skills of local creative professionals and arts workers and addresses at least three priorities set out in the Arts & Creativity Strategy.
Catharine Barrett Plummer	<i>We Believe You Babcia</i> A multimedia art installation about storytelling Polish grandmothers, intergenerational relationships, and the often-untraced creative lineage of familial storytelling. With sculpture, sound and augmented reality, the work will be exhibited at MAG&M in conjunction with Express Yourself and asks young artists to take stock of their own, perhaps unacknowledged familial creative lineage.	\$5,000.00	\$5,000.00	Demonstrates clear rationale as to how the project fosters innovation and addresses at least three priorities set out in the Arts & Creativity Strategy.
Craig Wiles	<i>The Art of Craig Wiles</i> An exhibition of mixed-media artworks sharing the lived experience of a trained local artist Craig Wiles, presenting a series of works exploring his lived experience of schizophrenia at Curl Curl Creative Space.	\$5,000.00	\$4,000.00	Demonstrates clear rationale as to how the project tells diverse stories authentic to the Northern Beaches and addresses at least four priorities set out in the Arts & Creativity Strategy.

TRIM: 2023/594501 Page 2

Applicant	Project	Requested Ex GST	Recommendation Ex GST	Comment
Emily Jane Lecky	<i>Dancing On the Edge: A Vertical Dance Expedition</i> Post-production of a short documentary and dance film leading to a local premiere screening. The documentary follows an all-female expedition of Northern Beaches dancers as they traverse 200km through the Murchison River Gorge in Western Australia. The film then shifts into a cinematic portrayal of a breathtaking vertical dance work on the cliff walls that border the gorge.	\$4,682.00	\$3,000.00	Demonstrates clear rationale as to how the project will contribute to the growth of the local arts and creative sector through collaboration and addresses at least three priorities set out in the Arts & Creativity Strategy.
J.A Nicholson & F.C Verity	<i>Art Wank Podcast</i> Equipment and marketing support for a prominent visual arts podcast to develop its content opportunities and expand its audience. The podcast focuses on the process and practice of contemporary art within the Northern Beaches community and beyond to learn more and demystify the art world.	\$1,302.00	\$772.00	Demonstrates clear rationale as to how the project will increase access and community participation in arts, culture, and creativity and addresses at least three priorities set out in the Arts & Creativity Strategy.
Katherine Edney	<i>I Want to Lie in the Clouds with You</i> Creation of a series of paintings responding to themes of love, comfort and loss. The artist will explore and express the subject of anxiety, reflecting on their own struggles with mental health, to connect with and bring comfort to viewers, especially women, who may be dealing with their own mental health struggles.	\$4,962.00	\$3,748.00	Demonstrates clear rationale as to how the project will develop the skills of local creative professionals and arts workers and addresses at least three priorities set out in the Arts & Creativity Strategy.
Kristina Brook Wilson	<i>Northern Beaches Songwriter's Live Performance Development</i> Enable an emerging musician to produce new music and foster meaningful collaborations with fellow local artists. Through recording and releasing more music, and gaining skills in music production along the way, the artist will develop their practice and expand their audience. The artist will build their profile through increased live performances at Northern Beaches venues.	\$5,000.00	\$3,000.00	Demonstrates clear rationale as to how the project will develop the skills of local creative professionals and arts workers and addresses at least three priorities set out in the Arts & Creativity Strategy.

Applicant	Project	Requested Ex GST	Recommendation Ex GST	Comment
Nicholas Andrew Price	<i>Wax Rat</i> Post-production to complete and launch a short film set on the Northern Beaches, produced with local creatives and crew. Wax Rat is a drama about a young girl who discovers joy in surfing amidst the breakdown of her family. Written and co-directed by local author Kirsty Eagar, adapted from a scene in her award-winning novel, Raw Blue.	\$5,000.00	\$5,000.00	Demonstrates clear rationale as to how the project tells diverse stories authentic to the Northern Beaches and addresses at least four priorities set out in the Arts & Creativity Strategy.
Patrick O'Dwyer	<i>Oceanic Organ</i> A mobile performance installation using a wave-powered musical pipe organ that combines sculpture with sound art and environmental activism. The work will be presented at the Ocean Festival hosted by the Manly Environment Centre and serves as an educational installation, teaching valuable lessons on rising sea levels and the power of renewable energy.	\$5,000.00	\$3,800.00	Demonstrates clear rationale as to how the project will infuse public spaces with creative initiatives, including in unexpected and unique urban environments and addresses at least three priorities set out in the Arts & Creativity Strategy.
Working Title Writers' Group	<i>Women and Myth: An Illustrated Anthology</i> Local authors and an illustrator will collaborate to produce a published collection of short stories on 'Women and Myth'. Exploring new and traditional myths, the project aims to reinvigorate public consciousness of the power of foundational myths, highlighting the often-forgotten feminine in the source material.	\$3,850.00	\$1,950.00	Demonstrates clear rationale as to how the project tells diverse stories authentic to the Northern Beaches and addresses at least four priorities set out in the Arts & Creativity Strategy.
<b>Total</b>			<b>\$33,270.00</b>	

### Creative Community Projects

Council received 45 applications to the Creative Community Projects stream, with 44 proceeding to assessment after eligibility checks. The 44 applications requested a total of \$389,652.00.

The Creative Community Projects stream is designed to support arts and creative projects, including community arts and cultural development, artist residencies, community workshops/activities, and programs or activities delivered in public spaces and places.

There are sixteen (16) applications recommended for grant funding of \$81,730.00. This includes one (1) project to receive the full amount requested and fifteen (15) to receive partial funding. The following table details the projects recommended for funding:

Applicant	Project	Requested Ex GST	Recommendation Ex GST	Comment
Alex Colley Hart	<i>Photo:Synthesis</i> An immersive multidisciplinary group exhibition exploring the fragile and multidimensional relationship between the environment, light, and contemporary artistic practice. Providing support for an emerging local curator, and artist fees for a diverse selection of prominent Australian-based artists working within the intersection of contemporary photography, video/sound installations, and sculpture.	\$9,986.00	\$8,000.00	Demonstrates clear rationale as to how the project will increase access and community participation in arts, culture, and creativity and addresses at least three priorities set out in the Arts & Creativity Strategy.
Amy Frances Gopperth	<i>Sustainable Jewellery Workshops for Community and Mindfulness</i> Development of a creative business to build a skilled jewellery-making community on the Northern Beaches through expanding and reimagining jewellery making workshops that focus on sustainability and connection. Key to this is the establishment of mobile jewellery workshops, able to be taught in flexible spaces with broader audiences.	\$10,000.00	\$3,000.00	Demonstrates clear rationale as to how the project will increase access and community participation in arts, culture, and creativity and addresses at least two priorities set out in the Arts & Creativity Strategy.
Emma Sinclair	<i>Manilla to Manly – Beach to Bush: Communities in Action</i> A public program for Creative Open 2024, inviting creative community action for climate action. Connecting beach to bush, artists from the rural Renewable Manilla festival will come to Manly for an	\$8,600.00	\$5,700.00	Demonstrates clear rationale as to how the project will contribute to the growth of the local arts and creative sector through collaboration and partnerships and addresses at least three



Applicant	Project	Requested Ex GST	Recommendation Ex GST	Comment
	exhibition and workshops. Activities include the development of a giant sun sculpture, solar lanterns, mending circles, and more.			priorities set out in the Arts & Creativity Strategy.
Felicity Jane Lenehan	<i>Life Stories: Writing Workshops and Community anthology</i> Writing workshops provide community, education, and support for people who wish to write their life stories. Participants contribute to a published Anthology, focussing on heritage and place. The group will convene monthly at a Northern Beaches Library, developing their stories and learning techniques used by biographers and oral historians.	\$10,000.00	\$7,665.00	Demonstrates clear rationale as to how the project tells diverse stories authentic to the Northern Beaches and addresses at least four priorities set out in the Arts & Creativity Strategy.
Gaimaragal Group Pty Ltd	<i>The Power of 8</i> 8 First Nations women will participate in a multi-media art project whereby each participant adds to the artwork started by another sister. Over 8 weeks, 8 artworks will be developed, complimented by a shared journal capturing the artists' life stories and art practices. The artworks and associated stories will be captured in a publication.	\$8,454.00	\$8,454.00	Demonstrates clear rationale as to how the project celebrates Aboriginal and Torres Strait Islander heritage and cultures which tells diverse stories authentic to the Northern Beaches and addresses at least four priorities set out in the Arts & Creativity Strategy.
Les Sculptures Incorporated	<i>Les Sculptures Refusées</i> Development and documentation support for a free and high-profile exhibition that re-imagines the Quarantine Station location and its cultural context and provides a major public art event in Manly. As an alternative selection to Sculpture by the Sea, it creates opportunities for artists to exhibit work and local audiences to engage with significant sculptural works.	\$9,999.00	\$1,967.00	Demonstrates clear rationale as to how the project will infuse public spaces with creative initiatives, including in unexpected and unique urban environments and addresses at least three priorities set out in the Arts & Creativity Strategy.
Linda Doreen Haigh	<i>Pittwater Artists Trail</i> An alliance of 21 artists who collectively open their studios to the public twice a year, creating a trail for art lovers over 3 days. Artists share their work, allowing audiences from the Northern Beaches and beyond to	\$10,000.00	\$2,289.00	Demonstrates clear rationale as to how the project will increase access and community participation in arts, culture, and creativity and addresses at least

TRIM: 2023/594501 Page 6

Applicant	Project	Requested Ex GST	Recommendation Ex GST	Comment
	personally engage with artists and their practice, and buy original artworks.			two priorities set out in the Arts & Creativity Strategy.
Manly Theatre Group Incorporated	<i>Manly Theatre: Group Education Program and Theatre Production</i> Inter-disciplinary performing arts workshops and classes focussed on acting, writing, directing, and producing theatre. Out of the workshops, the group will produce a full-length play written, produced, and performed by local creatives. The group provides an inclusive community and skill-building opportunity for theatre practitioners in the Northern Beaches.	\$10,000.00	\$3,200.00	Demonstrates clear rationale as to how the project will contribute to the growth of the local arts and creative sector through collaboration and addresses at least three priorities set out in the Arts & Creativity Strategy.
Melanie Hitchcock	<i>Cultiv8: Creative Waves Workshops</i> Workshops using the art and meaning of Hip Hop culture to connect with some of the most disadvantaged young people in our community. Workshops will be delivered across four elements of Hip Hop culture - dance, DJ'ing, graffiti art, and lyric writing - providing a platform for mentorship and intergenerational sharing.	\$10,000.00	\$4,900.00	Demonstrates clear rationale as to how the project will increase access and community participation in arts, culture, and creativity and addresses at least three priorities set out in the Arts & Creativity Strategy.
Nicole Megan Buckland	<i>Collage for Carers</i> Creative workshops for local carers to connect and visualise their personal stories with collage. Facilitated by Angie Cass, a collage artist and community educator, and Nicole Buckland, a collage artist, educator, and occupational therapist. Participants are encouraged to utilise creative expression as a means of self-care and community building.	\$9,615.00	\$8,495.00	Demonstrates clear rationale as to how the project will increase access and community participation in arts, culture, and creativity and addresses at least three priorities set out in the Arts & Creativity Strategy.

Applicant	Project	Requested Ex GST	Recommendation Ex GST	Comment
Northern Beaches Chorus Incorporated	<i>Sing in the Season: Christmas Music Learning Program</i> Northern Beaches Chorus (NBC) women's choir is a community group focused on performance, fun and music education. NBC will run a Christmas music program in November, inviting local women to attend four weekly sessions at the Warringah Mall Community Rooms and learn to sing Christmas carols in four-part harmony.	\$2,220.00	\$1,760.00	Demonstrates clear rationale as to how the project will increase access and community participation in arts, culture, and creativity and addresses at least two priorities set out in the Arts & Creativity Strategy.
Northern Beaches Readers Festival Incorporated	<i>The Northern Beaches Readers Festival</i> A biennial, three-day celebration of popular Australian fiction. Attracting 1000+ ticket bookings in 2022, the 2024 edition will feature 17 curated author talks and panel sessions. With nearly a quarter of the sessions free, the festival aims to attract some of the biggest names in popular fiction, engaging even more local readers.	\$10,000.00	\$5,000.00	Demonstrates clear rationale as to how the project will increase access and community participation in arts, culture, and creativity and addresses at least three priorities set out in the Arts & Creativity Strategy.
Reid & Meagher Pty Limited	<i>Northern Beaches Artists: Career and Collector Fast Track</i> Two-part workshop for artists and collectors. For artists, how to break into the commercial gallery scene, promote themselves, and sell their work. For collectors, how to connect with artists and ways to think about artworks, including their value, and develop their collection.	\$10,000.00	\$5,200.00	Demonstrates clear rationale as to how the project will contribute to the growth of the local arts and creative sector through collaboration and partnerships and addresses at least three priorities set out in the Arts & Creativity Strategy.
Scotland Island Residents Association Incorporated	<i>Sydney's Three Underworld Queens: Tilly V Kate V Nellie</i> Development and performance of a new play based on three Sydney women of the early 1900s, Tilly Devine (Queen of Darlinghurst), Kate Leigh (Queen of Woolloomooloo), and Nellie Cameron (Queen of Darlinghurst). Unlike previous stories about these women, the work will explore their class backgrounds and the motivation for their activities.	\$9,900.00	\$5,000.00	Demonstrates clear rationale as to how the project will increase access and community participation in arts, culture, and creativity and addresses at least three priorities set out in the Arts & Creativity Strategy.

Applicant	Project	Requested Ex GST	Recommendation Ex GST	Comment
Streetwork Australia Limited	<i>Changing Strokes: Empowering Young People through Creative Art</i> A creative mentorship program seeking to improve young people's ability to re-engage in school and education whilst stabilising and/or improving their risk of youth crime and mental health concerns. It will see them engaged in a trusted one-on-one relationship-building environment through a tailored art program with counselling support.	\$10,000.00	\$7,000.00	Demonstrates clear rationale as to how the project will contribute to the growth of the local arts and creative sector through collaboration and addresses at least three priorities set out in the Arts & Creativity Strategy.
Tania Murphy	<i>Hands in Clay</i> Ceramics workshops for teenagers and seniors focusing on mental health and art therapy practices. Based at North Head Arts Precinct, participants will create ceramic bird baths/reptile ponds for installation by local regeneration groups. Working with clay allows participants to disconnect from mental struggles and gain the freedom to express themselves.	\$10,000.00	\$4,100.00	Demonstrates clear rationale as to how the project will contribute to the growth of the local arts and creative sector through collaboration and addresses at least three priorities set out in the Arts & Creativity Strategy.
<b>Total</b>			<b>\$81,730.00</b>	

### Creative Sector Innovation Projects

Council received 10 applications to the Creative Sector Innovation Projects stream, with 7 proceeding to assessment after eligibility checks. The 7 applications requested a total of \$62,840.00.

The Creative Sector Innovation Projects stream is designed to support individuals and organisations investigate new ideas/designs or concepts, establish new ventures, or develop collaborative innovation projects to grow the creative industries and support sector sustainability.

There is one (1) application recommended to receive partial grant funding of \$7,000.00. The following table details the project recommended for funding:

Applicant	Project	Requested Ex GST	Recommendation Ex GST	Comment
Evergreen Music Pty Ltd	<i>Tea By the Brook: Live Music Series</i> A live music event series for artists and audiences to enjoy a vibrant and intimate experience. Collaborating with local businesses, and focussing on musical and cultural diversity, Evergreen aims to fill the venue gap in the Sydney music scene, while providing mentorships for local sound engineers.	\$10,000.00	\$7,000.00	Demonstrates clear rationale as to how the project will develop the skills of local creative professionals and arts workers and addresses at least three priorities set out in the Arts & Creativity Strategy.
<b>Total</b>			<b>\$7,000.00</b>	

### 2023/24 Community Grants Program - Community Development - Applicant Overview

There are three streams in the Community Development Grants program:

- Community Development
- Small Grants
- Youth Voice

Each of these have different objectives and selection criteria. Each grant stream is detailed below, outlining the applications recommended for funding.

#### Community Development Grants

Council received fifty-four (54) applications to the Community Development stream with fifty-one (51) applications proceeding to assessment after eligibility checks. The fifty-one (51) applications requested a total of \$398,064.00. The community development stream has the following assessment criteria:

1. Has a clear rationale with identified community need
2. Addresses at least one of the funding priority areas
3. Addresses at least one of the project outcomes
4. Demonstrates value for money with a detailed income and expenditure for how the funds will be used.

Funding Priorities are aligned with the Better Together Social Sustainability Strategy:

1. Deliver programs and activities that support:
  - First Nations people
  - Older people 60+
  - People with disability
  - People with dementia and their carers
2. Deliver programs that support mental health, build resilience and strengthen individual and collective wellbeing.

#### Projects recommended for funding

Following the assessment of fifty-one (51) applications, the Panel recommends twenty (20) projects for grant funding of \$96,750. This includes nine (9) projects for full funding and eleven (11) projects for partial funding. The following table details the projects recommended for funding:

Applicant	Project	Requested Ex GST	Recommendation Ex GST	Comment
Action For People With Disability Incorporated	<i>Clear pathways</i> Workshop for parents whose child/ren have the diagnosis of a learning disability, providing expert information, advice and referrals to help parents navigate the school system and obtain required adjustments for their child, while maintaining positive relationships with school staff.	\$4,000.00	\$4,000.00	Demonstrates a clear rationale with identified community need and addresses at least one of the funding priorities.
Artability, under the Auspices of the Northern Beaches Creative Leisure and Learning Incorporated	<i>Artability, Accessible Community Creative Arts Program</i> Artability is a not-for-profit Community Accessible Arts Program that provides a comprehensive arts program increasing social inclusion for the Northern Beaches Disability Community for people living with severe intellectual and physical disabilities.	\$3,000.00	\$2,302.00	Demonstrates a clear rationale with identified community need and demonstrates value for money. Partial funding towards all grant identified items in budget.
Be Centre Foundation Limited	<i>Sensory Integration Room</i> Creating a 'sensory integration room' that meets emotional, physical, and sensory needs of these children and their families with complex needs.	\$5,425.50	\$5,239.00	Demonstrates a clear rationale with identified community need and addresses at least one of the funding priorities. Partial funding resulting from total pool of funding.
Unisson Disability Limited trading as Blue Apple Art Studios	<i>Blue Apple Art Christmas Markets</i> This project will open up the Blue Apple Art Studios in Terrey Hills to the public, showcasing artwork by artists with disabilities, including selling Christmas art and craft handmade by our artists and staff at Blue Apple.	\$1,240.00	\$1,240.00	Demonstrates a clear rationale with identified community need and addresses at least one of the funding priorities.
Bridge Housing Limited	<i>Narraweena Social Inclusion Group</i> Creating community connections, reducing isolation and improve physical and mental wellbeing of social housing tenants and the surrounding community in Narraweena.	\$8,792.00	\$4,396.00	Demonstrates a clear rationale with identified community need and addresses at least one of the project outcomes. Partial funding towards 20 workshops.

Applicant	Project	Requested Ex GST	Recommendation Ex GST	Comment
Easylink Community Services Limited	<i>Easylink Creative Social Program</i> Bringing together isolated elderly and those living with disability on the Northern Beaches by taking them to a weekly art class, supporting the local arts sector and promoting positive mental health outcomes and a sense of connection among participants.	\$5,633.00	\$5,633.00	Demonstrates a clear rationale with identified community need and addresses at least one of the funding priorities.
Fusion Pride, under the auspice of Rainbow Families Incorporated	<i>Fusion Pride Picnic</i> Providing a 2024 Fusion Pride Picnic at Dee Why Strand to celebrate and show support to LGBTQIA+ people and families on the Northern Beaches, raise awareness of local support organisations.	\$5,000.00	\$5,000.00	Demonstrates a clear rationale with identified community need and addresses at least one of the funding priorities.
Literacy Network Manly Warringah Incorporated	<i>Cross Cultural Awareness Workshop</i> Creating a Cross Cultural Awareness Resource to support people from diverse backgrounds with challenges transitioning into community life on Northern Beaches.	\$3,000.00	\$3,000.00	Demonstrates a clear rationale with identified community need and addresses at least one of the project outcomes.
Manly Wheelchair Basketball Association	<i>Support for Manly Wheelchair Basketball Association</i> Build and deliver a sustainable Wheelchair Basketball Program that encourage and supports players' goals, removes barriers to accessing sport and equip players with the necessary skills, knowledge, support networks and resources. Includes accomplished, local Paralympians volunteer as coaches, running free training sessions and free membership.	\$10,000.00	\$5,000.00	Demonstrates a clear rationale with identified community need and addresses at least one of the funding priorities. Partial funding towards program, excluding website update and sports foundation admin fee.
Mentoring Men Limited	<i>Reducing Social Isolation for men on the Northern Beaches</i> Providing volunteer mentoring, community events, mentor Peer Support Groups and Men's Groups to increase social connections, facilitate socialising, networking, and life skill development for men, through meaningful discussions, promoting self-improvement and enhanced well-being.	\$7,700.00	\$4,230.00	Demonstrates a clear rationale with identified community need and addresses at least one of the funding priorities. Partial funding towards program.



Applicant	Project	Requested Ex GST	Recommendation Ex GST	Comment
MWP Care Limited	<i>Creating Safer Homes</i> Providing training to Occupational Therapists and local tradespersons about home modifications prescription, including practical skills, to increase collaboration between Occupational Therapists, tradespeople and suppliers and raise awareness about dementia.	\$10,000.00	\$2,500.00	Addresses at least one of the funding priorities. Partial funding towards workshop.
Nest Incorporated	<i>Balkan Seniors - Place to call Home</i> Enabling seniors from the Balkan area to share stories and experiences, enjoy cultural and art activities, reduce social isolation, work on projects including photography, cultural cooking and poetry events.	\$5,000.00	\$2,000.00	Demonstrates a clear rationale with identified community need and addresses at least one of the project outcomes. Partial funding towards program.
Northside Enterprise Incorporated	<i>Inclusive Bush Regeneration at Orara Reserve</i> Providing employment for people with a disability through Bushlink, engaging students at risk from the Beach School to work alongside them, restoring remnant bushland within Orara Reserve adjacent to Beach School.	\$10,000.00	\$10,000.00	Demonstrates a clear rationale with identified community need and addresses at least one of the funding priorities.
Northern Beaches Multicultural Communities Incorporated	<i>Maes &amp; Madres</i> Creating a safe space for Portuguese and Spanish-speaking women, this project emerged from identified needs within a Brazilian mothers' group. It aims to offer mental health support, information, and referrals, fostering a supportive network for women seeking connections and empowerment.	\$9,750.00	\$6,710.00	Demonstrates a clear rationale with identified community need and addresses at least one of the project outcomes. Partial funding towards program, group facilitator and counselling.
One Meal It Makes a Difference Incorporated	<i>Breakfast and Snack Packs</i> Young people with disabilities pack Breakfast and Snack packs for vulnerable primary and high school children on the Northern Beaches.	\$10,000.00	\$10,000.00	Demonstrates a clear rationale with identified community need; addresses at least one of the funding priorities; addresses at least one of the project outcomes.

Applicant	Project	Requested Ex GST	Recommendation Ex GST	Comment
Spanish community Care Association Incorporated	<i>Weekly Social support group</i> Bringing local senior Spanish-speaking communities on the Northern Beaches together to share culture, and language and increasing community safety, inclusion and mental health. Activities include information sessions, exercises, music, dance, morning tea, light lunch and games.	\$5,000.00	\$3,000.00	Demonstrates a clear rationale with identified community need and addresses at least one of the project outcomes. Partial funding towards program.
Streetwork Australia Limited	<i>Advocacy 101</i> Expanding Advocacy 101, an induction training of volunteer youth advocates on the Northern Beaches who provide support to local Police when a young person is arrested, and ongoing assistance if the matter progresses to court.	\$5,000.00	\$5,000.00	Demonstrates a clear rationale with identified community need and addresses at least one of the project outcomes.
SNPHN Limited (Sydney North Primary Health Network)	<i>Compassionate Connected Senior Carers</i> Compassionate Connections for Carers provides a series of themed social activities, bringing together seniors 65+ who are carers to reduce social isolation, facilitate access to social networks, health and well-being services and support.	\$7,000.00	\$5,000.00	Demonstrates a clear rationale with identified community need. Partial funding towards five workshops and excursions.
Taldumande Youth Services Incorporated	<i>Beach Reach</i> Beach Reach provides a night mobile outreach service where experienced youth workers assist local Police engage positively with young people and assist in reducing anti-social behaviours in community.	\$10,000.00	\$10,000.00	Demonstrates a clear rationale with identified community need and addresses at least one of the funding priorities.
Manly Warringah Women's Resource Centre Limited trading as Women and Children First	<i>Community Cooking Program for Parents</i> Supports disadvantaged families impacted by abuse, mental health, social isolation and CALD with limited English. Cooking program would run for 3 school terms during daytime, with free childcare. Cooking demonstrations, cultural engagement, shared lunch for parents each week, recipes & free slow cooker provided to attendees.	\$5,000.00	\$2,500.00	Demonstrates a clear rationale with identified community need. Partial funding towards two workshops.
			<b>\$96,750.00</b>	

## Small Grants

Council received eleven (11) applications to the Small Grants stream, with all eleven (11) proceeding to assessment after eligibility checks. The eleven (11) applications requested a total of \$52,740.00. The small grants stream has the following assessment criteria:

1. Has a clear rationale with identified community need
2. Addresses at least one of the project outcomes
3. Demonstrates value for money with a detailed income and expenditure for how the funds will be used.

This grant stream supports projects that contribute to one or more of the following project outcomes:

1. Increased social connections and participation in community life
2. Improved access to information, services, programs and facilities
3. Increased sense of belonging
4. Increased community capacity to care for self and others.

## Projects recommended for funding

Following the assessment of the eleven (11) applications, the Panel recommends six (6) projects for grant funding of \$23,250.00. This includes three (3) projects for full funding and three (3) projects for partial funding. The following table details the projects recommended for funding:

Applicant	Project	Request Ex GST	Recommendation Ex GST	Comment
Armenian Seniors Association Incorporated	<i>The more you move, the younger you feel</i> Helping elderly Armenian seniors with activities to help with physical stability and mobility to reduce social isolation and increase social inclusion.	\$5,040.00	\$5,000.00	Demonstrates a clear rationale with identified community need. Partial funding as per maximum amount in grant program.
Mowana Safe Space Incorporated	<i>Wednesday Workshops</i> Weekly workshops including diversity, mindfulness, meditation, mental health, wellbeing, resilience, healthy eating, storytelling, stress management, coping strategies, ADHD, improving communication and finances.	\$5,000.00	\$1,250.00	Demonstrates a clear rationale with identified community need and addresses at least one of the project outcomes. Partial funding towards program.

Applicant	Project	Request Ex GST	Recommendation Ex GST	Comment
Armenian Youth Federation of Australian Central Executive Incorporated	<i>Youth camp - Leadership and Mental Health</i> A youth camp in the Northern Beaches promoting mental health and wellbeing and developing the leadership skills amongst Armenian-Australians and newly arrived refugees of Armenian ancestry from Iraq, Syria and Lebanon.	\$5,000.00	\$5,000.00	Demonstrates a clear rationale with identified community need and addresses at least one of the project outcomes.
Northern Beaches Dementia Alliance (NBDA), under the auspice of the Sydney North Health Network	<i>Becoming Dementia Friendly</i> Create a highly engaging and informative video for local businesses, community organisations and emergency services to demystify dementia, provide insight into recognising signs of dementia, how to communicate and engage effectively and compassionately.	\$5,000.00	\$5,000.00	Demonstrates a clear rationale with identified community need.
Northern Beaches Men Incorporated	<i>Real Men of the Beaches</i> Capturing local and real stories to showcase examples of resilience and hope through interviews and media for publication.	\$5,000.00	\$3,500.00	Demonstrates a clear rationale with identified community need and addresses at least one of the project outcomes. Partial funding towards project to fund videography and promotion.
Tibetan Community of Australia (NSW) Incorporated	<i>Tibetan Seniors support</i> Providing support for newly arrived senior Tibetan migrants in the Northern Beaches.	\$5,000.00	\$3,500.00	Demonstrates a clear rationale with identified community need. Partial funding towards social excursion, bus hire and facilitator fees.
<b>Total</b>			<b>\$23,250.00</b>	

## Youth Voice Grants

Council received ten (10) applications to the Youth Voice stream with five (5) applications proceeding to assessment after eligibility checks. The five (5) applications requested a total of \$49,342.00. The Youth Voice stream has the following assessment criteria:

1. Has a clear rationale with identified community need
2. Addresses at least one of the four strategic directions of the Youth Voice Action Plan 2028
3. Demonstrates consideration of sustainability beyond the pilot program
4. Demonstrates value for money with a detailed income and expenditure for how the funds will be used.

Funding priorities have been aligned with the Youth Voice Action Plan 2028 - Shaping the Beaches' Future and include:

- Provide a diverse range of activations for young people (12-24 years) and/or targeted activations for vulnerable young people (12-24 years) at the PCYC, Northern Beaches, or in collaboration with PCYC outreach activities
- Demonstrates consideration of sustainability beyond the pilot program

## Projects recommended for funding

Following the assessment of the five (5) applications, the Panel recommends four (4) projects for grant funding of \$39,642. All four (4) projects are recommended for full funding, as per below table:

Applicant	Project	Request Ex GST	Recommendation Ex GST	Comment
KYUP! Project Limited	<i>Self Worth and Self Defence Workshops</i> Providing four KYUP Project Mums and Daughters workshops is a fun, safe, hands-on workshop that teaches personal safety tips and self-defence techniques.	\$10,000.00	\$10,000.00	Demonstrates a clear rationale with identified community need.
Streetwork Australia Limited	<i>StreetJam</i> StreetJam is a mobile DJ unit offers at-risk young people (YP) an opportunity for self-expression through music and song writing in a safe and exclusive environment. It is the hook by which to connect YP with relevant support services.	\$10,000.00	\$10,000.00	Demonstrates a clear rationale with identified community need and consideration of sustainability.
The Burdekin Association Incorporated	<i>Safe Summer Workshops</i> A series of four (4) fun and interactive workshops and mentoring sessions giving young people the tools to have a	\$9,892.00	\$9,892.00	Demonstrates a clear rationale with identified community need

Applicant	Project	Request Ex GST	Recommendation Ex GST	Comment
	fun and safe summer that build resilience, confidence and understanding on cyber safety, alcohol and other drugs.			and consideration of sustainability.
Young Change Agents Limited	<i>Youth Social Entrepreneurship Project</i> Delivering a Train the Trainer capacity-building program with PCYC workers and young people to develop practical skills in collaborative problem solving, design thinking and entrepreneurship fundamentals.	\$9,750.00	\$9,750.00	Demonstrates a clear rationale with identified community need
<b>Total</b>			<b>\$39,642.00</b>	



## Northern Beaches Council

Library Strategic Plan  
2023-2028

2

## Contents

Message from the Mayor	4	<b>Northern Beaches Libraries</b>	<b>Library Strategic Plan 2023-2028</b>
Acknowledgement of Country	6	Northern Beaches Council	Our Purpose 28
		Safe Inclusive Connected	Strategic directions 28
		Northern Beaches Libraries	Outcomes and Actions 28
		<b>What our community wants from their libraries</b>	Direction 1 – Experience: Explore and engage 30
		Our unique community	Direction 2 – Connection: Belonging and pride 32
		How this strategy was prepared	Direction 3 – Together: Partnerships and Collaboration 34
		<b>Transforming Library Services to meet the demands of a fast-changing world</b>	Direction 4 – Leadership: Excellence and innovation 36
		Changing community context	Implementation and evaluation 38
		Tomorrow's Libraries	References and data sources 39



3



Library Strategic Plan 2023-2028

4

## Message from the Mayor



Every day, thousands of Northern Beaches residents choose to use their library service. From bringing little ones along to Story Time, using a computer or the Wi-Fi, attending an art class, studying for exams or simply borrowing a book, our libraries are important community spaces for learning, relaxation and connection.

Gone are the days that libraries are just books. They are now interactive hubs that provide safe, inclusive spaces, supporting literacy, social inclusion and community resilience.

Our Library Strategic Plan 2023-2028, Safe Inclusive Connected is Council's roadmap to making sure we continue to deliver leading and contemporary library services that meet our community's needs and aspirations, now and into the future.

We have heard from so many community members – those who are already library lovers, and those who aren't currently using the service. Thank you to all who contributed their views and ideas during this extensive community engagement period.

Your involvement has ensured that this Strategic Plan reflects our community's priorities and aspirations, and has provided the Strategic Plan's foundation including a strong focus on showcasing the unique history of the Northern Beaches, local stories, Aboriginal heritage and living cultures, and diverse dynamic programming that engages all ages and abilities.

I encourage everyone to visit their local library and see what is on offer.



Sue Heins  
Mayor

## Acknowledgement of Country

5

Council acknowledges the traditional custodians of these lands and shows its respect to the Elders past and present.







Library Strategic Plan 2023-2028



Library Strategic Plan 2023-2028



## Northern Beaches Libraries

The National Standards and Guidelines for Australian Public Libraries define the important role of public libraries in supporting a free, prosperous and democratic society.

*"The public library, the local gateway to knowledge, provides a basic condition for lifelong learning, independent decision-making and cultural development of the individual and social groups. The public library is a living force for education, culture and information. The public library is the local centre of information, making all kinds of knowledge and information readily available to its users. The services of the public library are provided on the basis of equality of access for all, regardless of age, race, sex, religion, nationality, language or social status."*<sup>1</sup>

This Library Strategic Plan 2023-2028, sets a vision for the future of public library services on the Northern Beaches and provides clear directions for development and delivery of community-focused services that meet the diverse needs of the people who live and work on the Northern Beaches.

The Strategic Plan acknowledges the legislative foundation for provision of public library services in NSW – the Library Act 1939 (NSW), the Library Regulation 2018 (NSW) – the public library standards and guidelines issued by the Library Council of NSW, and the support of the State Library of NSW in working in partnership with Northern Beaches Libraries and the public library sector on matters of policy, governance and funding.

### Northern Beaches Council

Northern Beaches Council was formed in May 2016 through the merger of the former Manly, Pittwater and Warringah Councils. Its municipal population of 268,463 is the fourth largest in New South Wales.

The Northern Beaches Local Government Area (LGA) is bounded by Cowan Creek and Broken Bay in the north, the Tasman Sea in the east, Sydney Harbour and North Harbour in the south, and Middle Harbour and the Ku-ring-gai Council area in the west. The area is mainly residential and national park, with some commercial, industrial and rural areas. The LGA encompasses a total land area of about 250 square kilometres, including substantial areas of water frontage, coastal foreshores, beaches, islands, national parks, bushland, and reserves.<sup>2</sup> Stretching from Palm Beach to Manly, the Northern Beaches boasts more than half of all the beaches in Sydney.

<sup>1</sup>Australian Public Library Alliance (APLA)/Australian Library and Information Association (ALIA) Standards and Guidelines for Australian Public Libraries, December 2020 – referencing the IFLA/UNESCO Public Library Manifesto, <http://read.alia.org.au/apla-alia-standards-and-guidelines-australian-public-libraries-december-2020>.

<sup>2</sup>Profile ID, sourced February 2023, <https://profile.id.com.au/northern-beaches>.

### Safe Inclusive Connected

This Library Strategic Plan is framed by, complements and will directly contribute to the achievement of Council's Community Strategic Plan 2040 and its Better Together, Social Sustainability Strategy 2040.

The Community Vision in the Strategic Plan encapsulates the aspirations of the diverse Northern Beaches community, which includes residents, businesses, stakeholders and visitors to the area:

"Northern Beaches - a safe, diverse, inclusive and connected community that lives in balance with our extraordinary coastal and bushland environment."

The Community Strategic Plan sets a path forward for the Northern Beaches which:

- reflects community values
- takes into account environmental, social, economic and civic perspectives (a quadruple bottom line)
- takes into account fundamental social justice and sustainability principles – including the principles of access, equity and participation that are central to provision of public library services.

The Better Together, Social Sustainability Strategy 2040 supports achievement of the Community Strategic Plan. It is about creating inclusive and resilient communities that have the required skills, services, people and infrastructure to respond to and recover from social, political, environmental and economic change. The Strategy's three key directions – a safe community, an inclusive community and a connected community – explicitly focus on the Community and Belonging outcome, which is where the Plan's library-related actions are found.

The library connection is clear. Public libraries have a reputation within the community, among library users and non-users, for being safe community places – welcoming, trusted and non-judgemental. Northern Beaches Libraries are used by people of all ages, backgrounds, circumstances and interests and everyone is free to walk through the doors.

Similarly, Northern Beaches Libraries contribute to the Northern Beaches Resilience Strategy by being both active accessible public spaces and critical social connectors, nurturing a sense of belonging and mutual wellbeing.



The Community Strategic Plan 2040 also acknowledges the strategic line of sight between Council's local ambitions and relevant international, federal and state government strategies. It notes the vital role of civic institutions in achievement of the United Nations Sustainable Development Goals (SDG). In addition to the general contribution of public libraries to improve community outcomes against SDG 4 'Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all' and SDG 11 'Make cities and human settlements inclusive, safe, resilient and sustainable', Northern Beaches Libraries proudly shares the Australian Library and Information Association's (ALIA) strong commitment to SDG 16.10 'Ensure public access to information and protect fundamental freedoms'.

Northern Beaches Libraries also has a key role to play in supporting achievement of complementary Council strategies, notably the Children's Services Strategy, Arts and Creativity Strategy, Youth Voice Action Plan, and Community Centres Strategy.

#### Northern Beaches Libraries

Northern Beaches Council operates one of the largest, well-used and respected public library services in NSW. The library network has six physical branch libraries across the Northern Beaches – Manly, Warringah Mall (Brookvale), Dee Why, Forestville, Glen Street (Belrose) and Mona Vale. It offers outreach services in community locations and has an extensive range of digital collections and services accessible via the library website [northernbeaches.nsw.gov.au/library](http://northernbeaches.nsw.gov.au/library).

Northern Beaches Libraries is committed to leading the way in delivery of contemporary library services with NSW's first Creative Library established at Manly Library in 2022, and one of Australia's first libraries open 24/7 launched as a permanent service at Forestville Library in March 2023.

A unique aspect of Northern Beaches Libraries is the support it provides to predominantly volunteer-led and managed community library services in Avalon, Terrey Hills, Seaforth, Freshwater, and to the Booklovers Club. Our Community Libraries are valued social and community assets, providing engaging opportunities for

volunteering and contributing to community connectedness, social inclusion and resilience.

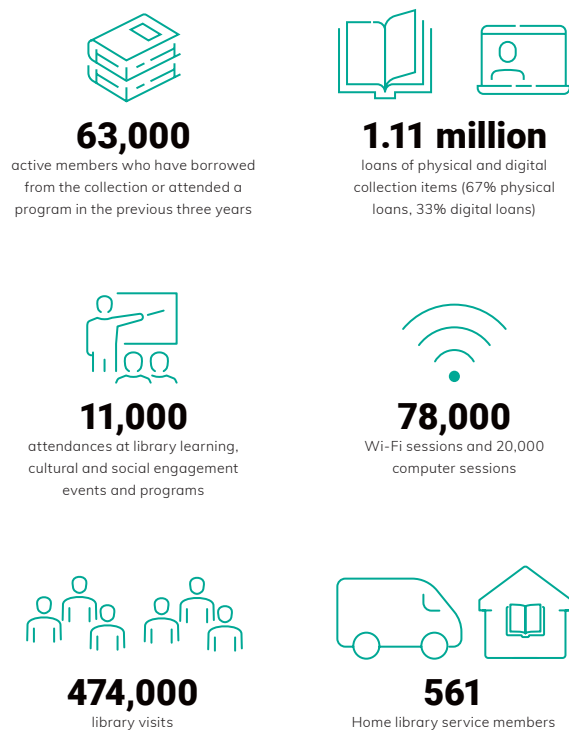
Despite the significant challenges and disruptions to service delivery brought on by the COVID pandemic, the Northern Beaches community continued to access their local libraries whenever and wherever possible.

Northern Beaches Libraries continue to be one of the community's most valued civic institutions with high levels of customer satisfaction. More than just a place for books, the libraries support learning, creativity, social and digital inclusion, community wellbeing and resilience.

*"I really appreciate the extended hours. I love the library's space as it is effective and spacious at the same time. Overall, very happy with the cleanliness and quietness. A very nice modern library!" (Glen Street)*



**Figure 01**  
Northern Beaches Libraries Performance 2021-22.



Library Strategic Plan 2023-2028



12

# What our community wants from their libraries

Library Strategic Plan 2023-2028



## 14 What our community wants from their libraries

Figure 02

Northern Beaches Community (ABS census 2021).

Note: Comparisons are with the 2021 Greater Sydney average (profile id)





### Our unique community

The Northern Beaches is unique – from North Head to Narrabeen, Belrose to Bilgola Beach, and Killarney Heights to Ku-ring-gai Chase National Park. With golden sands and ocean pools, pristine parks and harbour views, it is a truly extraordinary coastal and bushland environment. Our story begins with ancient marine fossils, honours First Nations Australians, flows from First Fleet to early settlement, grazing and guesthouses, and families that span generations. Today, nearly 270,000 people proudly call the Northern Beaches home. This is where we live, work and play.

Every day, thousands of Northern Beaches residents choose to use their library service. With a varied service offering access onsite, online and in the community, the library has universal appeal across all community demographics.



The Northern Beaches community has a 2023 population of 268,463 and is expected to grow to around 309,000 people by 2041.<sup>3</sup> This growth, wherever it occurs and whether those demographics be younger, middle-aged, or older, will bring increased demand for community facilities such as public library services.

The unique characteristics of the Northern Beaches population presents both opportunities and challenges in engaging the community and providing library services.

- The identified strengths of our community include high levels of community safety, a self-sufficient economy, relative socioeconomic advantage, access to open spaces, and thriving social and recreational opportunities. This means residents have options and the capacity to choose where and how they live their lives.
- The population is ageing at a higher rate than the Greater Sydney average,

a result of long-standing residents ageing, being a popular place to retire and young adults migrating to locations that offer greater access to education, employment, entertainment and affordable housing. The number of people aged 60 years and over will increase by 36% (22,000 people) by 2041.

- There are strong local ties and a sense of belonging, with 50% of residents living at the same address as five years ago
- Around 80% of people who work in the Northern Beaches LGA live in the LGA. In addition, more than 50% of Northern Beaches residents who work do so within the Northern Beaches (the highest 'local workforce' in Greater Sydney)
- Although there is a high average level of socioeconomic advantage, support is needed for the pockets of disadvantaged and vulnerable populations living within the community
- 17% of the population report being engaged in some form of voluntary work, compared with 12% across Greater Sydney.

#### How this strategy was prepared

The development of this Strategic Plan has been informed by research and consultation with the Northern Beaches community, external stakeholders, and Council staff. The consultation engaged library users and non-users, key stakeholders and community partners, allied Council business units and the library team. Engagement with different types of groups ensured a range of perspectives informed the strategy.

#### Community feedback

Community surveys in the past two years (which includes a significant period of COVID-related service disruption) have generated more than 4,000 responses. Feedback from library users has highlighted the many things that Northern Beaches residents love about their libraries. These include:

- **extensive collections** – both the physical collections and increasing e-book collection, and especially the children's collection

<sup>3</sup>Northern Beaches Community Strategic Plan 2040, Better Together: Social Sustainability Strategy 2040, and profile id <https://profile.id.com.au/northern-beaches>.

- **a widely distributed network**  
– with library branches spread across the Northern Beaches
- **light and colour** – especially at Forestville and Glen Street, with most branches offering a range of different casual, work and activity spaces
- **welcoming and helpful library staff** – whose personal approach to library users helps to create a sense of connection and belonging
- **a Northern Beaches feeling** – with the use of artwork and artefacts creating a sense of place and ownership of library spaces.



These surveys demonstrate the high level of customer satisfaction with the services currently provided by Northern Beaches Libraries, producing an average customer satisfaction score of 9.1 out of 10.

There were also many suggestions for improvement. Particularly, library users wanted:

- **expanded and more responsive collections** – with faster purchasing of new books, greater rotation of stock between branches, more e-books and e-audiobooks
- **fewer fees** – to encourage more active and sustained library use
- **more diverse programming** – with greater variety of content for users of all ages and interests, and more convenient program times
- **extended opening hours** – notably in evenings and on weekends, especially for people who cannot access the library during standard working hours
- **more flexible spaces** – including quiet spaces, dedicated study and remote working spaces, group meeting

rooms, and spaces for entertainment and community activities

- **greater promotion** of what's available and what's on at the library
- **more attractive, appealing and accessible buildings** – especially in comparison with other libraries in Sydney.

For current non-users of library services, issues of access (both location and timing) and awareness (of what services are available in a contemporary public library) were most relevant in planning for increased service reach.

Through the detailed comments, several key themes emerged:

1. The Northern Beaches community highly value their libraries for the services they provide. They love the collections, programs, the spaces, interactions and the experiences they have when they are at the library
2. Library users are proud of their libraries. They believe Northern Beaches Libraries provide an excellent service that connects them with and makes them feel part of a unique community

3. Innovation is key to the library's success.

The community admires the fact that the libraries are continually striving to explore new ways of expanding access and delivering community-focused services, even during difficult times.

These broad themes have guided the framing of the library's future strategic directions more than specific suggestions for improvement, which have been incorporated as areas for attention and action.

*"I have been using the library space to complete my work on my laptop. I like that there are powered workstations for private use in a quiet area."* (Manly)



### External stakeholders

Throughout 2022, regular engagement with local community, education and cultural organisations, and industry partners strengthened our commitment to community and cross-sector partnerships. By working together we can:

- better understand the needs and demands of our unique community
- expand service reach
- realise efficiencies in service delivery and achieve mutual benefits
- maintain connections with our community that inform and facilitate service planning.

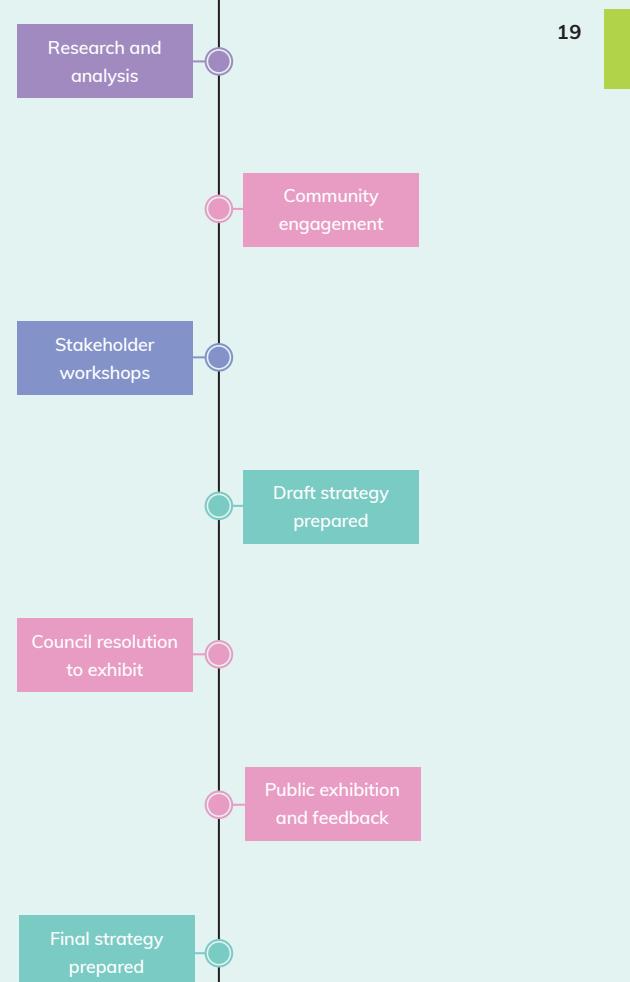
These aspirations are also reflected in the library's future strategic directions.

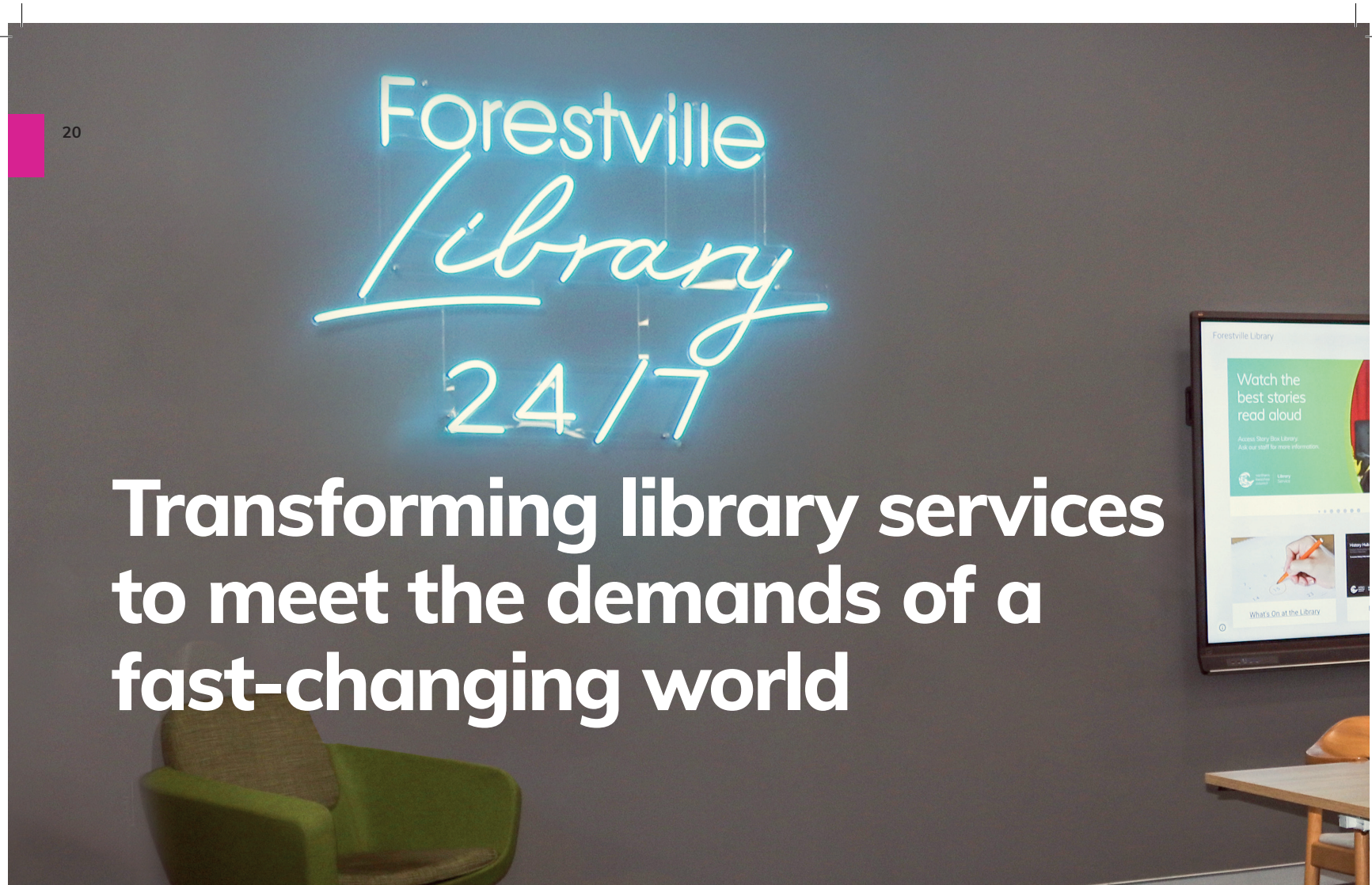
### Internal perspectives

Internal consultation with Council stakeholders and library staff reinforced the perception of Northern Beaches Libraries as valuable community assets with broad community appeal and accessible locations. In addition to highlighting opportunities for stronger collaboration and integration in planning, programming and service delivery, these stakeholders saw potential improvements through:

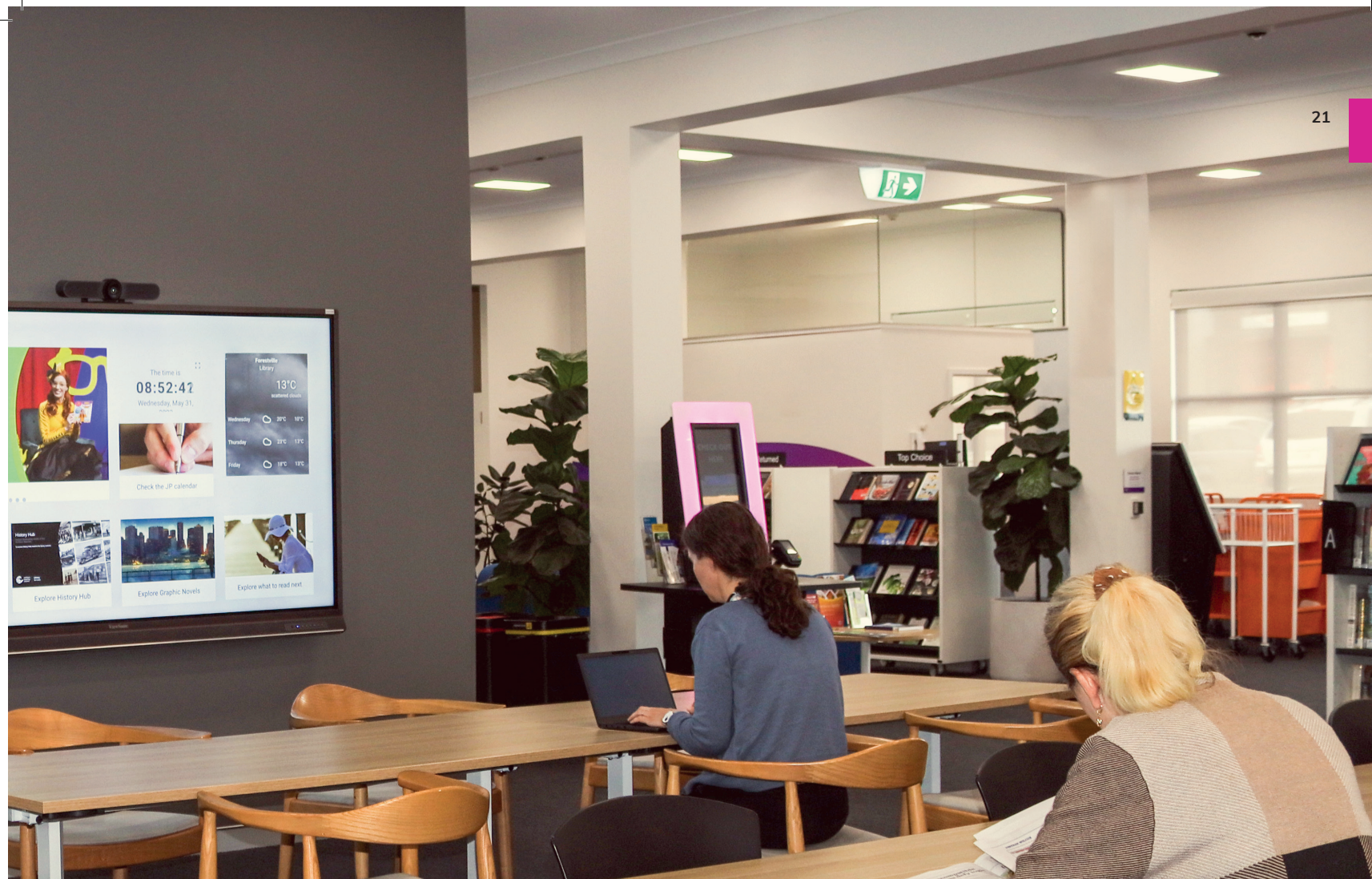
- more flexible service models, especially through use of digital technology and outreach services
- more flexible library spaces that respond to the needs of different user groups
- targeted support for priority population cohorts (e.g. families, youth, older people, researchers, people experiencing homelessness)
- more innovative programming that supports literacy and lifelong learning, intergenerational activities, digital literacy and creative pursuits
- increased volunteering opportunities.

Library Strategic Plan 2023-2028









Library Strategic Plan 2023-2028

## Transforming library services to meet the demands of a fast-changing world

### Changing community context

Northern Beaches Libraries operate in a complex, dynamic and challenging environment, where the services offered and the capacity to deliver those services professionally and efficiently is influenced by a range of social, economic, environmental, technological and political factors.

### An evolving population

The best public libraries reflect their local community. As demographics change, libraries need to adapt their collections, programs and services, and the way those services are delivered to the community. In the coming years, the Northern Beaches community will experience increasing:

- population growth – with an extra 40,000 people forecast to be living in the area by 2041
- ageing – with increased demand for access to support services and personal assistance
- cultural diversity – as families from diverse cultural backgrounds continue to move into the area

- single person households – with more people (especially older people) at risk of social isolation
- numbers of retirees – who will want access to social, leisure and informal learning activities, as well as volunteering opportunities.

### Social inclusion, community wellbeing, resilience and capacity building

Public libraries have always had a role in supporting literacy, social inclusion and community resilience. Libraries support early years' literacy through provision of children's collections and Story Time activities that assist families to access resources and develop skills to support reading in the home. Libraries support vulnerable communities by providing free access to reading and information resources, learning programs, computers and Wi-Fi connections, and safe welcoming community spaces. Libraries are also connecting places, where people can come together to support one another to prepare, act, respond and recover from challenges – both individually and collectively.

### An economy under stress

Rising interest rates and static wages growth increase the cost of living and place significant financial stress on homeowners, renters and people seeking to enter the housing market. These pressures are likely to increase the appeal of free lending, Wi-Fi services and activities at public libraries.

### Exponential growth in the power and reach of technology

Technology has become integral to the way we connect, consume and learn. Public libraries play an important role in providing free access to computers and the internet, especially for people who might otherwise not have access because of cost (devices, data, printers and consumables) or a need to access specialist equipment (e.g. large format display and keyboards for people with print disability). People who lack skills and confidence in accessing and using technology can find assistance at their local library. Ongoing growth in the reach of technology through all aspects of everyday life, especially the impact of cybersecurity risks and the emergence of Artificial Intelligence, has the potential to widen the digital divide.

### Climate change and environmental sustainability

Climate change is leading to more frequent and more severe weather events, with both rural and urban populations at increased risk from bushfires, heat waves, floods, drought, dry spells and torrential downpours. Public libraries can be used as places of refuge and recovery during climate and emergency situations. Through programming and information resources, libraries can also play a role in facilitating greater awareness of the impact of climate change and environmental sustainability.

*"I enjoy coming to the library often and spending my time studying. I'm always warmly welcomed by staff when I arrive. It has a great range of books and comfortable chairs to read in." (Forestville)*

### Tomorrow's libraries

Public libraries have always demonstrated a capacity to evolve in response to changing community needs, social trends and technological advancements. The library of 2023 is not the same as the library of 5, 10 or 20 years earlier. And the library of 2028 will be different again.

### Core library services

A high-performing library engages its unique community in design, development and delivery of library services that support the community's recreational, learning, social, information and employment needs – across all life stages, cultures, interests and circumstances. These services include:

- physical and digital content and collections (including local studies and cultural collections)
- reading, literacy, learning, wellbeing, cultural and creative programs
- access to the internet, computers, printers and other essential technology
- places and spaces where people can relax, work, meet, learn, connect and create

- places of safety where people can be supported and connect with government information.

Northern Beaches Libraries will continue to deliver library services consistent with community feedback and best practice benchmarks for Australian public libraries.

### New service models

The COVID-19 pandemic disrupted the normal order of Australian society. For a period, use of Northern Beaches Libraries declined by as much as 75%. However, COVID restrictions unleashed a latent innovation in the library sector which quickly pivoted to explore new service models that increased local access to library collections and services. Northern Beaches Libraries launched Library2U, an award-winning home delivery service, ensuring community members were served during COVID lockdowns.

The successful and ground-breaking launch of an open 24/7 library at Forestville demonstrates the way that Northern Beaches Libraries transformed its service approach to enable community members to access library services at a time and in a way that is convenient to them.

#### Emerging library trends

Beyond the transformation of library service models, Northern Beaches Libraries will continue to adapt to changes in its operating environment and the specific demands of the Northern Beaches community. In the next five years, the library service will be mindful of:

- changing demand for physical and digital collections and increased content creation
- increasing demand for access to library spaces for study, work and collaboration – driven by the off-siting of tertiary study, people engaging in 'work from library' where 'work from home' is not a viable option, and growth in microbusinesses
- reduced demand for fixed library PCs and increased demand for seating where people can access Wi-Fi from their own device and charging points

- learning and lifestyle programming opportunities offered through industry and community partnerships – especially for young people, retirees and the elderly
- the shift from transactional to transformational library services that support lifelong learning, social and digital inclusion, community resilience and mental health and wellbeing
- service efficiencies offered through industry and community partnerships and collaboration
- open (24/7) libraries becoming mainstream with secure user access to libraries outside staffed hours
- libraries as a 'safe' referral point for non-judgmental access to social and human services
- libraries being places for storytelling and celebration of local history and First Nations stories
- building the library workforce, qualifications and retention.

#### Library 'as place'

For more than 30 years, librarians have been aware of the role of libraries as a 'third place', a place beyond the realms of home and work which hosts the regular, voluntary, informal, and happily anticipated gatherings of individuals.<sup>4</sup> Libraries, shopping malls, coffee shops, bars and other 'third places' are believed to be central to local democracy and community vitality. This is especially the case where dwelling sizes are small, where people live alone, and where the communal aspect of work is diminishing, as is currently occurring with the rise of 'work from home'. Unlike many other such places, Northern Beaches Libraries have the distinction of being casual inclusive places where people of all ages can spend time without spending money and just be without obligation.

<sup>4</sup>The Great Good Place, Ray Oldenburg, 1991.

### Outcome focus

In service planning and measurement Northern Beaches Libraries will maintain its focus on delivering real and meaningful outcomes for our community. As defined in the National Library Standards,<sup>5</sup> public libraries:

- help children to read, support adult literacy, help people improve their English language skills and provide people of all ages opportunities to study and learn
- enhance people's ability to access and use technology to meaningfully engage in society
- are safe, welcoming and accessible places that provide access to authoritative information on health and wellness, support reading for pleasure and provide social interaction
- strengthen community resilience, build social capital and support expression of creativity and cultural identity
- connect people with one another and with what is happening in their community
- support improved employment and productivity outcomes (e.g. job seekers, entrepreneurs).

<sup>5</sup>APLA/ALIA Standards and Guidelines for Australian Public Libraries, December 2020, <http://read.alia.org.au/apla-alia-standards-and-guidelines-australian-public-libraries-december-2020>.

Figure 03

Outcome Measures for Australian Public Libraries.







Library Strategic Plan 2023-2028





27

Figure 04  
Strategic directions.



#### Our purpose

Northern Beaches Libraries – Safe, Inclusive, Connected.

Our libraries are safe, inclusive and connected. Wherever you are, we are close by. Whatever your point in life, we have something for you. When you need to connect or find a place to belong, we will be there.

#### Strategic directions

Northern Beaches Libraries provide access to onsite and online collections, programs and services that meet the reading, learning and information needs of our unique community. Over the next five years we will – through a targeted focus on four strategic directions – reinforce the strength of our service, strive for innovation and continue to push the boundaries of what it means to be a modern library. Together, we will create a library service that tells our unique stories and is the pride of the Northern Beaches community.

#### Outcomes and actions

Three key outcomes have been identified under each strategic direction. Priority actions have been listed against each outcome and will be progressively implemented and embedded in everyday library operations over the life of the Library Strategic Plan.

*“The Northern Beaches Library is always offering innovative ideas and technology. Long gone are the days of hushed patronage. It is wonderful to see so many progressive ideas and services. The local community is fortunate indeed.” (online)*



29



Library Strategic Plan 2023-2028

30

## Direction 1 – Experience: Explore and engage

Northern Beaches Libraries play a vital role in enriching people's lives through our collections, literacy and lifelong learning programs, welcoming spaces and access to information, technology, leisure opportunities and cultural engagement. There is something for everyone at the library, and our team will strive to ensure that every library user, whatever they are seeking, can find what they are looking for – and maybe more.

*“Northern Beaches Libraries are wonderful. Our family visits often and there is absolutely no replacement for having a book that you can hold and touch. Libraries are essential for children and teenagers – no technology can replace them.” (Glen Street)*

### Outcome 1.1 Community-centred collections

Deliver contemporary library collections and content that: are shaped by input from our unique and diverse community; support the community's information, recreation and cultural needs; foster a love of reading; and enhance lifelong learning.

Action	Commencing <sup>6</sup>
1.1.1 Implement a plan for the curation of our collections that supports and reflects evolving community needs and expectations	2023-24
1.1.2 Develop and implement a flexible and responsive collection purchasing model which reflects community needs and expectations	2024-25
1.1.3 Undertake a diversity audit of collections to benchmark and drive targeted collection development	2025-26
1.1.4 Explore and implement contemporary approaches to collection display and layout	2026-27

<sup>6</sup>Some actions will have discrete start and end dates. Others will, after a development phase, become embedded in everyday practice. For consistency, 'commencement' dates are shown against each action.

#### Outcome 1.2 Dynamic programming

Deliver programs, events and exhibitions (onsite, online and via outreach) that engage, inform and inspire our community, with a focus on community connection, learning, inclusion and wellbeing.

Action	Commencing
1.2.1 Increase delivery of programs, events and exhibitions that enhance community connection, learning, inclusion and wellbeing	2023-24
1.2.2 Increase a targeted range of program, events and exhibitions that reflect our commitment to inclusive and diverse programming	2023-24
1.2.3 Host innovative digital programs, events and exhibitions that provide opportunities for community connection	2023-24
1.2.4 Collaborate with allied Council business units on delivery of relevant programs, events and exhibitions.	2023-24

#### Outcome 1.3 Exceptional service

Provide the Northern Beaches community with library experiences that are personal and productive, encourage increased library use and create a sense of pride and belonging.

Action	Commencing
1.3.1 Review, assess and implement fee reductions and workflow improvements to enhance community experience	2023-24
1.3.2 Undertake long-term planning for Home Library Services in response to evolving community needs.	2024-25
1.3.3 Develop a Library Customer Service Charter that sets expectations of the library experience (for customers and staff) with a focus on encouraging return use of library services	2024-25
1.3.4 Review, and as necessary enhance, library infrastructure in line with Council's Asset Management Plan	As required
1.3.5 Increase access to emerging technologies, spaces and platforms to support creative production	As required

32

## Direction 2 – Connection: Belonging and pride

People who live and work on the Northern Beaches are proud of their home, community, casual lifestyle and the unique natural environment. Northern Beaches Libraries are safe, diverse, inclusive and connected, and contribute to this sense of belonging by being accessible to all, showcasing the area's unique character and history, and being a place where people come together to tell and create their own stories.

*"Being very deaf, it would be very hard to entertain myself if I couldn't read. The library is a godsend. The courtesy, kindness and dedication of library staff is amazing."* (Home Library Service)

### Outcome 2.1 Access and inclusion

Create and deliver safe inclusive library places and experiences that enhance service access for all people – so that no-one is left behind.

Action	Commencing
2.1.1 Develop and implement an Access and Inclusion Plan	2024-25
2.1.2 Review and re-design services, branch layouts and workforce approaches to remove or reduce actual and perceived barriers to access	2026-27

#### Outcome 2.2 Local stories

Document, preserve, share, showcase and celebrate Northern Beaches' unique local history, living cultures and First Nations heritage.

Action	Commencing
2.2.1 Continue the Local History digitisation program to expand access to community history and heritage collections	2023-24
2.2.2 Work alongside and collaboratively with First Nations peoples to facilitate sharing of stories, cultural heritage, language and knowledge	2024-25
2.2.3 Explore new ways to capture, conserve, exhibit and share local stories	2025-26

#### Outcome 2.3 Pride in place

Create and deliver welcoming and vibrant library places and experiences that engender a sense of belonging and pride in the Northern Beaches community.

Action	Commencing
2.3.1 Encourage and promote the use of libraries as creative and co-working spaces for the community	2024-25
2.3.2 Explore opportunities to showcase Northern Beaches' history, culture and vibrant lifestyle through exhibitions, presentations and events	2026-27



34

### Direction 3 – Together: Partnerships and collaboration

Northern Beaches Libraries understand that meeting the diverse spectrum of the community's reading, learning and information needs cannot be met by working in isolation. It requires a strategically aligned and coordinated approach to working with different organisations<sup>7</sup> in the Northern Beaches and community members themselves.

#### Outcome 3.1 Community and volunteers

Strategically engage with the Northern Beaches community to provide them with opportunities to shape their library service and support community access to library services.

Action	Commencing
3.1.1 Refine our marketing approach to foster community connection and interaction	2023-24
3.1.2 Support and grow our volunteers by finding new opportunities for them to connect with and support their community	2023-24
3.1.3 In collaboration with Northern Beaches' Community Libraries, plan for ongoing sustainability and service delivery	2024-25

<sup>7</sup>Potential partners and collaborators include kindergartens and schools, universities, vocational and community education providers, community service agencies, cultural organisations, business and tourism groups, Aboriginal organisations, other business units within Council, and state and Commonwealth government agencies.



### Outcome 3.2 Community organisations

Seek out and foster community-based partnerships with education, welfare, cultural and business organisations that efficiently leverage library resources, build community capacity and celebrate local culture and heritage.

Action	Commencing
3.2.1 Strengthen and activate relationships between the library service and current community partners	2023-24
3.2.2 Seek out new community and/or commercial partnerships that provide opportunities to realise shared goals, enhance the user experience and improve community connections	2023-24

*“My local library feels like home and has been a much valued resource for myself and my family since we immigrated 17 years ago. Thank you.” (Mona Vale)*

### Outcome 3.3 Council partners

Work collaboratively with other Council business units to provide seamless access to Council services, improve community outcomes and maximise the return on Council investment in the Northern Beaches community

Action	Commencing
3.3.1 Strengthen and activate relationships between the library service and allied Council business units	2023-24
3.3.2 Pilot co-located and/or integrated Council service provision	2024-25
3.3.3 Explore, encourage and enable the use of libraries as centres for strengthening community resilience	2024-25

36

## Direction four - Leadership: Excellence and innovation

Northern Beaches Libraries has proved itself to be a leader in exploration of contemporary library service models. We will continue to invest in our people and innovation to ensure that the Northern Beaches community has convenient and efficient access to high quality public library services that are valued by the community and admired by our peers.

*“24-hour library is literally the best thing that happened to the Northern Beaches since the B-line. I used to have to travel 1.5hrs to Macquarie Uni library to use a library after 8pm (when Dee Why Library closed). Now it's only 30 minutes, which has improved my uni marks and really helped me manage my time.” (Forestville)*

### Outcome 4.1 Service transformation

Trial innovative and flexible service models – onsite and online – to increase and improve community access to, use of and satisfaction with library collections and services.

Action	Commencing
4.1.1 Explore and implement 24/7 service delivery across Northern Beaches library network where feasible	2023-24
4.1.2 Develop a new plan for outreach and flexible services, extending opportunities for our community to access and engage with library services	2025-26
4.1.3 Improve line of sight to outcome measures for library services and programs to inform service planning and improvement	2025-26
4.1.4 Pioneer and lead digital technologies and platforms for improved service delivery	2025-26

#### Outcome 4.2 Culture and capability

Develop, nurture and grow a library workforce and culture that is professional, high-performing and future-ready.

Action	Commencing
4.2.1 Develop and implement a Workforce Development Plan to build and/or acquire the skills needed to deliver library services into the future	2024-25
4.2.2 Design workforce tasks for purposeful alignment with strategic outcomes	2024-25

#### Outcome 4.3 Industry leadership

Monitor global industry trends and maintain strong connections with the national and NSW public library sector to inform strategic planning and service innovation.

Action	Commencing
4.3.1 Proactively contribute to and/or lead industry initiatives and forums that enhance public library sector capability	2023-24
4.3.2 Collect and analyse qualitative and quantitative performance and impact data to ensure library experience adapts to community expectations	2023-24



38

*"I really liked my time at this library and I love coming here. I'm 11-years-old and I love coming to the library to study and have fun."* (Dee Why)

#### Implementation and evaluation

The actions listed in this Strategic Plan are presented against four strategic directions. Where applicable, more detailed actions will be documented each year in Northern Beaches Council's Operational Plan and the library service's annual Business Plan. Northern Beaches Council will monitor and review progress by keeping track of key performance indicators (KPIs) through monthly and annual reporting processes.

The APLA-ALIA Standards and Guidelines for Australian Public Libraries form the basis of our KPIs. The standards and guidelines set expectations for provision of community-based public library services. Northern Beaches Council will use a range of activity and outcome indicators to measure performance.

#### Key performance indicators

- Active library membership (as % of the Northern Beaches population)
- Number of library visits per capita
- Number of loans per capita
- Collection turnover – number of loans per collection items
- Program participation per capita
- Customer satisfaction score
- Number of service innovations piloted in libraries
- Number of productive local partnerships with businesses, education or community organisations
- External and internal partner feedback
- Industry recognition and awards.

### References

IFLA/UNESCO Public Library Manifesto, [www.ifla.org/g/public-libraries/public-library-manifesto/](http://www.ifla.org/g/public-libraries/public-library-manifesto/)

New South Wales Public Library Statistics, State Library of NSW, [www.sl.nsw.gov.au/public-library-services/advice-and-best-practice/public-library-statistics](http://www.sl.nsw.gov.au/public-library-services/advice-and-best-practice/public-library-statistics)

Northern Beaches Council: Better Together, Social Sustainability Strategy 2040, [yoursay.northernbeaches.nsw.gov.au/better-together](http://yoursay.northernbeaches.nsw.gov.au/better-together)

Northern Beaches Council Community Profile, .idCommunity, [profile.id.com.au/northern-beaches](http://profile.id.com.au/northern-beaches)

Northern Beaches Council Community Strategic Plan 2040, [northernbeaches.nsw.gov.au/council/publications/strategies-and-plans/community-strategic-plan](http://northernbeaches.nsw.gov.au/council/publications/strategies-and-plans/community-strategic-plan)

Northern Beaches Council Population Forecast, .idCommunity, [profile.id.com.au/northern-beaches](http://profile.id.com.au/northern-beaches)

Northern Beaches Council Resilience Strategy: Withstand. Adapt. Thrive., [files.northernbeaches.nsw.gov.au/sites/default/files/documents/policies-register/resilience/resilience/northern-beaches-resilience-strategy-adopted-jul22.pdf](http://files.northernbeaches.nsw.gov.au/sites/default/files/documents/policies-register/resilience/resilience/northern-beaches-resilience-strategy-adopted-jul22.pdf).

Standards and Guidelines for Australian Public Libraries, Australian Public Library Alliance and Australian Library and Information Association, December 2020, [read.alia.org.au/apla-alia-standards-and-guidelines-australian-public-libraries-december-2020](http://read.alia.org.au/apla-alia-standards-and-guidelines-australian-public-libraries-december-2020)

Strategic Planning Background Paper, Noosa Shire Council and Western Downs Regional Council, September 2022, [qpla.asn.au/strategic-planning-background-paper/](http://qpla.asn.au/strategic-planning-background-paper/)

The Great Good Place, Ray Oldenburg, 1991.

### Data sources

Development of this Library Strategic Plan was informed by:

- Your Local Library survey results (2021, n=428)
- Your Say Northern Beaches ideas board (2022, n=180)
- social media comments (2022, n=102)
- library customer feedback forms (2021-2022, n=4,139)
- a library staff survey (2021) and a planning workshop (2022)
- workshops with three Northern Beaches Council's Strategic Reference Groups (2021)

— |

| —

— |

| —

# Library Strategic Plan 2023-2028

## Safe, Inclusive, Connected

### Plan on a page

Our libraries are safe, inclusive, and connected. Wherever you are, we are close by. Whatever your point in life, we have something for you. When you need to connect or find a place to belong, we will be there.

Figure 01  
Strategic directions.

#### Direction 1 – Experience – Explore & Engage

There is something for everyone at the library, and our team will ensure that every library user, whatever they are seeking, can find what they are looking for and maybe more.

#### Direction 2 – Connection – Belonging & Pride

Our libraries contribute to a sense of belonging by being accessible to all, showcasing the area's unique character, history and by being a place where people come together to tell and create their own stories.

#### Direction 3 – Together – Partnerships & Collaboration

We will work together with different organisations to support our communities' reading, learning and information needs.

#### Direction 4 – Leadership – Excellence & Innovation

We will continue to invest in our people and innovation to ensure that our community has convenient and efficient access to high quality library services.



### Delivering the plan

Implementation of the plan will be delivered in collaboration with teams across Council, community partners and volunteers.

Monthly and annual monitoring and evaluation will review progress against identified action items. Council will use a range of key performance indicators and outcome measures to assess performance.





---

## Community and Stakeholder Engagement Report

**Our libraries – the next chapter – draft Library Strategic Plan (Stage 2 of 2)**

**Consultation period: Tuesday 4 July to Friday 11 August 2023**

---

### Contents

1.	Summary.....	2
1.1.	Key outcomes .....	2
1.2.	How we engaged .....	3
2.	Background.....	4
3.	Engagement objectives.....	4
4.	Engagement approach.....	4
4.1.	Reaching diverse audiences .....	5
5.	Findings .....	5
	Appendix 1 Verbatim community and stakeholder responses .....	8
	Appendix 2 Roadshow signboard results .....	17
	Appendix 3 Youth Advisory Group – Workshop Feedback.....	21

---






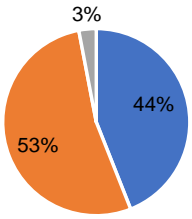

## 1. Summary

This report outlines the outcomes of community and stakeholder engagement as part of a proposal to draft and endorse the first Library Strategic Plan for the Northern Beaches Library Service.

The feedback collected during the consultation revealed a high level of engagement and support for the Plan both in its concept and current form. There was support for each of the four directions and twelve outcomes listed in the plan, demonstrating the varying expectations of the community for their library service. Strong support was shown towards the Plans emphasis on 'experience' and 'connection'. This relates to the core offerings of the Northern Beaches Libraries – engaging programs, safe inclusive spaces and contemporary collections. It also relates to the development of the library as a space for celebrating Northern Beaches unique history and culture, and for engendering a sense of belonging and pride in the Northern Beaches community.







Respondents who suggested opportunities for improvements in the Plan spoke to addressing the adequacy of library buildings moving forward, ongoing funding or operational processes.

### 1.1. Key outcomes

 Total unique responses	408*	
 How responses were received	Online submission form Written responses (email) Workshop Library Roadshows	Completions: 32 Number received: 6 Workshop Comments: 18 Votes: 297 Comments: 56
 Online sentiment question:  Have we got the draft Library Strategic Plan right?  *online engagement only	<div data-bbox="730 1352 922 1570">  </div> <div data-bbox="1082 1429 1262 1525"> <ul style="list-style-type: none"> <li>■ Yes</li> <li>■ Yes with changes</li> <li>■ No</li> </ul> </div> <div data-bbox="1066 1599 1262 1621">Total responses = 32</div>	
 Feedback themes	Spaces and Places Opening Hours Sense of Place	Collections Programming and Events Diversity and Inclusion

\*Not every respondent made a comment in addition to answering the online sentiment question.

## 1.2. How we engaged

 Have Your Say: visitation stats	Visitors: 1,386	Visits: 1,109	Average time onsite: 15 secs
 Social media Facebook	Post: 6		Reach: 1,551 Clicks: 40
 Social media Instagram	Reel: 1		Reach: 3,527 Plays: 3,940 Likes: 52 Shares: 10 Saves: 1
 Print collateral	Pittwater Life: 1 story Site signs used: Collateral availability: Libraries, Customer Service Centres		Distribution: 55,000 Number of signs: 6 Number: 10
 Electronic direct mail (EDM)	Council (weekly) eNews: 2 editions KALOF (monthly) eNews: 2 editions The Drift (monthly) Library eNews: 2 editions The Wave Disability (monthly) eNews: 1 edition Stakeholder email: 1		Distribution: 60,409 subscribers Distribution: 1,780 subscribers Distribution: 84,410 subscribers Distribution: 1,334 subscribers Distribution: 10
 Face-to-face sessions	Library Roadshows: 6 Youth Advisory Group Workshop: 1		Attendance: 296 Attendance: 13

## 2. Background

The draft Library Strategic Plan 2023-2028 was developed over a two-year period, following extensive engaged with Northern Beaches community, external stakeholders (including community partners) and Council staff. The consultation engaged library users and non-users and included;

- Surveys undertaken with library users and members
- Your Say online ideas board
- Review of internal feedback forms over a two-year period
- Strategic Reference Groups
- Internal Council stakeholder workshops
- Library staff survey and planning workshops

The draft Plan was endorsed to go on public exhibition at the 27 June Council meeting and a Your Say page was developed to capture feedback on the Plan from 4 July to 11 August 2023.

## 3. Engagement objectives

Community and stakeholder engagement aimed to:

- provide accessible information so community and stakeholders can participate in a meaningful way.
- build community and stakeholder awareness of participation activities.
- identify community and stakeholder concerns, local knowledge and values.

## 4. Engagement approach

Community and stakeholder engagement for the Our libraries – the next chapter – draft Library Strategic Plan 2023-2028 was conducted between Tuesday 4 July to Friday 11 August 2023, and consisted of a series of activities that provided opportunities for community and stakeholders to contribute.

The engagement was planned, implemented and reported in accordance with Council's [Community Engagement Strategy](#) (2022).

A project page<sup>1</sup> was established on our have your say platform with information provided in an accessible and easy to read format.

The project was primarily promoted through our regular email newsletter (EDM) channels.

Feedback was captured through an online submission form embedded onto the have your say project page. The form included a question that directly asked respondents for their level of support on the proposal.

An open-field comments box provided community members a space to explain or elaborate on their support, not support or neutral sentiment as well as any other feedback they wished to contribute.

Email and written comments were also invited.

---

<sup>1</sup> <https://yoursay.northernbeaches.nsw.gov.au/library-strategy>

External stakeholders and partners were engaged directly and invited to provide written comments.

Feedback was sought from library members and visitors through onsite roadshows conducted at all six library branches. A voting exercise was held at each roadshow for both adults and children, allowing participants to vote on the perceived importance and value of proposed directions and outcomes of the draft Library Strategic Plan. Verbal feedback was also recorded.

Youth were engaged directly through a workshop with the Youth Advisory Group, held on 26 June 2023. 13 participants contributed in a voting exercise on the perceived importance and value of proposed outcomes in addition to providing feedback and comments.

#### 4.1. Reaching diverse audiences

A thorough stakeholder mapping exercise was completed to identify and understand the needs of the whole community.

It was determined for this project that it was particularly important to hear from youth and children, regular and key users of the library service.

In addition to regular channels and engagement techniques to capture a range of views, a workshop was held with Council's Youth Advisory Group to engage directly with a representative youth cohort. Onsite roadshows were held adjacent to student study sessions to ensure young people were onsite and invited to provide feedback at library branches.

To engage directly with children, targeted signboard was developed with age-appropriate infographics designed to allow children a way to provide feedback on library services that matter to them. The signboards featured infographics such as books, story times and friendly staff members. Roadshows were also held adjacent to early literacy sessions and after school activities to ensure children were provided the opportunity to have their say.

### 5. Findings

Most respondents believe that the Plan is right for the Northern Beaches Library Service as demonstrated in the Your Say online portal with 44% fully supportive and 53% saying the Plan is right 'with changes'. However, the majority of comments from respondents in the 'Yes, with changes' group related to operational service opportunities that are explicitly addressed in the plan or would sit within the stated Directions and Outcomes to be addressed in operational Business Plans. This sentiment was also echoed throughout the Roadshows, emails received and workshop with the Youth Advisory Group.

Feedback demonstrated support for each of the four directions and twelve outcomes listed in the plan with no redundant areas, demonstrating the varying expectations of the community for their library service. Strong support was shown towards the Plan's emphasis on 'experience' and 'connection' highlighting focus on the core offerings of Northern Beaches Libraries – programs, safe flexible spaces and contemporary collections. It also relates to the development of the library as a space for celebrating Northern Beaches unique history and culture, and for engendering a sense of belonging and pride in the Northern Beaches community.

Feedback received from external stakeholders was supportive of the directions outlined in the Plan with targeted support for the library's role as a repository and interpreter of local stories. The State Library of NSW endorsed the plan as follows;

*"The focus on the four strategic directions is an effective and coherent articulation of the library's aspiration to consolidate and grow as a key community resource."*

Respondents who suggested opportunities for improvements in the Plan addressed the adequacy of library buildings, ongoing funding or comments about operational processes.

Many of the suggestions or specific comments raised in submissions have already been addressed or will be addressed in future operational plans.

**Table 1: Issues, change requests and other considerations.**

Theme	Issues, change requests and other considerations raised	Council's response
Diverse Programming	We heard consistent support for the delivery of a wide variety of events and programs for users of all ages, interests, abilities and at convenient times.	Dynamic and engaging programming is a focus of the Plan as addressed under Outcome 1.2, Actions 1.2.1, 1.2.2, 1.2.3 and 1.2.4.  No amendment to the Plan is proposed.
Flexible Spaces and Places	We heard that our community values flexible, welcoming spaces that caters to different community needs including individual and group study, remote working spaces, meeting rooms and spaces for recreation and events.	The Plan addresses the value of developing flexible spaces in several areas including Action 1.3.4, 2.1.2 and 2.3.1 and 3.3.3.  No amendment to the Plan is proposed.
Extensive Collections	Submissions demonstrated the ongoing value and importance of current, contemporary collections with a wide variety of formats including digital content. In particular, children responded highly to the value of books during onsite library roadshows.	Several actions to improve collection use, accessibility and engagement have been addressed in the Plan under Outcome 1.1, Actions 1.1.1, 1.1.2, 1.1.3 and 1.1.4.  No amendment to the Plan is proposed.
Extended Opening Hours	Respondents noted the importance of accessibility to libraries highlighting the value of Forestville 24/7 and seeking expansion of 24/7 services or extended opening hours.	The Plan addresses accessibility through the expansion of 24/7 services under Action 4.1.1 and 4.1.2.  No amendment to the Plan is proposed.

Sense of Place	Support was provided for the Plan's focus on developing the Library Service as a place to celebrate and tell stories about Northern Beaches history and culture, creating a sense of place and ownership of community spaces.	Documenting, showcasing and celebrating Northern Beaches unique history, First Nations heritage and living cultures is addressed in Outcome 2.2, Actions 2.2.1, 2.2.2, 2.2.3 and Outcome 2.3 2.3, Action 2.3.2.  No amendment to the Plan is proposed.
Diversity and Inclusion	Respondents reported support for libraries as accessible for all members of community, highlighting importance of housebound services and interest in hosting more events representing all areas of our community	Access and Inclusion is identified explicitly throughout the plan to ensure all community members can access library services as detailed in Actions 1.1.3, 1.2.2, 2.1.1 and 2.1.2.  No amendment to the Plan is proposed.
Buildings and Infrastructure	Some responses spoke to the adequacy of current library buildings, suggesting new branch locations, refurbishments and upgrades with ongoing funding.	Suggestions for new buildings or full refurbishments are out of scope for the Plan. However, the Plan does address an ongoing focus on upgrading infrastructure through Action 1.3.4.  No amendment to the Plan is proposed.

## Appendix 1 Verbatim community and stakeholder responses\*

#	Cont. ID	Submission
Online Submission Forms		
1	67843	<p>Core functions of libraries include: a quiet space to study and read; access to information and learning.</p> <p>The Strategic Plan acknowledges the important role of the library in providing: Lifelong learning, access to technology, group activities. and more diversified activities, such as arts and crafts.</p> <p>Additional issues:</p> <p>Storage space</p> <p>Libraries may have limited storage space available within the building. If so, additional storage space should be provided off-site for the following purposes:</p> <ul style="list-style-type: none"> <li>• Archives: This includes historical documents or records providing information about a places, events, organisations and people on the Northern Beaches. The Local Studies section would have access to the archives as a supplementary source of information.</li> <li>• Reference books: With limited shelf space the purchase of new books means the displacement of existing books taking up shelf space. Storage is a preferred option to the disposal of books that still have value as a shared resource for the community.</li> <li>• Digitising information: Storage is required for documents and photos that can be digitised at a future date. Without adequate storage, valuable sources of information could be discarded and lost.</li> </ul> <p>Oral history</p> <p>Oral history projects to capture personal stories and experiences that reveal information about life in the Northern Beaches during previous decades. As an example, the book titled 'Cracking Awaba' provides interesting anecdotes derived during interviews with local residents who lived in the Mosman and Northern Beaches area during the Depression. The book was published by the Mosman and Northern Beaches libraries.</p> <p>Local community libraries</p> <p>The Strategic Plan states that one of the emerging trends is the "increased demand for access to library spaces for study, work and collaboration". To help cater for this increased demand, the role of community libraries could be extended. For example, if additional space is available the library facility could function as a local hub to service the surrounding community.</p>
2	66933	<p>I would like to see more Staff pick stickers on library books. They don't have to be paid staff choices. This is a good role for volunteers who could read a variety of books and give a sticker to those they love (confirmed by 2 other volunteers for quality control). I would also like more daytime author talks as I am an old lady and can't drive at night. Volunteers could also help kids with homework after school. The libraries are an important place for children to meet at the end of the school day while their parents are at work. This needs to be acknowledged and built on.</p>
3	67194	<p>Lots of aspirational goals, but seems lacking on practical examples of where libraries already do provide services that don't involve physically visiting the library, or indeed even the use of physical books. For example</p> <p>1) I didn't notice any mention of audio books, which for many people are very convenient, because they don't require physical attendance at library to pick up/return physical books. This doesn't just suit "busy people" it also suits people who are less mobile, or have difficulty reading, or indeed are of a younger generation where ear buds, kindles, and bluetooth etc are as much a part of their lives as vegemite.</p> <p>2) Also didn't see any mention of "street libraries" - which are a significant presence in our</p>

\*Personal details and inappropriate language have been redacted where possible. Spelling and grammatical errors have been amended only where misinterpretation or offence may be caused.



#	Cont.	Submission ID
		community, and reflect the general wish for books to be shared and "recycled" . Rather than discard excess books on a "throw out" trolley at the library, perhaps investigate how at least some of these titles could instead end up in local street libraries. 3) Just wondering about a process that produced questionnaire below asking for both "age group" and "year of birth" , but no "none of your business" option.
4	66802	<p>As the internet provides much of the data required by students, the library must provide for other members of the community more. I feel the 24/7 option is a 'waste' of the council's financial funds because as it seems people just want to use the library as a 'quiet' place [Glen Street is always too small for any quiet contemplation or reading]. I congratulate the council for removing costs on reserving books and for offering membership to various research databases [however I'm upset that the ANCESTRY database has been removed for at home use. Because I am home bound most of the time this allowance for the disabled would be welcome]. The HISTORY HUB and Local History sections are of top quality and a boost for researchers. Less finance should be offered for some events that truly are not library based- like children's art and craft activities. The Glen Street library has lost its community spirit as there is not enough quiet room for Book Clubs or other community groups to meet. Also many of the antiquarian type reserve books were 'sold' from the old library- I having to 'rescue' some which were local history related. However, the staff are always polite and eager to help.</p>
5	67336	I would like to see a greater emphasis on literacy. I believe that the library should be involved in advancing literacy within the community, particularly the reading of basic English language.
6	67046	<p>I think it's great to have a strategic plan for our libraries since our ways of life are changing fast so it's essential that our libraries review and adapt to how they can best support and be a central part of communities.</p> <p>I'm happy with the direction of the draft plan.</p> <p>Mona Vale is my local library, I love how I feel relaxed and at home when I walk in. The different spaces are great, and the librarian who helped with my query when I was there last week was very friendly and helpful.</p>
7	67006	<p>There are some aspects re library service provision missing from the strategy.</p> <p>1. Adequacy of library buildings capacity for the current and expected future population of the Northern Beaches.</p> <p>There is no data on this which is a major miss. Dee Why and Brookvale have already seen a surge in population due to medium and high density rezoning with more on the way. The Dee Why library is cramped and has a very dated design - no doubt great for the 70 s but not a modern design of library. School kids fill it out easily after school with some just perched on chairs or sitting on the carpet. So what is the plan to deal with Dee Why library?</p> <p>2. Effectiveness of procurement systems</p> <p>There is no data driven approach to the effectiveness of the procurement of books outlined in the strategy. The purchase of books is a part of the library budget. When new books are bought , how much are they desired and hired out by the users? So some assessment of how effective the procurement plan is in satisfying the reading demands of residents is a key metric re both value for money and reader satisfaction. I raise this point as there can be some very odd experiences in this regard. As an example , there was a recently published book Maame which is now showing 7 copies held with only approx half out on loan at best - whereas there are many other popular books with much more limited numbers of copies that then because you cant do click and collect there is a \$2.50 wait list fee For example the popular author Colleen Hoover there are v limited number of copies of his books - 2 or 3 typical - in rare cases more . So her books are in practice " reserved out " . So there should be some aspect of the strategy that should review performance of the procurement strategy v what is borrowed.</p> <p>3. The environmental aspect of managing superfluous and redundant books.</p> <p>Books are a high value item - in terms of \$ and the resources put into their creation and disposal. How books are recycled or disposed of over the ongoing operations of the library is a key aspects of the library's environmental footprint. So should there be strategies to move more to or promote e reading? Should there be a cap on the number of physical</p>



#	Cont. ID	Submission
		copies of books with very in demand books being supported with extra e readers copies? Again making sure the library does not buy excessive copies of books that are not in high demand. Can surplus books be sold on the second-hand market or donated to the Lifeline book fairs? The above are only offered as " opportunities for improvement" to the strategy for what is a really great service with excellent staff - which with the book delivery service during covid was an absolute sanity-saver.
8	67316	Great strategy, well-articulated plan for the future. However please don't close the little library outpost at Seaforth. This small service located in the heritage building is an important focal point and connection to the local community. It's role should be expanded and with some creative thinking and planning the Library services provided could be enhanced.
9	67043	Libraries are one of the few remaining places providing a friendly, helpful, inclusive and reliable place for all people from the community. Keep up the traditional supportive space please.
10	67301	Manly Library is a blessing with its central location, friendly staff and spaces to relax. The introduction of Click and Collect has opened up the whole library network making it easier to access specific items held in other branches. I am happy for it to continue as it but feel opening hours could be extended into the evening at least on some nights of the week. Also events and services could be more widely advertised in the community which might attract people who are not library members. Not everyone has access to internet to see Council and Library newsletters. I realise that council resources are limited and appreciate that Northern Beaches Council recognises the importance of libraries for the community.
11	67033	Very pretty plan but the actual action could have fitted on a page, it's so massively outweighed by management-speak guff. With so many KPIs and Outcome Measures to work on, one worries for those who would like to: - keep getting more books in - keep/expand the excellent digital access via Libby perhaps with more focus on Australian books and magazines - ensure nobody ever takes your physical library space away from you (huge problem in the UK) So my suggestion is get rid of all those managers involved in distributing and managing KPIs and such guff, and focus resources on the actual services and paying the people who provide them at the coal-face. Otherwise, love your work.
12	67027	It's really important that the library is a place that I can spend time with my children. I love reading and would like them to as well. It's been almost impossible for me to visit with my son from ages 18m to now (3y) because he can reach the machines to check books out (including using stools placed nearby to access) and all he wants to do is press buttons. This wasn't a problem when the machines were higher off the ground and not in the kids area. The open plan layouts also make it hard to keep kids in one section of the library. There are also few comfortable places to sit with a child next to you and read eg couches. Please make the spaces more child friendly. And please keep older classic books in your kids section eg Spot
13	67122	The libraries are a great, well run community asset. The plan does not address funding, it would be a shame if the effective funding is reduced.
14	67633	Dee Why public library needs to be refurbished and expanded. Place is often filled to capacity and decor looks very dated. Consider making it a 24 hour library as well.
15	67408	I think it is important that the community libraries such as Avalon are better aligned with the council libraries. There are often activities offered that do not cover the community libraries which is confusing for patrons who do not understand the difference between the libraries. This would result in better community connection. This would make the services perfect.
16	67396	The Plan looks great. Libraries are an amazing resource for the community and we are fortunate to have such welcoming libraries on Northern Beaches.

#	Cont.	Submission ID
		The idea to open later and longer at week-ends would be fantastic. Since covid I think a lot more people are working from home and being able to come into the library for a few hours every now and then really helps reduce the feelings of isolation and makes you feel part of the community. It would be great if there were a few booths where you could have a quick phone/video call without disturbing others.
17	67116	the focus to supply more contemporary books quicker is great. the extended opening hours in Forestville could be implemented at Dee Why library where there is parking and easy access. more resources for the community is important so books in other languages, translation help, English or reading assistance for those who need it could be a way to engage more volunteers. getting more of the community to visit or come to the library regularly is a big challenge. better publicity is needed as well as well as events to draw people in. maybe technology based workshops on 3d printers, video game design, coding, movie screenings, health and wellness seminars, chess competitions, book clubs for different age groups etc Advertising whats on through school libraries and school newsletters, bowling clubs, RSL clubs, surf clubs, retirement villages pre schools etc. Quiet spaces with a lounge room feel are important as people like to be comfortable when they read for any period of time. therefore a variety of seating. Even for those with laptops or ipads. not everyone likes a seat and table.
18	67072	It is a well considered strategy that addresses the needs across the community. It supports children accessing early literacy experiences and supports equity opportunities. It also aligns with the Children's Services Strategy.
19	67215	As a Manly user I constantly find the fiction literature selection disappointing so a focus on curation and upgrading is welcome. Library as Place is an important concept that needs development. All of which will need money spent. How is the allocation of funds going to be increased?
20	66618	I would like to see libraries provide regular occasions for the community to hear guest speakers in the library premises on history relevant to their location and have opportunity for questions and discussion. They could take place at various times especially with increasing access to libraries over a 24 hour period such as at Forestville. Such speakers could recommend relevant library resources for participants to borrow.
21	67161	May we have more chance of learning about use of iPads & mobile phones please? Even though we may have children/grandchildren, they are all so busy with their own lives that we are hesitant to ask for help.
22	67418	You say the library should be "safe" and "friendly". I find that NB library staff are very far from friendly to the point that they seem to think the library is there for them to enjoy and customers are an inconvenience and annoyance. It is HIGH TIME that library staff are made aware that if they do not change their attitude the funding will be reduced! You need to implement a feedback system, specific to each library, so that customers can comment on any issues where they are not made to feel welcome. In addition I feel that the library content does not include enough classics or in some cases even any of the various top-100 lists of "good" books. I am constantly confounded when searching for books recommended by various publications (The Guardian, The Times, NYT, etc) and find there is not even one copy. Also classics such as Proust are not there. There should be an attempt to include the top-100 entries in each category. This should be a small cost since some of these are, admittedly, niche and would need only one copy.
23	67455	Pride in Place 2.3 Overall I think the Library is moving with the times. Although I have a query and concern, as you are not transparent in your information. I am concerned about Drag Queen story times and inclusion of inappropriate children's books being included in Library. Is this on your agenda? Please protect children.
24	67442	I would like libraries to have more options to open 24/7 and to have more community use eg sewing and repair workshops such as Boomerang Bags meetups.
25	67195	As a uni student, medical student and now doctor studying for specialist exams I have spent a significant portion of my life in libraries. It a great place to increase efficiency of study but also be surrounded by others rather than isolated at home.

#	Cont. ID	Submission
		<p>At present, the library's on the beaches are always packed full for every open hour and on a weekend sometimes it's hard to find a space.</p> <p>I would love to see more time and budget spent on creating work spaces with great lighting, conference rooms with bookable white boards for youth study ground, and increasing the time the library can be used for these services (ie more than 4 hours on a weekend!)</p> <p>It's clear that the youth - particularly year 12 students are heavily reliant on these spaces to support mental health and socialise with the peers whilst study, evidenced by how packed these spaces are during HSC exams.</p> <p>Some libraries don't have any study space, creating spaces in everyone's local library should be an extremely high priority moving forward.</p> <p>(Might I suggest looking into the Melbourne university libraries for ideas)</p>
26	67062	<p>Quite a few years ago the council asked for other suggestions re use of the library facilities , and many people responded . Suggestions included things like games evening ( Scrabble , trivial pursuit , Canasta etc)and possibly language courses . Nothing seems to have happened to these ideas .</p>
27	67304	<p>Well done with your strategy. Give it a go over the next 5 years. I'm very grateful to have these great facilities. where I can borrow items and use the resources and tools provided. A library can be different things to different people, and will be used differently during different life stages, so it's good to try and cater for all needs.</p>
28	67164	<p>An emphasis should be placed on completing series (e.g. trilogies). It does not make sense if the library has some books in the series, but not others. This is particularly relevant for e-audiobooks, where the provider may have published the missing e-audiobooks on the platform being used by the library, but they are not yet available in the collection. This is especially strange when books from the middle of a series are in the collection, but not the start.</p> <p>Also please lobby the e-audiobook providers to have an indication in the platform whether or not the reader has previously borrowed an e-audiobook when they are scrolling through the available e-audiobooks or viewing the page for a particular e-audiobook. Ideally this would indicate when the e-audiobook was last borrowed. The information is in the platform, since it can be found in the history list. However, it would be so very, very useful to display it when browsing for e-audiobooks, similar to how the system already displays whether the e-audiobook is available vs on loan. Furthermore, it would be useful to be able to hide the e-audiobooks that a reader has read from the list while browsing in a similar way to that by which e-audiobooks that are on loan can be hidden when browsing.</p>
29	67107	<p>The 24/7 Library service at Forestville is an absolute hit, so definitely need to consider doing this to places like Manly library. Although, I feel that Manly library could be a place for drunk people to visit after going to a bar, if it was 24/7 which wouldn't be ideal, so precautions would need to be in place for that.</p> <p>However, Forestville library is almost too much of a hit that there is an extreme shortage in seating area, especially during HSC periods. For about 12 hours of the day there is no table seating available and I am forced to use a chair, but with no table. I think the library should consider adding booth working areas (particularly ones with dividers) and also consider turning one of the staff meeting rooms into a collaboration space for the community.</p>
30	67094	<p>I really like the idea of more hours of operation, especially on the weekend. I'd also like to see a commitment into the financial feasibility of new libraries. Maybe Collaroy, Narrabeen, or Warriewood?</p>
31	67044	<p>As you can see from the comments here and from others I talk to. A library is a place to borrow books. It is not a social activist opportunity. We just want books to read, reasonable opening hours low cost. A lot of the time I go to the library I cant find decent books to read because there is too much focus on inclusion diversity [REDACTED] I want a decent book to read, I want the library to be open at reasonable hours, I don't want to pay for reservations.</p> <p>All the other social action stuff you do [REDACTED] diversity is moving</p>

#	Cont.	Submission ID
		from your purpose of books for people to read. Get back to basics.
32	67035	Extended library hours to reflect changes in people's lifestyles Make the entrances more appealing and inviting. Provide more free and varied activities, workshops, talks, and events that are face to face and online Give new and younger staff greater say in how the libraries are run.
Direct Email Responses		
33		I am most impressed by your draft Library Strategic Plan 2023-2028 and consider it encompasses many relevant issues and am confident that you have got it right. Have made suggestions for further local history talks.
34		One of the key themes for our Council Libraries has to be "encouraging Youth readers". There are several paths to do this; 1. ensuring the Library has a wide range of Youth titles. 2. safe and comfortable environment for readers 3. catering for the visually impaired eg large print, dyslexia 4. dialogue with the high schools in the Council area to get input on content, themes, curriculum, etc
35		I have quickly viewed the Library strategic plan. My Comments: 1. Libraries are a critical service. 2. The library fees are already very low so the idea of even lower fees is a poor idea. Fees help people value the service. 3. Having library's open 24/7 is over the top; I expect a high cost and difficult for staff. However it would be useful to extend the night hours, but no later than 9.00pm. I question how many people would use the library after that time: I suggest a very small number. 4. Delivery of library books, is a great service for people with mobility issues / disability's. 5. In my experience the library appears to have limited copies of e-books for download; this growing service should be a major area of focus for the library
36		I do hope the community has replied as I believe what you are setting out to achieve is within reach and will take the libraries into the future. Much of the plan relates to the 6 libraries and not the community libraries which is completely understandable. And many of the goals while I believe are excellent for NBC libraries to achieve, we at [REDACTED] are doing some of this, like getting books faster and providing events. The goal of less fees has already been implemented with removing the \$2.50 for reservations by the library services. We are in agreeance with this move and it has been greeted with positive comments from patrons when working on the front desk at [REDACTED] At [REDACTED] library we hold events like Storytime, NAIDOC and author talks as much as we can with our volunteer workforce and feedback from the community has always been positive. Goal 3.1 – Community and volunteers where in 3.1.3 community libraries get a mention is fine The space inside the library is outside of our control and can only look to the Library Services for change in this. However given the layout of the [REDACTED] I can't see where this would be possible but something to think about for the future. THE KPI's will be of interest to us and I hope that NB Library Services will provide that breakdown where possible for [REDACTED] Library as well as advising us of the overall KPI's.
37		First and foremost, Congratulations to ALL who took part in preparing this PLAN, a task worthy of Praise. I can confidently say , " Within 5 years you will reap the benefits " ( don't know if I'll be around, who knows ). In my opinion , Libraries are the catalyst of education in ALL ages and and important tool in every community. However, libraries are being challenged by technology ( Mr Google, Siri,Alexia ) and what you are aiming for will tackle it. Your Volunteers will assist in delivering the service you're planning.

#	Cont.	Submission ID
		During a speech at UNESCO, the Malian writer Amadou Hampate' Ba quoted, " When an Old Man dies, a Library burns to the Ground ". My request is to utilise the Seniors of the community to assist you delivering Your 5 Year PLAN. Wishing you every success,
38		Please accept this email as feedback from the State Library of NSW on the draft Northern Beaches Library Strategic Plan 2023-2028. The State Library endorses the draft Plan, noting that the focus on the 4 strategic directions is an effective and coherent articulation of the Library's aspiration to consolidate and grow as a key community resource In particular the State Library supports Northern Beaches to enhance: *core services such as collections, *the concept of libraries as places, *the Library's role as a repository and interpreter of local stories, *technology access to support community innovation, *and to build on strong community partnerships. It is recommended that the Northern Beaches Library Strategic Plan references the Library Act 1939, the Library Regulation 2018 and the NSW Public Library Standards and Guidelines, noting the policy, governance and funding links with the State Government through the State Library of NSW.
Roadshow Verbatim Comments		
39		There's needs to be more programs for pre-schoolers - story time is too young for 4-5 year olds
40		We love the library, all the children's programs are fantastic. We've just been to Teddy Bear Sleepover.
41		I would like more featured information about our local Indigenous history
42		Can we have more events during the day? I don't like to drive at night
43		I would like the Sunday papers and the Daily Telegraph to be available
44		I don't use the 24/7 access but I think it's a terrific idea
45		The 24/7 access is great for all the students and people that work in the area
46		Love all the friendly staff here
47		Great to have helpful staff, especially for things like printing
48		The library is a great place to study
49		Books are the most important thing for us at the library
50		JP Service is very important
51		More flexible hours would be great for the community. I understand it would be hard to get to the library if you worked 9-5pm
52		More events during the day, it's too cold to go out at night at the moment
53		I think the library does a wonderful job!
54		Free wifi is awesome
55		Natural light is important in the library spaces
56		Host public forums on topical issues with speakers for and against so the community gets balanced information
57		Would like the Sunday papers to be available
58		Library staff were so helpful in finding books for my kids that interested them - they've read the whole series now!

#	Cont.	Submission ID
59		More events during the day. There is too much crime around here to go out at night
60		More spaces to study would be great
61		Love the school holiday programs and the books
62		More foreign films
63		Marrickville Library is awesome - can we have one like that?
64		Inter-library loans service is marvellous
65		I would like to see the balcony space used as a community space
66		Manly used to offer self serve coffee/refreshments for the community in the kitchenette on the ground floor, can we have that back?
67		Would love to be part of a group where we could talk about the books we're reading
68		Can you add a café and have more flexible spaces to make it a community hub?
69		The Manly Council Chambers would be a great place to combine a library and a community hub
70		Love to see some reading nooks amongst the shelves like at Goulbourn Library
71		More large print books please
72		I haven't been able to come into the library for two weeks and I missed my friends - the books!
73		I didn't know you had events on but would like more information about what's offered
74		More designated places for students to sit/relax
75		We're here for the crafternoon event - we love attending events at the library
76		Free wifi and access to computers
77		Free wifi and spaces to study
78		I would like 24/7 access at Dee Why library
79		I attended the Job seeking information session and found it really helpful
80		I love coming to the library, it's very welcoming
81		Helpful and friendly staff are so important
82		24/7 access would be wonderful to have at Dee Why Library
83		More social activities for seniors, such as discussion groups like at PROBUS
84		Did not know there was a Home Library Service but very happy to hear you offer it
85		I don't use the library but I like attending the local history events
86		Love all the local history events on offer
87		I'm not a library user, but I'm here to attend the local history event
88		We love coming to Baby Bounce, it's a great social activity for babies and mums!
89		I think the babies programs are great
90		I would like children's events to be on every day - I'm on maternity leave
91		I come to the library for the books
92		I think the library is a fantastic place



#	Cont.	Submission
ID		
93		Definitely want to see the library keep up changing technologies to provide better services - this is very important!
Workshop Feedback Youth Advisory Committee		
94		More single-double pods for those who want their own study session
95		More community competition
96		Trivia, teachers available at the libraries for study
97		Greater online resources and journal databases catering for uni students
98		I think everything has been addressed. Would love to see the libraries be more multipurpose by including acoustic band nights and movie nights. HSC lock-ins a must to be kept
99		Sustainable buildings. Plants and gardens on the outside
100		Definitively more study spaces available for young people (particularly HSC students) across ALL libraries, rather than one or two that are hubs. And more modern resources and facilities.
101		More time on the computers (eg extend up to 1.5h-2h at one time) instead of having to log on again
102		24/7 for all libraries
103		More spaces for individuals to study, with longer opening hours
104		More activities like drawing comps
105		Linking up with uni libraries to facilitate borrowing from them through Northern Beaches Library Service
106		High paid opportunities for tutors to be available to help students
107		More comfortable study spaces, could be painted with calming colours like aqua/blue
108		Should make private libraries for paid tutoring with all access to books etc
109		School excursions that don't have a library to go to public one
110		Making more libraries 24/7
111		Separate the kids to other people just at Manly.

## Appendix 2 Roadshow signboard results

Forestville Library: Wednesday 12 July, 10.30am – 12.30pm

**Safe Inclusive Connected**  
Northern Beaches draft Library Strategic Plan 2023 – 2028

What do you think our Library Service should focus on?  
Grab some stickers and tell us what is important to you.

**What's important?** **Vote here**

**Experiences**  
Contemporary library collections that are shaped by input from our community

**Programs, events and exhibitions that engage, inform and inspire our community**

**Library experiences that are personal and productive**

**Connection**  
Safe inclusive library places and experiences that embrace access for all people to our services and staff

**Outreach, outreach, share, showcase and celebrate**  
Northern Beaches' unique local history, Aboriginal heritage and living culture

**Volunteering and vibrant library spaces and experiences**  
that embrace access for all people to our services and staff

**Engage**  
Engage with our community to provide opportunities to volunteer as well as supporting our community library services

**Seek out and foster community based partnerships**  
to leverage library services, improve community wellbeing and accessibility for all people

**Work collaboratively with internal Council teams**  
to provide seamless access to Council services

**Leadership**  
This includes: provide service leaders with 24/7 response services, library spaces and collections

**Give a library experience and culture that is safe, welcoming and inclusive**

**Monitor library services to inform service decisions**

**Scan to hear your story**  
northernbeaches.nsw.gov.au

**We want to hear your ideas**

Libraries are safe and welcoming spaces for everyone, where people can do lots of things.

We wrote a plan that tells us what to do so that everyone can keep enjoying our libraries. We want to know if we got the plan right.

**What do you think is important in your library?**  
Put the stickers next to things you think are important.

**What's important?** **Vote here**

**Books**

**Storytime**

**School holiday activities**

**Events**

**Computers and internet**

**Library buildings**

**Spaces to play or relax**

**Helpful library staff**

**Scan to hear your story**  
northernbeaches.nsw.gov.au

Warringah Mall Library: Thursday 13 July, 3pm – 5pm

**Safe Inclusive Connected**  
Northern Beaches draft Library Strategic Plan 2023 – 2028

What do you think our Library Service should focus on?  
Grab some stickers and tell us what is important to you.

**What's important?** **Vote here**

**Experiences**  
Contemporary library collections that are shaped by input from our community

**Programs, events and exhibitions that engage, inform and inspire our community**

**Library experiences that are personal and productive**

**Connection**  
Safe inclusive library places and experiences that embrace access for all people to our services and staff

**Outreach, outreach, share, showcase and celebrate**  
Northern Beaches' unique local history, Aboriginal heritage and living culture

**Volunteering and vibrant library spaces and experiences**  
that embrace access for all people to our services and staff

**Engage**  
Engage with our community to provide opportunities to volunteer as well as supporting our community library services

**Seek out and foster community based partnerships**  
to leverage library services, improve community wellbeing and accessibility for all people

**Work collaboratively with internal Council teams**  
to provide seamless access to Council services

**Leadership**  
This includes: provide service leaders with 24/7 response services, library spaces and collections

**Give a library experience and culture that is safe, welcoming and inclusive**

**Monitor library services to inform service decisions**

**Scan to hear your story**  
northernbeaches.nsw.gov.au

**We want to hear your ideas**

Libraries are safe and welcoming spaces for everyone, where people can do lots of things.

We wrote a plan that tells us what to do so that everyone can keep enjoying our libraries. We want to know if we got the plan right.

**What do you think is important in your library?**  
Put the stickers next to things you think are important.

**What's important?** **Vote here**

**Books**

**Storytime**

**School holiday activities**

**Events**

**Computers and internet**

**Library buildings**

**Spaces to play or relax**

**Helpful library staff**

**Scan to hear your story**  
northernbeaches.nsw.gov.au



**Mona Vale Library: Friday 14 July, 10.30am – 12.30pm**

**Safe Inclusive Connected**  
Northern Beaches draft Library Strategic Plan 2023 – 2028

What do you think our Library Service should focus on?  
Grab some stickers and tell us what is important to you.

**What's important?** **Vote here**

**Experiences**  
Contemporary library collections that are shaped by input from our community

**Programs, events and initiatives that engage, inform and inspire our community**

**Library experiences that are personal and productive**

**Connection**  
Safe inclusive library places and experiences that embrace diversity for all people from all backgrounds

**Document, preserve, share, showcase and celebrate**  
Northern Beaches' rich local history, Aboriginal heritage and local culture

**Welcoming and vibrant library spaces and experiences that encourage a sense of belonging and pride in the Northern Beaches community**

**Support**  
Engage with our community to provide opportunities to volunteer as well as supporting our community library services

**Skills and digital literacy**  
Support community based initiatives to strengthen library services, improve community capacity and celebrate local history and culture

**Work collaboratively with external stakeholders to provide seamless access to digital services**

**Leadership**  
The vision of a future library service built on 2030 vision of a future library service and a vision of a future library service

**Green library experiences and spaces that are high quality and sustainable**

**Support library services to deliver on our vision**

Scan to learn more  
northernbeaches.nsw.gov.au

**We want to hear your ideas**

Libraries are safe and welcoming spaces for everyone, where people can do lots of things.

We wrote a plan that tells us what to do so that everyone can keep enjoying our libraries. We want to know if we got the plan right.

**What do you think is important in your library?**  
Put the stickers next to things you think are important.

**What's important?** **Vote here**

**Books**

**Storytime**

**School holiday activities**

**Events**

**Computers and internet**

**Library buildings**

**Spaces to play or relax**

**Useful library stuff**

Scan to learn more  
northernbeaches.nsw.gov.au

**Manly Library: Thursday 20 July, 10.30am – 12.30pm**

**Safe Inclusive Connected**  
Northern Beaches draft Library Strategic Plan 2023 – 2028

What do you think our Library Service should focus on?  
Grab some stickers and tell us what is important to you.

**What's important?** **Vote here**

**Experiences**  
Contemporary library collections that are shaped by input from our community

**Programs, events and initiatives that engage, inform and inspire our community**

**Library experiences that are personal and productive**

**Connection**  
Safe inclusive library places and experiences that embrace diversity for all people from all backgrounds

**Document, preserve, share, showcase and celebrate**  
Northern Beaches' rich local history, Aboriginal heritage and local culture

**Welcoming and vibrant library spaces and experiences that encourage a sense of belonging and pride in the Northern Beaches community**

**Support**  
Engage with our community to provide opportunities to volunteer as well as supporting our community library services

**Skills and digital literacy**  
Support community based initiatives to strengthen library services, improve community capacity and celebrate local history and culture

**Work collaboratively with external stakeholders to provide seamless access to digital services**

**Leadership**  
The vision of a future library service built on 2030 vision of a future library service and a vision of a future library service

**Green library experiences and spaces that are high quality and sustainable**

**Support library services to deliver on our vision**

Scan to learn more  
northernbeaches.nsw.gov.au

**We want to hear your ideas**

Libraries are safe and welcoming spaces for everyone, where people can do lots of things.

We wrote a plan that tells us what to do so that everyone can keep enjoying our libraries. We want to know if we got the plan right.

**What do you think is important in your library?**  
Put the stickers next to things you think are important.

**What's important?** **Vote here**

**Books**

**Storytime**

**School holiday activities**

**Events**

**Computers and internet**

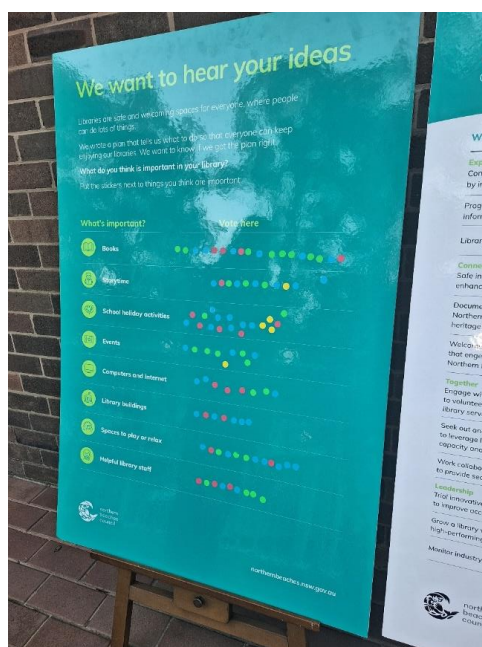
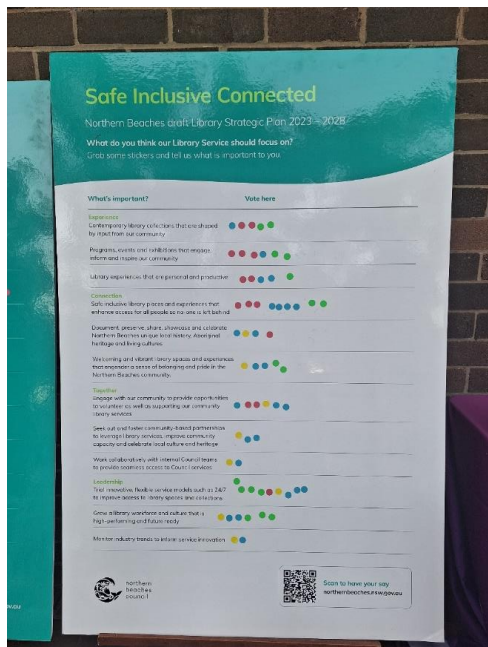
**Library buildings**

**Spaces to play or relax**

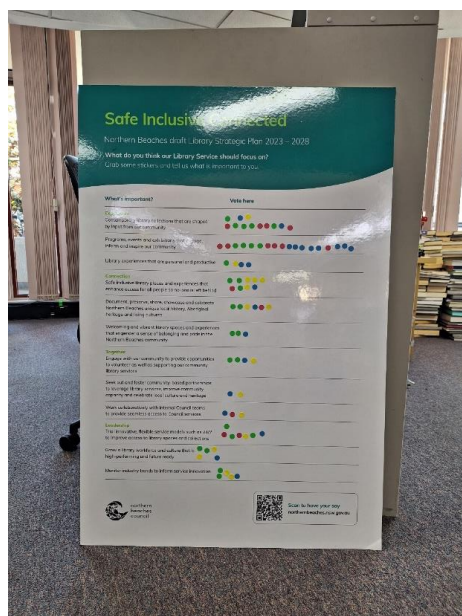
**Useful library stuff**

Scan to learn more  
northernbeaches.nsw.gov.au

### Dee Why Library: Wednesday 26 July, 3pm – 5pm



### Glen Street Library: Thursday 27 July, 11.30am – 1.30pm





### Roadshow Signboard Tallies – Adult Priorities

Direction	Outcome	Votes	
		Number	% of 178 participants
Experience	<b>Programs, events and exhibitions</b> that engage, inform and inspire our community	56	31%
Connection	<b>Safe, inclusive library places and experiences</b> that enhance access for all people so no one is left behind	53	30%
Experience	<b>Contemporary library collections</b> that are shaped by input from our community	51	29%
Connection	Document, preserve, share, showcase and <b>celebrate Northern Beaches</b> unique local history, Aboriginal heritage and living cultures	36	20%
Leadership	Trial <b>innovative, flexible service models</b> such as 24/7 to improve access to library spaces and collections	34	19%
Connection	Welcoming and vibrant library spaces and experiences that engender a <b>sense of belonging and pride</b> in the Northern Beaches community	33	19%
Together	Engage with our community to provide opportunities to volunteer as well as supporting our community library services	26	15%
Leadership	Grow a library workforce and culture that is high-performing and future ready	26	15%
Experience	Library experiences that are personal and productive	24	13%
Leadership	Monitor industry trends to inform service innovation	18	10%
Together	Seek out and foster community-based partnerships to leverage library services, improve community capacity and celebrate local culture and heritage	16	9%
Together	Work collaboratively with internal Council teams to provide seamless access to Council services	16	9%

### Roadshow Signboard Tallies – Child and Young People Priorities

What is important in your library?	Votes	
	Number	% of 118 participants
Books	114	97%
Helpful library staff	73	62%
School holiday activities	64	54%
Spaces to play or relax	62	53%
Events	54	46%
Story Time	51	43%
Computers and internet	43	36%
Library buildings	33	28%

Document administration	
Version	1.0
Date	22 September 2023
Approval	Content provided and approved by Community Engagement and Library Services Team Responsible manager: Maeva Masterson
Status	Final
Notes	Community and stakeholder views contained in this report do not necessarily reflect the views of the Northern Beaches Council or indicate a commitment to a particular course of action.

### Appendix 3 Youth Advisory Group – Workshop Feedback

# Library Strategic Plan 2023-2028

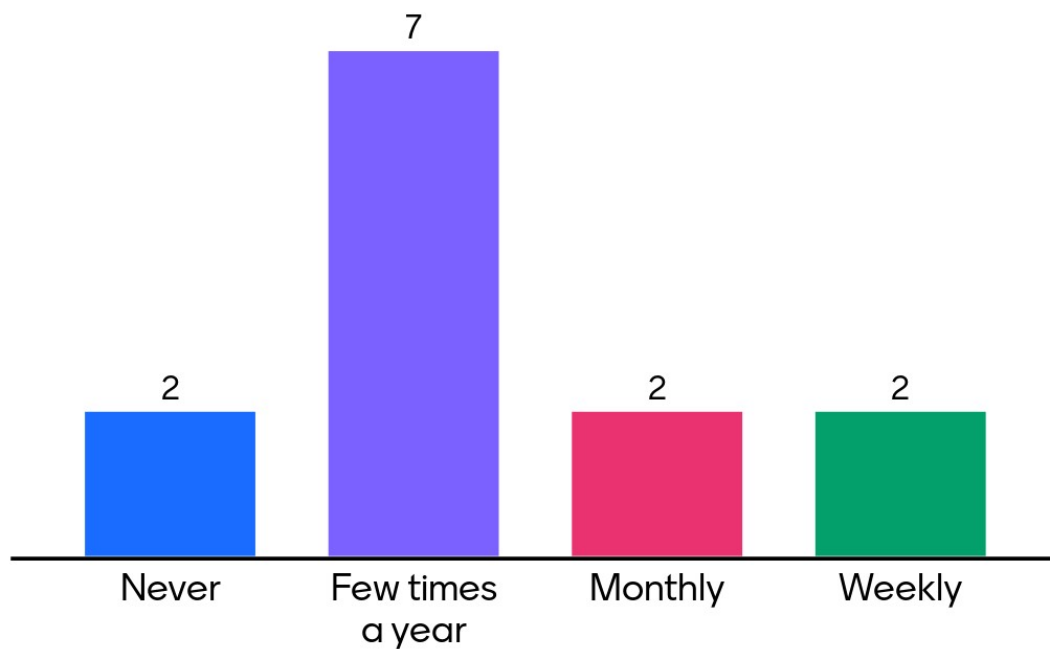


 Mentimeter

# Instructions



# How often do you use your local library?



# What is the first word that comes to mind when you think of your local library?





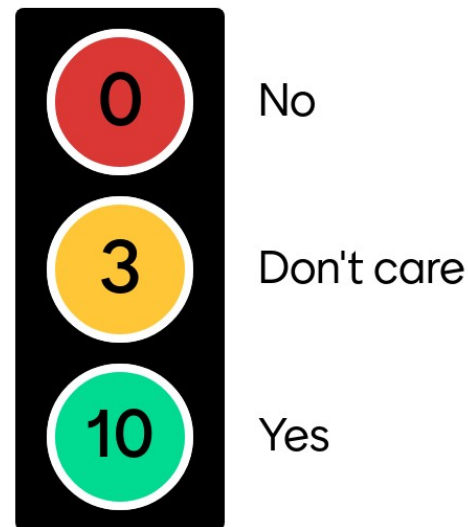
# New and more books faster



# Less fees and charges



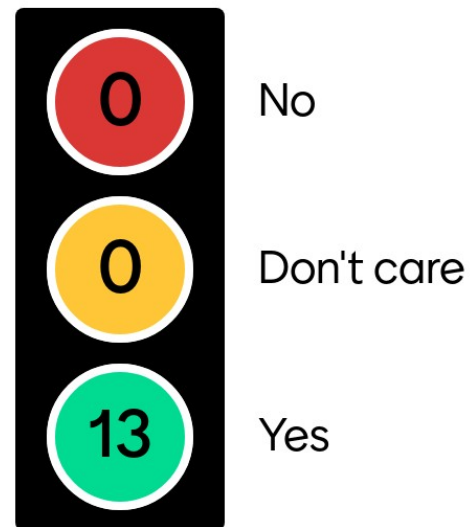
# More events with a greater variety for all ages, interests and abilities



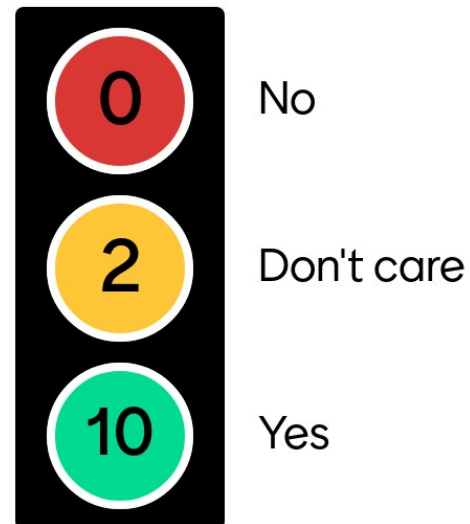
# Extended opening hours and 24/7 access



# Improving our spaces for study, work, social activities



# More promotion about what's on



# Attractive and accessible buildings

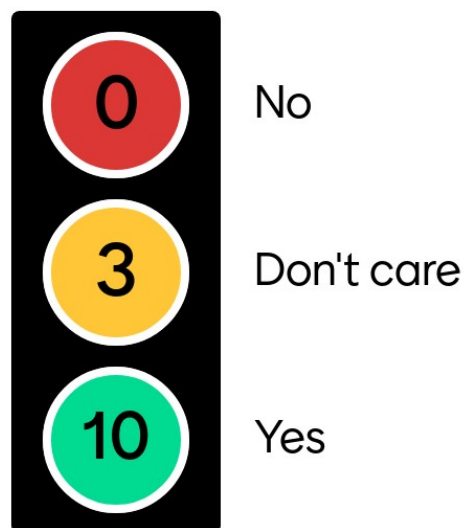


# Showcasing local history, local stories





# Volunteering Opportunities





## Have we missed anything? 18 Answers

more single - double pods for those who want their own study session

Greater online resources and journal databases catering to uni students

Sustainable buildings. Plants and gardens on the outside

More community competition

I think everything's been addressed. Would love to see the libraries be more multipurpose by including acoustic band nights and movie nights. HSC lock-ins a must to be kept

Definitely more study spaces available for young people (particularly HSC students) across ALL libraries, rather than one or two that are hubs. And more modern resources and facilities.

Trivia, teachers available at libraries for study

24/7 libraries for all libraries

more time on the computers (eg extend up to 1.5h - 2h at one time) instead of having to log on again





## Have we missed anything? 18 Answers

More spaces for individuals to study, with longer opening hours

High paid opportunities for tutors to be in there available to help students

School excursions that don't have a library to go to public oned

more activities like the drawing comps

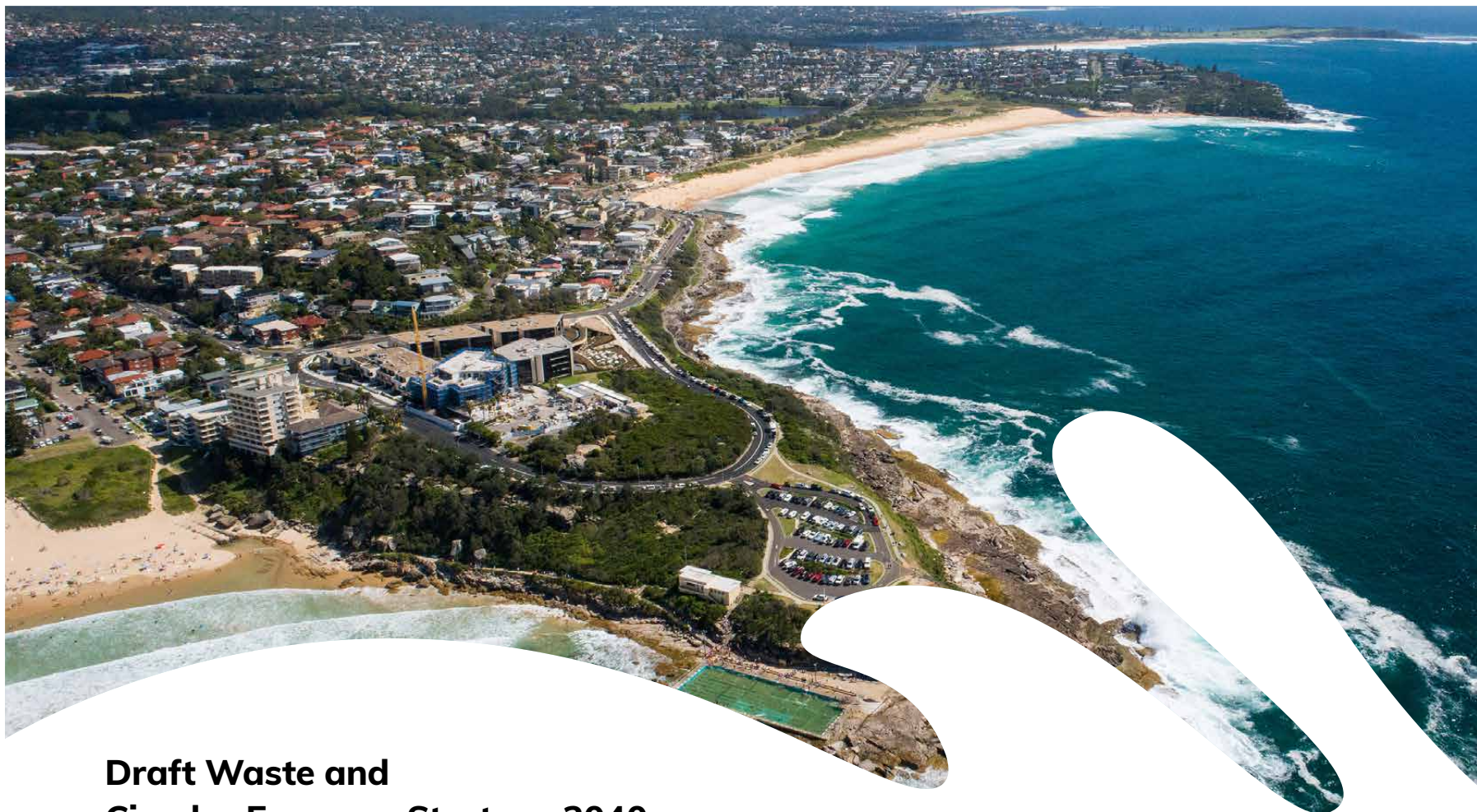
More comfortable study spaces, could be painted with calming colours like aqua/blue

Making more libraries 24/7

Linking up with Uni libraries to facilitate borrowing from them through Northern Beaches libraries

should make private libraries for paid tutoring with all access to book etc

Separate kids to another people just at manly!



**Draft Waste and  
Circular Economy Strategy 2040**  
Rethink. Reduce. Reuse.





## (3)

Rethink. Reduce. Reuse.

4

### Message from the Mayor

Our community cares deeply about living sustainably, protecting and enhancing our unique natural environment.



One of the key sustainability challenges we face as a society is reducing and managing the waste we create.

Together, we are making great strides on the Northern Beaches to recycle more, minimise litter, reduce single-use plastics and divert more household waste from landfill. Yet, our community still creates over 100,000 tonnes of household waste per year, which all needs to be collected, transported, sorted and processed at waste facilities. This is equivalent to over 400 kg per person on average.

This is not sustainable and has to change. And while change is not easy, so many solutions are within our reach.

It all starts with thinking smarter at the outset about what we buy and consume, and where it will end up. Moving away from the 'take, make, dispose' culture and embracing a rethink, reduce and reuse mind set. Building a more 'circular economy', where the products and materials we consume are kept in use for as long as possible, will ensure nothing goes to waste.

With change comes opportunity. So many in our community have told us that they are ready to embrace every chance to reuse, repair and recycle more. Growing these solutions can also create more local jobs and support innovative social enterprises.

This strategy sets out how we will work together with our community, state and federal government on real solutions for a better future. Council will lead the way by providing a great waste and litter service, improving environmental outcomes, and creating smarter solutions that will reap benefits for years to come.



**Sue Heins**  
Mayor

Image: North Curl Curl



Rethink. Reduce. Reuse.



6

## Executive summary

This strategy provides the long-term strategic direction for Council's waste and litter services. It also empowers the community and Council to make a real difference by reducing, reusing, repairing and recycling more.

Managing household waste and keeping our public places clean of waste are key responsibilities of Council.

If not managed strategically and well, waste can:

- pollute the environment and waterways and harm wildlife
- negatively impact our health
- release greenhouse gas emissions which contribute to climate change
- lead to a loss of the resources (i.e. labour, raw materials, energy, water and embodied carbon) used in making the original product.

Improving how we manage and approach waste can also present opportunities.

Promoting a local 'circular economy' keeps products and materials in use longer through reusing, repairing and recycling, and can stimulate startup businesses and more jobs. It can lead to a more connected local community through sharing, repairing and refurbishing used products.

It can also reduce the environmental impact and emissions caused by waste on the Northern Beaches.

These benefits can be achieved, but it will be challenging.

Our community continues to consume more and more products. Additional infrastructure is needed to manage, repair and recycle the waste created from those products.

We need more markets for recycled, repaired and second-hand products to stimulate demand. Council needs to prepare our services for the impacts of change across our population, climate and technology.

We've listened to residents and businesses through ongoing consultation. Our community has expressed strong support for Council to continue to improve the waste and litter services to recycle, repair and reuse more; and provide options for services that are more flexible and easier to use, whilst protecting the environment.

This draft strategy provides the framework and strategic direction to address the challenges and opportunities, and to enable all parties to bring about lasting change.

It sets out how we can work in partnership with our community, local businesses, and state and federal government to make the shift to a more circular economy that delivers economic prosperity, promotes social cohesion, reduces greenhouse gas emissions, and protects our natural environment.

**Key directions**

These five key directions will help us all focus in addressing the challenges at hand.

- Eliminating waste
- Easy to use waste service
- Tackling priority wastes
- Green and clean environment
- Council leading the way

The directions identify key outcomes, targets and priorities for Council as we move towards 2040.

The strategy is designed to position the Northern Beaches, by 2040, as a leading circular economy region in Sydney, with a customer-focussed waste and litter service that delivers clean public spaces for the enjoyment of visitors and the local community.

8

# 1. Introduction

Northern Beaches Draft Waste and Circular Economy Strategy 2040



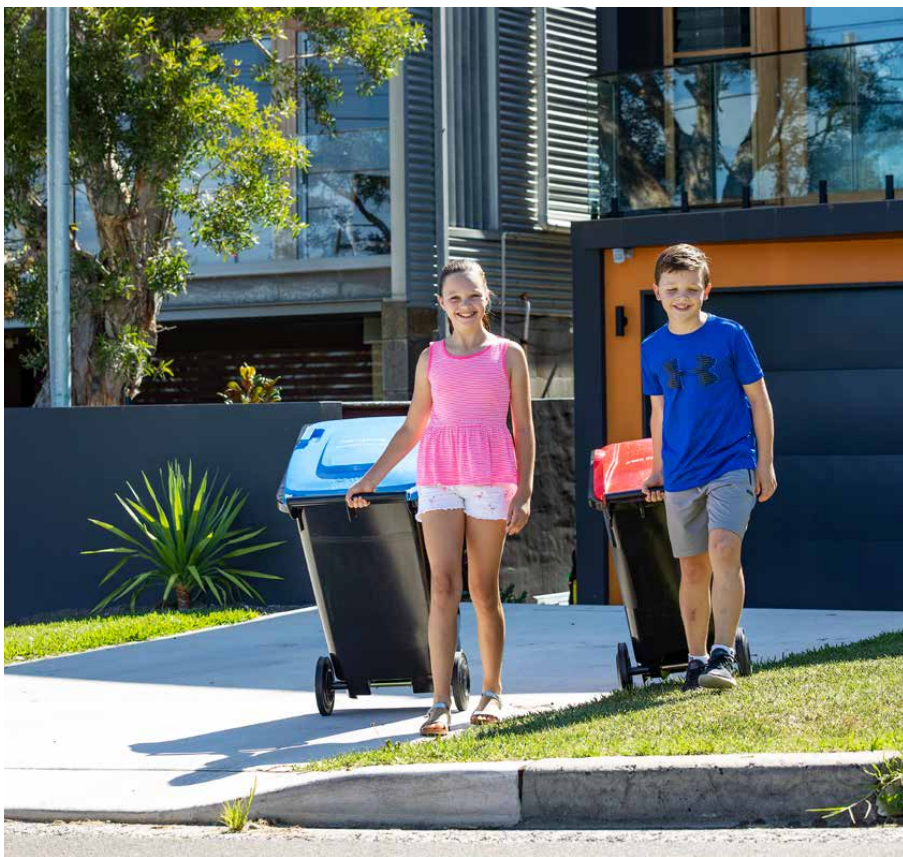


9

Rethink. Reduce. Reuse.

10

**Image:** Community use of Northern Beaches bins.



Northern Beaches Draft Waste and Circular Economy Strategy 2040

## Vision

**A sustainable and easy to use waste and litter service that supports a thriving local circular economy and protects our environment**

This complements the *Northern Beaches Community Strategic Plan 2040* vision which centres around a “connected community that lives in balance with our extraordinary coastal and bushland environment”.

The vision has been developed in response to the priorities of the community and will provide long-term strategic direction for how we manage and approach waste on the Northern Beaches up to 2040.

The vision, together with the directions, targets and outcomes in this strategy, are designed to be ambitious, drive action and inspire Council and our community.

## Guiding Principles

The following principles have been developed from our consultation with the community and help guide the key priorities and actions in this strategy.

### Sharing responsibility

Our community, local businesses and Council share responsibility and work collaboratively to minimise the impacts of waste and take advantage of the opportunities presented by the circular economy, where we reuse, repair and recycle more.

### Empowering the community

Council provides the community and businesses with tailored education and incentives to help manage their waste and minimise their waste footprint.

### Making it easy

Council's household and public waste network is designed to provide accessible, flexible and sustainable options for recycling and reuse, and appropriate disposal of waste at the end of its useful life.

### Innovating

Council supports and trials new systems, technologies and approaches that have the potential to significantly improve waste, litter, circular economy outcomes and associated reductions in greenhouse gas emissions.

### Building resilience

Council's services are reliable and adaptable to changes in population, markets, infrastructure and the climate, and have the capacity to endure unforeseen disruptions and shocks (such as natural disasters and pandemics).

### Influencing

Council leads by example, demonstrating and advocating the benefits of changing to a circular economy, where we reuse, repair and recycle more, with better waste management.

12

## Key directions and targets

The directions identify key targets for Council and our community as we move towards 2040



### Direction 1: Eliminating Waste

#### Targets

- reduce total household waste generated in the Northern Beaches by:
  - **10%** per person **by 2030**
  - **20%** per person **by 2040**
- a convenient and accessible Northern Beaches circular economy hub is in operation for the benefit of the local community **by 2030** to increase:
  - reuse, repair and recycling locations, events and/or online networks
  - the range of items which can be locally reused, repaired and recycled



### Direction 2: Easy to use waste service

#### Targets

- **70%** resource recovery rate from household waste **by 2030**
- **75%** resource recovery rate from household waste **by 2040**
- **25%** reduction in kerbside bulky goods going to landfill **by 2030**
- **50%** reduction in kerbside bulky goods going to landfill **by 2040**
- regular and accessible collections for electronic waste, textiles and household chemicals **by 2025**
- Maintain community satisfaction with Council's household waste collection above **80%**



### Direction 3: Tackling priority wastes

#### Targets

- halve the amount of household food waste sent to landfill **by 2030**
- collaborate with local businesses and state and federal government to phase out unnecessary single-use plastics in local retail businesses **by 2030**
- provide local drop offs or kerbside collections for the most common household plastics where there are reliable markets for the recycled products and no other convenient collection systems are in place.



#### Direction 4: Green and clean environment

##### Targets

- reduce litter at local litter hotspots by **60% by 2030**
- increase resource recovery rate in public place litter bins by **50% by 2030**
- reduce greenhouse gas emissions from household organic waste collected by Council by **20% by 2030**
- reduce greenhouse gas emissions from Council waste collection vehicles and street sweeping vehicles by **50% by 2030**



#### Direction 5: Council leading the way

##### Targets

- reduce waste generated in Council's operations by:
  - **10% by 2030**
  - **20% by 2040**
- double the number of Council infrastructure projects using recycled material **by 2030**
- increase resource recovery rate of construction waste generated in Council's operations to **90% by 2040\***
- improve local planning controls and guidelines **by 2026** to enable public and private buildings and infrastructure to be designed for longevity, reducing the need for raw materials and enabling future disassembly, reuse and recycling

Further details about each target are contained in Section 3. Directions. The baseline year for all targets is FY2021/22 unless otherwise stated in Section 3

\*Target to be reviewed for feasibility after audit of council waste by 2025



## Community engagement

Council has committed to engaging with the community and other stakeholders at every step in developing this strategy.

### Community engagement to date

- Random telephone survey of 600 residents on their thoughts about waste and Council's household waste service, conducted by third party market research specialist. .
- Series of four focused community workshops run by behavioural science experts to:
  - analyse the survey findings
  - understand the engagement and appeal of different initiatives
  - identify barriers to engagement
  - identify behaviour change initiatives.

- Consulting Council's key community reference groups: the Environment Strategic Reference Group, and Youth Advisory Group to help inform and shape the strategy.
- Liaising with other key community and business stakeholders.

### Community Engagement Findings

Our community has told us through this engagement that they love their Northern Beaches and are proud to live here.

Our community is willing to embrace changes to improve waste outcomes and wants to see Council advocating for our local area, working collaboratively with businesses, residents, and other local councils to push for change.

Section 3. Directions of this strategy includes key findings of the telephone survey and other recent community engagement activities, applicable to each relevant direction.

Findings and feedback from community engagement activities have informed this strategy.

**Image:** Community  
Engagement



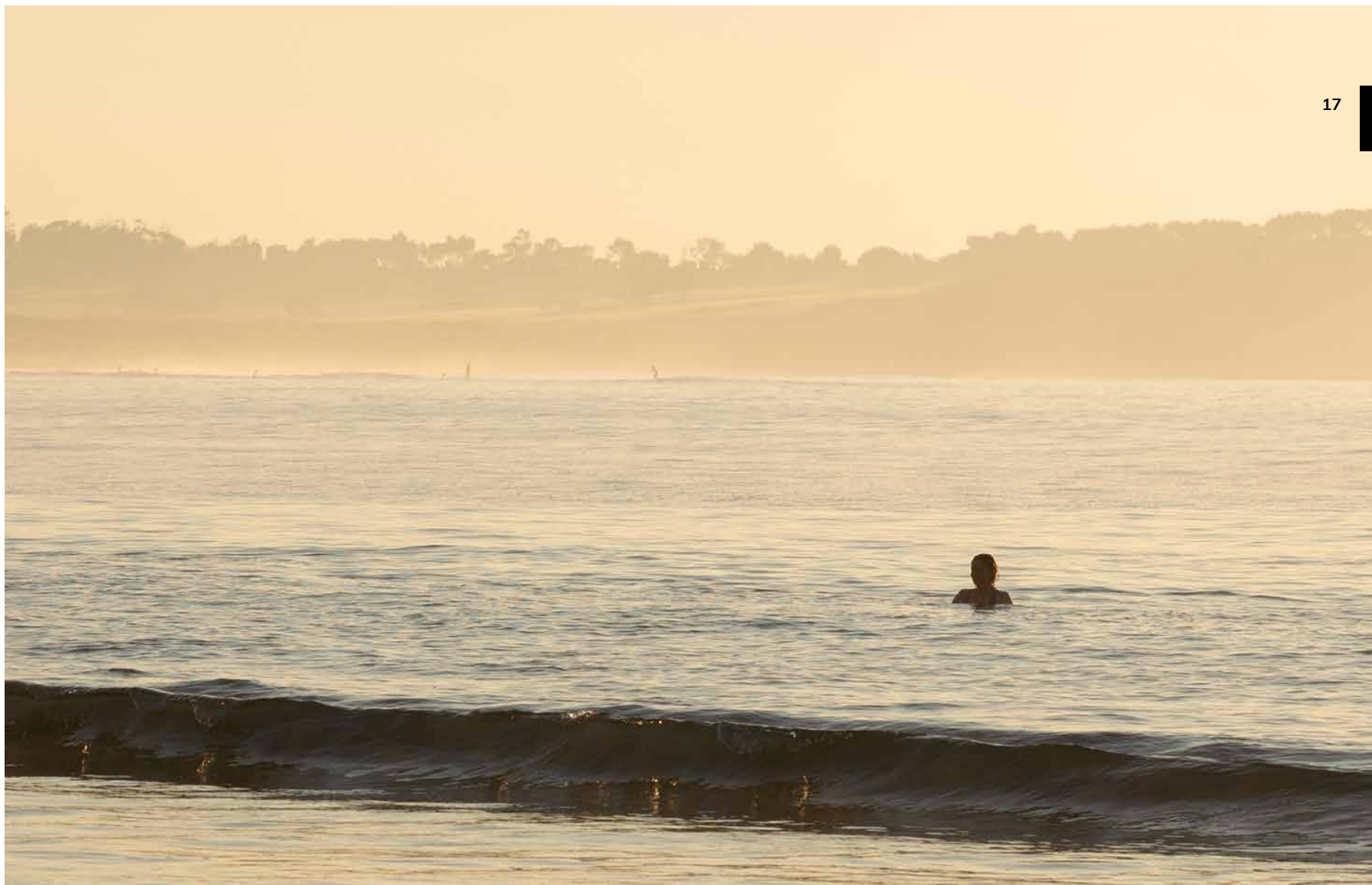
Rethink. Reduce. Reuse.

16

## 2. Waste and litter: State of play

Northern Beaches Draft Waste and Circular Economy Strategy 2040

17



Rethink. Reduce. Reuse.

18

### Our service

Northern Beaches Council has one of the largest waste services in Sydney, with over 330,000 bins in service.

Council also services over 1000 public litter bins across the area, undertakes daily litter collection activities and provides numerous reuse, repair and recycling events and education offerings for our community.

Council has already implemented significant improvements to help create a more user-friendly waste service and establish a local circular economy.

**Figure 1**

Improvements made to create a more user-friendly waste service

#### Source separation

4 bin system: Separate collection of garden organics, paper/cardboard and containers - providing the best chance to recycle and reuse household waste.

#### Large scale service

Over 11 million household bin pick-ups per year and 60,000 bulky goods collections, that help deliver a service that meets community needs

#### Modern fleet

Fleet of trucks with modern technology, reducing emissions and fully enclosed hoppers to prevent litter and reduce odour, including signage with strong litter and waste prevention messaging.

Council has worked closely with our local community so that we now have very engaged residents and businesses who want to achieve even better outcomes when it comes to waste and protecting the environment.

Further information about Council waste, litter and circular economy initiatives is included in Section 3. Directions.

#### Leading education

Comprehensive waste education and waste reduction programs; including reuse and recycle drop off events, supporting charity collections, and offering re-usable food and drink containers

#### High landfill diversion

Diversion of household waste from landfill increased from 49% (2019) to 65% (2022), helping to save landfill space and conserve resources Over 3,500 worm farms/compost bins distributed to community in 2019, to help compost organic waste at home

Rethink. Reduce. Reuse.

## Our strengths

### Engaged community

- Environment and sustainability is one of the most important issues to our community<sup>i</sup>
- Each year, over 20,000 residents participate in Council-run reuse, repair and recycle events

### Local infrastructure

- Local Kimbriki resource recovery facility has capacity to receive, sort, recycle and dispose of a wide range of waste types<sup>\*\*</sup>
- Transfer stations for red bin waste and some small-scale recycling, repair and reuse operations on the Northern Beaches

### Increased investment and profile

- There is increased focus and investment by government and business on transitioning to a circular economy, improving recycling and providing markets for recycled products
- New innovations, smart technology and technological improvements are being developed to help monitor, transport, reuse, repair and recycle waste

### Economy of scale

- Northern Beaches Council is one of the largest councils in NSW, providing increased purchasing power
- Ability for Northern Beaches Council to partner with other local councils and work with state and federal governments

<sup>\*\*</sup>(Council majority shareholder)



## Our challenges

21

### Consumption patterns

- Local economy has grown 2% each year (average) in past 10 years
- Each person creates over 400 kg (average) of household waste per year
- Take, make, dispose culture - loss of valuable resources in disposing waste

### Infrastructure challenges

- Local area relatively isolated from large scale recycling and waste disposal infrastructure, which can increase transport and costs
- Competing land uses for affordable waste and circular economy activities
- Sydney region running out of landfill space
- Long-term household waste contracts: Council committed to technology and infrastructure which limits some short term recycling opportunities

### External forces

- Limited sustainable markets for some 'recyclable' materials, which can undermine community confidence in recycling
- Government policy and regulatory changes can impact on feasibility of some recycling initiatives
- Impacts of 'megatrends', including climate change, disasters/pandemics and technology on planning for service

### Environmental impacts

- Waste, litter and illegal dumping can pollute the natural environment if poorly managed
- Managing, transporting, processing and disposing waste can lead to significant greenhouse gas emissions
- Disposing waste (rather than reusing) leads to the need to extract more resources and materials from the environment to create new products

Rethink. Reduce. Reuse.

## Strategic alignment

This strategy supports and complements priorities and actions within a range of international, national, state, and local policies and frameworks.

These policies and frameworks include targets which are based on various assumptions on a priority level, and what is achievable in the sector. The horizons vary from 2025 to 2050, and address common elements such as:

- reducing total waste generated
- reducing litter
- reducing greenhouse gas emissions
- reducing single use and problem plastics
- recovering more food and organic waste
- increasing recycling and resource recovery

This draft strategy considers these various targets and initiatives and provides ambitious but realistic targets for the Northern Beaches, under each direction. We have customised the strategy to ensure our guiding principles, directions and key priorities align with the characteristics, challenges, opportunities and needs of the community.

It includes initiatives and targets which will contribute towards achieving the targets in the NSW Waste and Sustainable Materials Strategy 2041, a strategy that is informed by the international and national policies and frameworks. This includes the NSW Government's targets for:

- mandatory collection of food and garden organics from all NSW households by 2030
- reducing total waste generated by 10% per person by 2030
- 80% average recovery rate from all waste streams by 2030
- overall litter reduction target of 60% by 2030
- tripling the plastics recycling rate by 2030
- halving the amount of organic waste sent to landfill, and net zero emissions from organics to landfill, by 2030.

## International



## National



## State



Rethink. Reduce. Reuse.

## Regional



## Local



## Role of Council

Council, local businesses and residents need to work together to help the Northern Beaches achieve the strategy's vision and minimise the impact of waste. By partnering together, we can accelerate change.

Council's principal role in waste management on the Northern Beaches is collecting household waste and associated services. Council's role also extends to other areas which help minimise the impacts of waste:

### Household Waste

- Collecting Northern Beaches household waste and providing associated waste processing, disposal and education services (see Local Government Act 1993)
- Levy annual domestic waste management charges on residential ratepayers to recover the cost of providing household waste services.

### Maintaining amenity and protecting environment

- Collecting public place litter through our litterbin service and regular litter removal, street sweeping and beach raking services
- Managing waste at events, to maintain public health/amenity and protect the environment
- Collecting and investigating illegally dumped waste.

### Land use planning

- Land use planning functions, including development controls and zoning suitable land or spaces for waste management or circular economy activities.

### Advocacy and influence

- Seeking to influence the NSW and Commonwealth Government for better regulation of products and building design, and taxation incentives to minimise waste
- Working with local businesses to help minimise their waste and maximise circular economy opportunities, where there is available funding
- Influencing the direction of waste processors and recyclers through Council's procurement and partnerships.

The next section of this strategy, Section 3. Directions, sets out what the local community and businesses can do, and the role that other levels of government play, to achieve better waste outcomes.

**Image:** Councils waste  
collection fleet



Rethink. Reduce. Reuse.



26

## 3. Directions

Northern Beaches Draft Waste and Circular Economy Strategy 2040





Rethink. Reduce. Reuse.



28



## Direction 1: Eliminating waste

### Outcome 1:

Council is a leading advocate, and supports our local community and businesses, in reducing the amount of waste created in the Northern Beaches

#### Did you know?

Each Northern Beaches household generates over **1.2 tonnes of waste** on average per year.

#### Why is this important?

The best way to manage waste and its impacts is to avoid creating it in the first place.

Avoiding waste can lead to real environmental, social and economic benefits for our community and natural environment. These benefits are achieved by:

- reducing resource and energy extraction from the environment
- avoiding the greenhouse gas emissions and pollution which can be caused by poor waste management practices
- promoting new business models focussing on product durability and reuse
- extending product life to save consumers money.

Council's approach is aligned with the principles of the waste hierarchy, which prioritises avoiding and reducing waste as the most preferable approach. Council has customised the waste hierarchy to emphasise the positive actions which are involved at the top of the hierarchy (see Figure 2)

**Figure 2**  
Northern Beaches Council waste hierarchy

The top of the hierarchy, and Council's first priority, is to 'avoid and reduce' waste. This includes:

- refusing 'single use' products or packaging where it is possible to do so
- rethinking how we purchase and use products to maximise their lifespan and value
- reducing the resources put into manufactured products

Avoiding waste can be challenging in our society where our population is growing, the variety of products being created is ever increasing, and we continue to demand more convenience as consumers. However, there are real opportunities for change, by rethinking how we design, purchase and use products and services.

#### **Avoid and reduce**

Rethink, refuse, reduce, redesign

#### **Reuse**

Reuse, repair, refurbish, repurpose

#### **Recycle**

Recycle or remanufacture materials

#### **Recover energy**

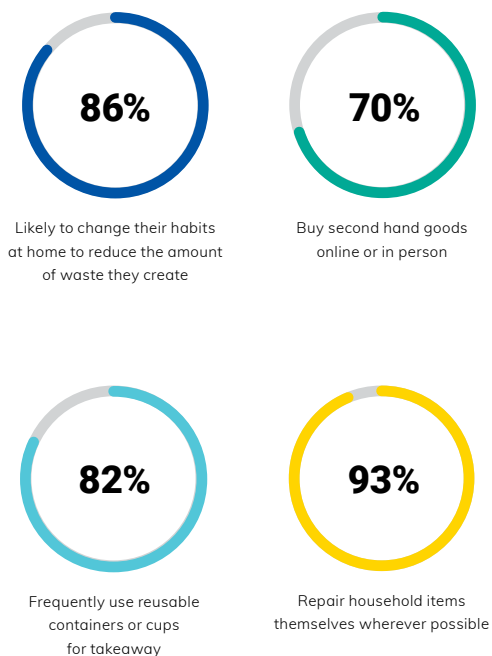
#### **Treat**

For hazardous items

#### **Dispose**

Rethink. Reduce. Reuse.

**Figure 3**  
Northern Beaches residents waste reduction behaviours <sup>11</sup>



#### Our opportunities

There is strong community support for reducing waste. We know that many in our community are already repairing and sharing products and want further options to reduce the volume of disposable products and packaging. Many businesses are also starting to improve product and packaging design to extend product life.

Better product and building design are keys to 'designing out' waste from the beginning, through longer-lasting and reusable products and packaging. Councils do not regulate the design or sale of products or packaging, but can be a strong advocate to businesses and other levels of government for initiatives that help design out waste.

Council can also work with, educate and incentivise the community and local businesses to reduce waste, and has the ability to influence the design of buildings through the land use planning process (see Direction 5).

Council is already providing numerous programs and education campaigns to help residents to reduce waste, ranging from supporting reusable nappies to initiatives to avoid single use plastics.

### Council water fountains

Council has installed 236 permanent drinking water fountains across the Northern Beaches, and 15 portable water fountains for use at Council and community events. Water meter readings at 8 of our permanent water stations showed that in 2022 residents refilled their reusable water bottles with 442,055 litres of water. That has saved the equivalent of around 700,000 standard 600 ml plastic water bottles!

These fountains reduce waste, litter and plastic pollution, as well as help keep our community hydrated when they are out and about.



Rethink. Reduce. Reuse.

#### Targets

Reduce total household waste generated\* in the Northern Beaches by:

- 10% per person **by 2030**
- 20% per person **by 2040**

#### Key priorities

Avoiding waste is a shared responsibility. To achieve real change, it requires community, business and government at all levels to reconsider how we design, regulate, make, purchase and use products, materials and services.

#### Council's priorities

**Collaborating** with local businesses, leading academic institutions and other levels of government to help find innovative solutions to design out waste in product design, including through reusable and sustainable packaging.

**Empowering** our community with education, incentives and other resources to cultivate a culture of responsible consumption, and to help make it easier to reduce waste and buy products that last.

**Influencing** businesses and organisations responsible for making and supplying products and packaging to take responsibility for the waste they help create.

**Championing** businesses and households that reduce their waste.

**Supporting** reusable food and drink containers being used in the community and other measures to reduce unnecessary packaging.

**Investigating** the feasibility of user pay models for some household waste, where waste is charged by weight rather than a fixed charge, to help reduce waste.

---

\* Household Waste collected by Northern Beaches Council (by weight) compared to 2021/22 baseline

**Advocating** on behalf of our residents and businesses to government to:

- identify key systemic barriers to reducing waste and developing reforms to overcome these barriers
- deliver on their commitments to phase out unnecessary packaging and plastics
- discourage planned obsolescence in consumer products
- improve product design and incentives to design out waste.

Rethink. Reduce. Reuse.

## What can you do?

33



### Community

- When purchasing, ask yourself 'do I really need this?' or 'could I buy this second hand?'
- Purchase products designed to last and be reused, and with minimal packaging
- Keep your products in use for as long as possible



### Business

- Try to avoid making or selling single use products or packaging
- Design products and packaging to last as long as possible, including for reuse
- Consider the full life cycle of products you make or sell and their environmental and waste impact at their end of life

34



## Direction 1: Eliminating waste

### Outcome 2:

A thriving local circular economy is created which facilitates widespread reuse, repair and recycling of local products and materials

#### Did you know?

A recent study<sup>iii</sup> found that transitioning to a circular economy could provide about **\$648 billion in cumulative economic benefits** to the NSW economy **by 2040**

#### Why is this important?

In our economic system, we generally take resources from the earth, plants or animals, make products from those resources, use them and then dispose of them as waste. This 'linear' 'take-make-use-dispose' process, leads to the ever-increasing consumption of raw materials and waste in a growing economy.

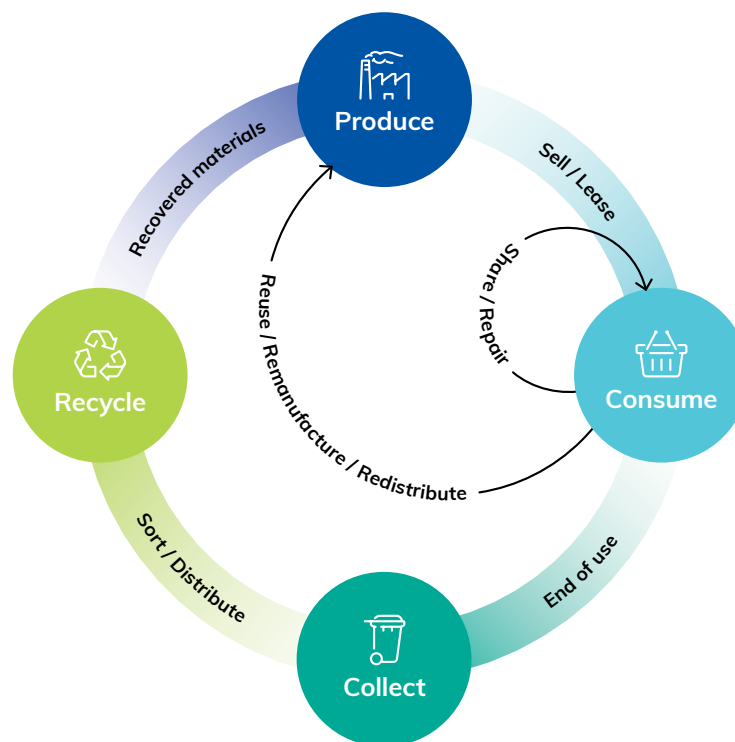
This model is not sustainable as it continues to deplete resources and place stress on the environment. As a result of this and recent pressures on global waste supply chains, there is increasing attention on transitioning to a 'circular economy'.

The circular economy involves a transition from the linear 'take-make-dispose' economic system towards circulating materials in the economy for as long as possible at their highest value through repair, reuse and recycling. The 'circular economy' is based on designing out waste and pollution, keeping products and materials in use and regenerating natural systems.



The NSW Government has committed to a transition to a circular economy in its NSW Waste and Sustainable Materials Strategy 2041 (see Figure 4), and Council has supported this transition in the Northern Beaches Community Strategic Plan 2040.

**Figure 4**  
The circular economy\*



\* Taken from NSW Waste and sustainable Materials Strategy Figure 1, Page 5

Rethink. Reduce. Reuse.

**Figure 5**  
Northern Beaches residents support for circular economy <sup>iv</sup>



#### Our opportunities

Developing a local Northern Beaches circular economy presents a range of opportunities for our community and businesses. It has the potential to:

- stimulate new local jobs and innovative manufacturing
- support start up business models and social networks
- minimise our community's greenhouse gas emissions and environmental footprint through reduced transport, resource extraction and embodied carbon
- provide efficiencies in material supply chains to keep costs and impacts down, and maximise the value from resources

Keeping resources and materials circulating locally can also make the Northern Beaches community more resilient and less affected by external supply chain shocks and markets. This will help us to become a more self-sufficient region in production, employment and waste management.

Local businesses can also provide opportunities for residents to reuse, share or rehome items commonly used in the Northern Beaches, such as used outdoor equipment (sporting, camping or water sports equipment), construction materials, electronic items, furniture or solar panels. This will help avoid them ending up in kerbside collections and onto landfill.

Moving towards a local circular economy will, however, require a systemic change in how we think about buying and using products. This will require changing from a 'use and dispose' mindset to prioritising reusing, repairing and sharing, to maximise the life of a product at its highest value. Local recycling also has a role to play for products at their end of life.

Our community has made a great start. The next steps require a scale up of circular economy networks, enterprises and opportunities across the Northern Beaches.

**Image:** Council reuse and recycling event, 2023

#### Northern Beaches reuse events and facilities

The Northern Beaches holds numerous reuse events which provide our community with convenient options to donate used household items for reusing, repairing and refurbishing. This includes second-hand markets, Avalon Car Boot Sale, Bags to Riches, the Buy Back Centre at the Kimbriki Resource and Recovery Centre, and more.

At one Council reuse event in January 2023, 560 cars came on the day and over 21 tonnes of pre-loved clothing & accessories, electronics, bikes and essential nursery items for babies and children were donated. Council partnered with charities and reuse, repair and recycling businesses to host the event – all donated goods went for recycling, reuse, repair or resale.



Rethink. Reduce. Reuse.

#### Targets

A convenient and accessible Northern Beaches circular economy hub is in operation for the benefit of the local community **by 2030** to increase:

- reuse, repair and recycling locations, events and/or online networks
- the range of items which can be locally reused, repaired and recycled

#### Key priorities

Council will work together with the local community and businesses to ensure reuse and repair become part of everyday life in the Northern Beaches, and for our community to emerge as a leading circular economy region in Sydney.

#### Council's priorities

- **Piloting** different delivery models for reusing, refurbishing and repairing, including pop up events, repair cafes and collaborating with social enterprises.
- **Identifying opportunities** for local business and manufacturers to share used materials for recycling or reuse by other businesses or the community.
- **Implementing** a sustainable community-centric local circular economy hub, after initial pilots, in collaboration with the local community and businesses, that builds local capacity to repair and refurbish used products.
- **Empowering** community participation in the local circular economy, by providing accessible information and educational resources on local reuse, repair and recycling options and the benefits of buying second-hand.

- **Investigate** approaches to provide competitive seed funding to local businesses, start-ups and other enterprises with innovative and scalable circular economy initiatives.
- **Advocating** on behalf of our community for government to deliver policy, incentives and legislation that:
  - (a) requires products to be designed to be reused, repaired and recycled
  - (b) provides consumers with the right to repair used products.

Rethink. Reduce. Reuse.

## What can you do?

39



### Community

- Donate quality used items you no longer need to local charities or share with friends
- Buy local second hand or repaired products
- Use resources on Council website about how to reuse or repair used products



### Business

- Consider product sharing business models to maximise the lifespan of used products
- Provide manufacturing off-cuts or other recyclables to other local businesses or residents that need them
- Explore business opportunities in the local circular economy

40



## Direction 2: Easy to use waste service

### Outcome 1:

Council's household waste collection service is reliable, accessible and flexible

#### Did you know?

Council's household waste collection service is one of the largest in Sydney. Council currently collects over **100,000 tonnes** of household waste per year from approx **95,000 households**.

#### Why is this important?

Council is responsible for the collection of household waste across the Northern Beaches, and the safe transportation, recycling or disposal of that waste.

This essential service is fundamental to maintaining the amenity of the area, maximising recycling and protecting our local environment.

Our actions toward eliminating waste in Direction 1 are needed to reduce the volume and impacts of the waste we create, whilst relieving pressure on the household waste service and the ability to contain rising costs. However, most materials will eventually reach their end of life, and will need to enter the waste stream at some stage for recycling or disposal.

Our community needs a well-planned and supported household waste service which meets our residents' needs, is resilient to stresses, and supports waste reduction and the transition to a circular economy.

To help separate waste at source, Council currently collects household waste in a four-bin system (see Figure 6), with additional kerbside bulky goods waste collection services. This makes it much easier to recycle the material in each recycling bin at processing facilities, reduces costs and minimises waste going to landfill.

In addition to the kerbside collection service, Council also offers various household waste drop-off options for our community. This includes drop-offs for problem wastes that cannot be managed in the kerbside collection system, such as:

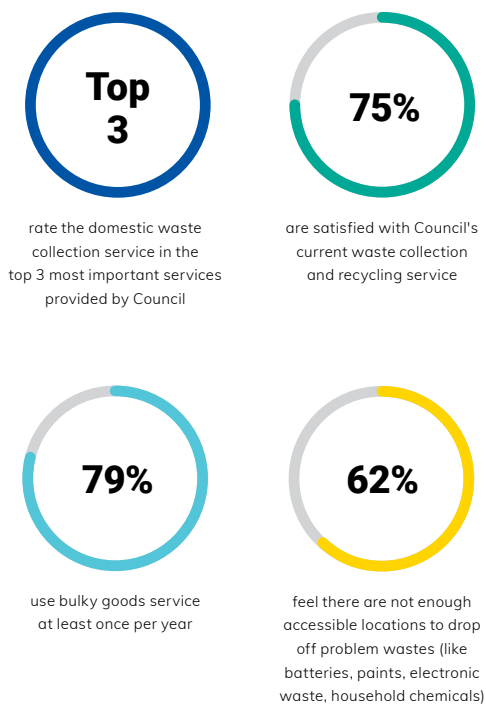
- household chemical waste, collaborating with NSW Environment Protection Authority
- excess vegetation and plastics, through Kimbriki.

**Figure 6**  
Northern Beaches Residential Waste Service





**Figure 7**  
Northern Beaches residents view of our waste collection service <sup>v</sup>



#### Our opportunities

Council's household waste collection service needs to adapt to meet our community's expectations into the future. To achieve this, it needs to be reliable, accessible and flexible for all of our community.

Council's 4 bin collection system, together with a new collection fleet and other technology introduced in 2019, provide a modern and efficient service to our community. Council also provides a tailored service to meet the different needs of our community, including those living in houses, apartments and offshore communities.

Council needs to continue to implement improvements to:

- ensure our community's waste is always collected, even when increased demand places pressure on our services
- prepare for unexpected events such as extreme weather, natural disasters, significant policy and government changes, and longer term global 'megatrends' (see Figure 8). This is vital to ensuring the service is resilient and adaptable.

**Figure 8**

The CSIRO published a list of seven  
'global megatrends' in 2022<sup>44</sup>



Adapting to  
climate change



Leaner, cleaner and  
greener (including  
renewable energy)



Escalating health  
imperative (including  
impacts of pandemics  
and ageing population)



Geopolitical shifts  
(including impacts  
on supply chains)



Diving into digital



Increasingly autonomous  
(artificial intelligence)



Unlocking the human dimension  
(citizen push for greater  
transparency and environmental/  
social governance)

Rethink. Reduce. Reuse.

**Image:** Narrabeen  
Lagoon during a  
weather event, 2023



#### Targets

- Regular and accessible collections for electronic waste, textiles and household chemicals **by 2025**
- Maintain community satisfaction with Council's household waste collection above **80%**

#### Key priorities

Council will continue to plan and invest in the household waste service to meet community expectations, and to ensure the service is flexible to adapt to changes in the community and external stresses.

#### Council's priorities

**Improving** access to quality waste services for residents by:

- supporting more collection options for the community for 'problem' wastes (including household chemicals, electronic waste and textiles), including possible local, mobile or 'neighbourhood' drop off points
- increasing the level of waste collection service to our offshore communities in Pittwater
- customising our bulky goods collection service for high density areas
- improving service reliability, convenience, flexibility, accessibility and ease of use
- benchmarking against best practice to help drive and tune improvements for the local community.

**Piloting** new technology and systems, to increase efficiency and understanding of the waste collection service for the community.

**Empowering** our community with education to help use the household waste service to ensure efficient and safe collection and the right waste is placed in the right bin or location for collection.

**Engaging** with regulatory bodies on key regulatory and policy developments that may impact on waste collection and processing.

**Adapting** the service:

- for changing demographics and housing (e.g., more units and an ageing population), by planning bin infrastructure and accessibility to meet those needs
- to address emerging risks, megatrends and a changing climate to ensure continuity of service to our community, through forward thinking emergency waste management plans, business continuity plans and waste contracts with our external providers.

Rethink. Reduce. Reuse.

## What can you do?

45



### Community

- Use Council's website and other resources on what waste goes in each bin, and how to present waste for collection
- Place the right waste in the right bin
- Take advantage of Council drop off events for specific waste types



### Business

- Engage with your commercial waste provider to understand the range of wastes that can be collected
- Place the right waste in the right bin

46



## Direction 2: Easy to use waste service

### Outcome 2:

Sustainable recycling options for household waste are implemented, with supporting local infrastructure and information about recycling provided to the community

#### Did you know?

Over **65% of Northern Beaches household waste is diverted from landfill**. This is one of the highest landfill diversion rates in Sydney.

#### Why is this important?

Recycling plays an important role in our waste management system and the circular economy. When products can no longer be reused or repaired, recycling helps keep the materials in productive use for as long as possible.

By recycling, we can avoid:

- landfilling waste
- greenhouse gas emissions
- the loss of productive resources to the economy

Recycling also helps extend the lifespan of the few landfills remaining in Sydney, including Kimbriki which is forecast to run out of space for more waste by about 2050.

For recycling to work effectively, we need these key elements:

- (a) **Strong collection framework** to collect clean and contaminant-free recyclables
- (b) **Capable infrastructure** to process the collected material into reusable materials
- (c) **Sustainable markets** for the processed material

Without these, collection and processing systems can collapse, stockpiling of waste can occur or recycled materials can end up in landfill, undermining the community's faith in recycling.

The Northern Beaches household waste service has been designed to address these three key elements. As we separate recyclable materials into three different recycling bins (yellow, blue and green), this makes our recyclables of a much higher quality and an attractive product for recyclers.

**Figure 9**

What happens to waste in your recycling bins?



Recycled into packaging, cardboard boxes and other paper products

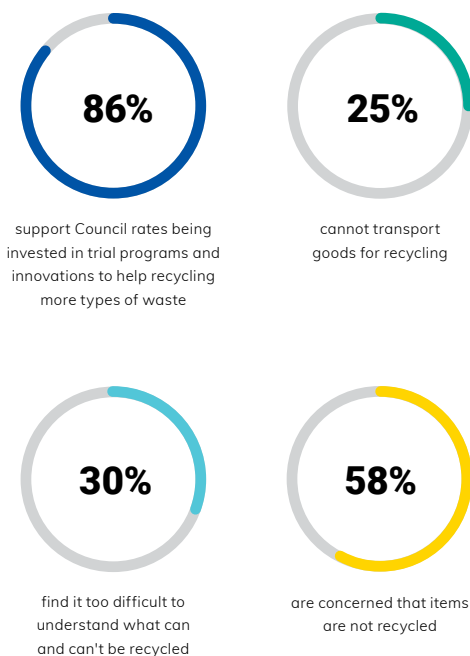


Recycled into high quality woodchip, mulch and soil improver and returned to the earth as commercial grade compost and soil conditioners



Recycled into new products and materials, including new containers and road base

**Figure 10**  
Northern Beaches residents support for recycling <sup>vi</sup>



#### Our opportunities

Council has a strong household waste recycling system, recycling over 50,000 tonnes of glass, metals, plastic containers, paper/cardboard and vegetation each year. We are also fortunate to have a leading recycling and transfer facility at Kimbriki which handles these and other waste types.

However, our community wants us to do more by investing in recycling of additional materials, and providing more accessible recycling options. Some in our community also remain sceptical about what happens with their recycling after collection.

There are some real challenges in recycling even more items than we currently collect in recycling bins, such as soft plastics, textiles, engineered timbers and mattresses:

- limited infrastructure and market competition to recycle these items
- limited markets for products recycled from these items
- high costs to separately collect these items, as they require alternative collection systems from our bin based service.

To ensure success of new recycling initiatives, and to maintain the community's faith that separately collected items are genuinely being recycled, Council will need to increase its domestic waste charge to invest in improved collection and processing (see timber trial example below). Markets for the recycled items will also need to be expanded nationally, requiring investment by industry and government. Where items are still not able to be feasibly recycled, the priority will be to work to phase out their production (see Direction 1).



**Image:** Timber collected in Council's 2022 Engineered Timber Recycling trial

#### Engineered timber recycling trial

Council and Kimbriki ran an engineered timber recycling trial as part of the bulky goods service in 2022. The trial was an opt-in service offered to residents who had an existing bulky goods booking during a trial period.

The timber collected was sent for remanufacture to be turned into kitchen cabinets and other joinery. A total of 202 bookings were fulfilled resulting in the recycling of over 17 tonnes of timber material in the 11 week trial.



49

Rethink. Reduce. Reuse.

### Targets

- **70%** resource recovery rate\* from household waste **by 2030**
- **75%** resource recovery rate\* from household waste **by 2040**
- **25%** reduction\*\* in kerbside bulky goods going to landfill **by 2030**
- **50%** reduction\*\* in kerbside bulky goods going to landfill **by 2040**

Working towards these targets will help NSW reach the target for 80% average recovery rate from all waste streams by 2030 in the NSW Waste and Sustainable Materials Strategy 2041 (noting household waste has a significantly lower resource recovery rate than construction waste; see initiatives in Direction 5 regarding construction waste).

### Key priorities

Council will work collaboratively with the community to increase recycling for household waste and reduce the pressure on the remaining landfill life at Kimbriki and other Sydney landfills.

### Council's priorities

**Seeking** opportunities to innovate and trial solutions to recycle more materials, where Council is confident that the materials will be sustainably recycled with reliable downstream markets, through:

- piloting new recycling programs and technologies with end-to-end supply chain approaches, in collaboration with innovators and recycling partners
- supporting new recycling infrastructure and demonstration models, in collaboration with Kimbriki and other local recycling facilities
- seeking co-funding and implementation support for new recycling programs from the retailers or manufacturers of the products being collected, to ensure producer responsibility.

\*Resource recovery rate (by weight) for household waste collected by council, and local drop off/return to store programs  
\*\*Compared to 2021/22 baseline (by weight)

**Identifying** opportunities to reduce the volume and increase recycling of household items being disposed of in Council's kerbside bulky goods collection.

**Reviewing and updating** bin design and education to improve recycling practices, for better quality of material collected and increasing the amount recycled.

**Empowering** our community by providing more accessible and current information, and tours of recycling facilities, to show where waste goes after collection by Council and how it is recycled.

**Auditing** the waste collected in the household waste system at least every four years to identify emerging waste trends in our community and ensure our collection and recycling system responds to trends

Rethink. Reduce. Reuse.

## What can you do?

51



### Community

- Place all your recyclable containers in your yellow bin and paper/cardboard in your blue bin (check Council website for eligible items)
- Use recycling drop off points advertised on Council website, ensuring the materials are free of contaminants
- Buy products containing recycled materials



### Business

- Identify business opportunities for recycling materials in the Northern Beaches
- Trial different 'return to store' models for products your business sells, to enable your customers to recycle
- Buy products containing recycled materials

52



### Direction 3: Tackling priority wastes

#### Outcome 1:

Our households have the tools to minimise their organic waste, reuse their organics at home and access a flexible collection and recycling service which maintains the value in organics

#### Did you know?

Food waste makes up an average of almost **50% of the waste in our red bins.**

#### Organic waste

Organic waste is derived from material that was once living, including food and garden waste. This is the largest single waste stream, by weight, in the Northern Beaches.

The local community has already shown they are great at recovering value from organic wastes when the right tools are available. Council currently collects vegetation waste in the green bins, which is highly valued by composters, thanks to residents' efforts in keeping it clean and free of contaminants such as plastics bags. Over 99% is recycled into compost and other beneficial products.

#### Food waste

The next big challenge is tackling food waste. Wasting food also wastes the extensive energy, water and other resources that go into making, storing and transporting that food. When food waste decomposes and is not managed appropriately, it can also lead to significant methane emissions, a greenhouse gas which is over 25 times more potent than carbon dioxide<sup>viii</sup>. Council has recognised this and already implemented steps to support the community recycle food waste at home. (i.e. see home composting and worm farm case study on page 53).

The NSW Government has now committed to mandate the separate collection of food and garden organics for each household by 2030, in the NSW Waste and Sustainable Materials Strategy 2041.

#### Home composting and worm farms

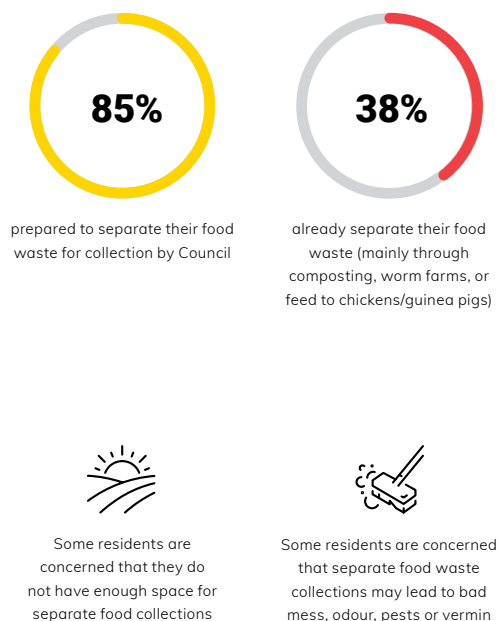
In May 2019 Council launched a composting and worm farm campaign to support the new waste service. Residents were offered either a free worm farm or compost bin, leading to an uptake of 3,667 compost bins/worm farms. The post survey found that over 70% of respondents reduced the amount of waste (including food) placed in their red bin by over 25%.

By providing the compost bins and worm farms, backed up by education, residents can learn new skills to instil long term behaviour change for recycling organics, and use the recovered organics to provide nutrients to the home garden, starting a circular economy at home.





**Figure 11**  
Northern Beaches residents organic waste behaviours <sup>ix</sup>



#### Our opportunities

Council's existing framework for managing organic waste helps produce quality compost and other nutrients which are valued by households and industry.

With the requirement for separate collections of food and garden organics, Council needs to adopt a system by 2030 that includes collection of food waste. This can be:

- Collecting food and garden organics together in the green bin (called 'FOGO')
- Collecting food organics separately in a new bin (called 'FO')
- Providing at home composting in conjunction with one or more of FO or FOGO.

While our community is willing to separate their food waste for recycling, we also need to be prepared for the challenges a new food waste collection service will present. Separately collecting food and garden organics can increase contamination of the organic material, with plastic bags and other non-organic materials placed in the bins. This can impact on demand for the recycled product and the viability of separate collections.

Currently, there are also insufficient recycling facilities to manage the organic waste stream in Sydney, and a number of organics processing schemes have failed in the past. As a result, there is a chance that some organic waste may still go to landfill for a period in the absence of viable alternatives.

The transition will take time as we address the challenges and opportunities together with the local community.

### Roadmap for Northern Beaches food waste collection

The new mandated food and garden waste collection will require a significant system change for Council and our community. It will impact most local households and will require:

- new bins or caddies in households
- behaviour change to ensure the right waste is placed into the organics bin(s)
- different frequency of collections
- new ways of recycling organic waste.

Council will adopt a staged approach to the new collection service, working together with the community to build trust and successful solutions.

#### Step 1: Council will:

- pilot localised 12month deployments of FO and/or FOGO collections for between 5,000 to 15,000 households. This will test different collection and processing systems, frequency of collections, different bins and the use of bin caddies and liners
- offer households in other areas of the Northern Beaches free 'at home' composting/ worm farm kits, subject to completing composting training.

Step 2: Council will review success of the initial deployment.

Step 3: Council decision on the final design of the Northern Beaches food waste collection, including whether it will be a FO collection or a FOGO bin, and the ongoing role of home composting.

Step 4: Roll out of Northern Beaches full organics collection system.



#### Targets

Halve the amount of household food waste sent to landfill\* **by 2030**

#### Key priorities

Council's approach to reducing and managing organic waste will be customised to the community's strengths, needs and readiness, with an adaptive and holistic approach, which leverages off our strong existing framework to continue to:

- provide education and support to help reduce food waste generation in the first place
- adapt and grow at-home organics recycling to minimise costs and impacts of collection and transport
- ensure we continue to produce a quality organic product for processing.

#### Council's priorities

**Empowering** the community with accessible information to help make it easier to reduce food waste being generated in the home, donate excess food and manage organics waste in home composting.

**Providing** home composting and worm farm units to our community to promote food waste and vegetation being managed at source and regenerating backyards

**Advocating** to the NSW Government for funding and program opportunities to assist local businesses and the community to reduce and recycle their organic waste, including through precinct, community and 'at home' composting.

---

\*Household food waste sent to landfill  
by Northern Beaches Council (by weight)  
compared to 2021/22 baseline

**Reviewing** and updating Council's existing collections of organic waste, including at the kerbside and vegetation drop offs at Kimbriki, to ensure they are cost effective, maximise participation and recycling, minimise greenhouse gas emissions and are supported by appropriate education and technology

**Implementing** a staged rollout of a new organics collection system to include food waste, to test different collection and processing methods to ensure the system is sustainable for the Northern Beaches (see the Roadmap on page 55)

Rethink. Reduce. Reuse.

## What can you do?

57



### Community

- Plan your meals and use leftover food rather than throwing away
- Get a compost bin or worm farm to recycle your food scraps at home and use compost on your garden



### Business

- Look into opportunities for precinct composting facilities with other businesses
- Arrange for separate collection of your food waste for recycling with your waste provider

58



### Direction 3: Tackling priority wastes

#### Outcome 2:

Our community has access to viable and sustainable options to reduce single use plastics and to recover resources from genuinely recyclable plastics

#### Why is this important?

Plastics are used extensively in modern society due to their durability, versatility and low-cost relative to other materials. Whilst we often think of plastics being used in packaging and containers, they are also used in toys, cars, medical products, piping, electronics and clothing, and are often mixed in with other materials.

However, plastic consumption can lead to a range of negative consequences.

#### Impacts of plastic consumption

##### Pollution and litter

- Plastics can remain in the environment for hundreds of years
- Plastics, including microplastics, potentially harm our wildlife and food chain

##### Reinforce 'take-make-dispose' culture

- Plastics are cheap and abundant
- Plastics are often thrown away after single use

##### Greenhouse gas emissions

- Most plastics are made from oil, continuing our reliance on fossil fuels
- Most plastics emit greenhouse gases at every stage of their lifecycle

##### Low recycling rate

- Less than 16% of plastics are recycled in Australia
- Plastics are consuming valuable space at landfills

Recycling is not a magic fix for plastics. Despite significant investment by governments and businesses, Australia still only recycles about 16% of the plastics we consume\*.

More recycling infrastructure could improve these recycling rates. However, recycling is unlikely to significantly increase without substantial product re-design and monetary incentives for using recycled plastics.

#### What happens to plastics after they are used?

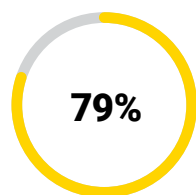
Once plastics have been used by consumers they are often:

- **degraded product:** Plastics are often contaminated after their use, have printed ink or are made up of a mix of multiple polymers. This degrades their quality and limits their recyclability and the range of products they can be used to create.
- **not cost competitive:** Recycling plastic is often far more expensive than using virgin plastic. This limits potential markets for recycled plastic, in the absence of significant government subsidies.

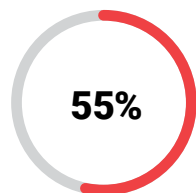


Image: Shredded plastic

**Figure 12**  
Northern Beaches residents views on plastics <sup>xi</sup>



often avoid plastic bags  
to carry shopping home



often avoid products  
with large amounts of  
packaging when shopping

#### Our opportunities

There are some successful recycling schemes already in place for rigid plastics, such as PET, which are collected in Council's yellow bins and through the NSW Government's Return and Earn Scheme. This material can be manufactured into various products including plastic bottles and furniture. By continuing to collect containers separately from other waste, Council can maximise the opportunity to recycle these plastics.

Recycling other plastics can be challenging. As a result, Council initiatives have focussed on reducing the impacts of single use plastics by promoting alternatives and reusable containers, through our Single Use Plastics Policy (see case study on page 61).

Council can also explore other measures to support recycling, such as buying products containing recycled plastic for infrastructure (See Direction 5). However, substantial change will only occur where the companies that make and sell plastics also take responsibility for managing the adverse impacts of plastics. This is called producer responsibility.

### Swap for Good

In 2017, Council released its Single Use Plastics Policy, where Council committed to taking a leadership role in eliminating single use plastics, advocating for legislative change, and influencing and enabling responsible consumption practices.

Council implemented its 'Swap for Good' program under this policy and has been successfully working with local businesses to trial reusable products and systems to replace single use plastics.

Swap for Good includes:

- a float of 'swap and go' coffee cups, to help businesses get started. More than 550 swap cups were distributed to 22 businesses, helping avoid tens of thousands of disposable cups being disposed of in landfill.
- a school canteen support program with reusable containers. The program delivered 500 reusable bento boxes to the 10 participating schools, supporting the circular economy and avoiding single use containers filling up bins in the schoolyard and being sent to landfill.





#### Targets

- **Phase out unnecessary single use plastics** in local retail businesses **by 2030**, in collaboration with local businesses and state and federal governments
- **Provide local drop offs or kerbside collections by 2030** for the most common household plastics where there are reliable markets for the recycled products and no other convenient collection systems are in place.

#### Key priorities

Council reaffirms its commitment in the Single Use Plastics Policy to take a leadership role in eliminating single use plastics, advocating for legislative change, and influencing and enabling responsible consumption practices. Council will also support sustainable recycling of plastics generated in the community.

#### Council's priorities

**Empowering** the community, businesses and visitors with resources to avoid single use plastics, build capacity for change, and to live without single use plastics.

**Identifying** opportunities to partner with local businesses to:

- promote alternatives to single use plastics with low environmental impact, particularly in packaging
- reuse more plastics.

**Continuing** rigid plastics collection through our yellow bin service, ensuring it is easy to use for our community.



**Supporting** recycling programs for other types of commonly used plastics in the home where Council is confident that the plastics will be sustainably recycled with reliable markets, seeking co-funding and implementation support from the retailers or manufacturers of the products being collected to ensure producer responsibility.

**Advocating** to the NSW and Commonwealth Governments for producer responsibility approaches, requiring industry to phase out the use of single use or unrecyclable plastics in products and packaging.

**Demonstrating** responsible procurement practices and influencing supply chains in relation to procurement of plastics

Rethink. Reduce. Reuse.

## What can you do?

63



### Community

- Avoid single use packaging wherever possible
- Use keep cups or long lasting reusable containers for take away food and drink
- Encourage your local shops to move away from supplying single use plastics



### Business

- Supply reusable containers to your staff and customers, rather than single use packaging
- Look for business opportunities for plastic recycling
- Seek competitive advantage from using alternate materials to single use plastics

64



#### Direction 4: Green and clean environment

##### Outcome 1:

The Northern Beaches has the cleanest public spaces in Sydney

##### Did you know?

Single use takeaway food and drink packaging makes up over **35% of litter in the Northern Beaches**<sup>xiii</sup>

##### Why is this important?

Our community takes pride in the beauty of our natural and built environment. This helps to make the Northern Beaches a great place to live, work and play.

Litter and illegal dumping can threaten this natural beauty in many ways. It can:

- affect how we see and enjoy our spaces
- pollute our waterways, which can be hazardous to the environment, wildlife and humans
- deter investment, outdoor activities and visitors.

Council already provides an extensive public place litter bin and litter service to help manage waste and litter across our public places in the Northern Beaches. This includes:

- managing over 1,000 litterbins across the Northern Beaches
- daily litter pick services in parks, public places, playgrounds
- regular street sweeping service to collect litter from streets
- beach raking of major and accessible beaches
- providing and replenishing dog waste bags
- cleaning street furniture, pavements and BBQs
- active maintenance of gross pollutant traps to remove litter from stormwater systems
- removing illegally dumped waste on Council land

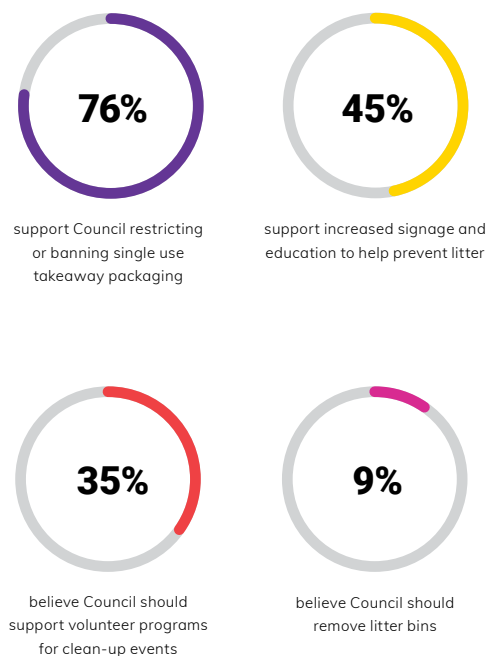
Council's litter management program has helped keep the Northern Beaches clean and capture 94% of public place litter in our public place litter bin network<sup>xiii</sup>. However, cleaning up litter and illegal dumping is expensive. Council spends about \$7 million per year on maintaining clean public places, streetscapes and waterways through these services and infrastructure, and these costs are rising.

**Image:** Community litter collection event in Manly



Rethink. Reduce. Reuse.

**Figure 13**  
Northern Beaches residents views on litter <sup>xiv</sup>



#### Our opportunities

To reduce the impacts and costs of litter and illegal dumping, we need to focus attention on prevention at the source.

Council has made a strong start through its Zero Waste to Oceans Charter, which includes measures to help prevent litter and waste entering our waterways, through community education on litter reduction and improving stormwater assets and controls.

To maximise impact, we need to work with the community on reducing the production of the types of items regularly littered or dumped. This includes disposable food and drink packaging and other single use items. We also need to deter littering and dumping behaviours.

Littering and illegal dumping are also regulatory issues, led by the NSW Environment Protection Authority (EPA). Council can increase collaboration with the EPA to bring about sustainable change to reduce litter and illegal dumping, and also explore opportunities and technologies to help streamline litter collection services.

Our community and local businesses have a strong desire to support measures to help keep our area clean. We can enhance our local capacity to prevent litter and dumped materials by working side by side with our community in keeping the environment clean. We can also provide infrastructure to the community to help recycle more public place waste.

**Image:** Sand sculpture at Manly Beach promoting Council's Swap This for That Campaign

#### Collaboration Collective

Council established the Collaboration Collective in 2021. The collaborative has representatives from over 30 community groups and social enterprises, with the collective mission to reduce single-use plastics and waste in the Northern Beaches.

The Collaborative Collective has participated in various events, including the Collaroy Seaside Scavenge. Over 20 representatives from the Collective participated in the 2021 event, collecting litter from local waterways. Each person involved in delivering this event also assisted in talks, stalls and workshops on sustainable living. This provided an excellent demonstration of the power of collaboration when engaging a community in environmental protection and waste education.



67

Rethink. Reduce. Reuse.

#### Targets

- Reduce\* litter at local litter hotspots by **60% by 2030**
- Increase\* resource recovery rate in public place litter bins by **50% by 2030**

#### Key priorities

Council will transition from providing a litter and illegal dumping removal and disposal service, to a litter prevention approach through education, engagement and enforcement.

#### Council's priorities

**Developing** long-term litter and illegal dumping roadmaps, in collaboration with our community, businesses, the NSW Government, prioritising the prevention of littering and illegal dumping and ensuring our litter prevention and management practices care for country.

**Enhancing** Council's litterbin network to ensure bins are strategically located and accessible, whilst meeting demand, minimising overflowing rubbish, maximising recycling and protecting the environment.

#### Collaborating with:

- the community to broaden engagement in resident volunteer clean-ups
- local businesses to identify opportunities to phase out single-use packaging locally and contribute in volunteer clean-ups
- the NSW Environment Protection Authority to help develop a strategic and targeted approach to prevent and manage litter and illegal dumping.

**Empowering** our community, businesses and visitors with resources, education campaigns and signage, customised for the Northern Beaches, on what they can do to help prevent litter and illegal dumping, place litter in the right public place litter bins and alternatives to take away packaging and single use items.

**Delivering** the actions identified in Council's Zero Waste to Oceans Charter to help prevent waste and litter entering our oceans, including improvements to stormwater management.

\*Compared to 2021/22  
baseline (by weight)

**Innovating** by:

- exploring opportunities and infrastructure to increase recycling of littered and public place waste, including more strategically located public place recycling bins
- investigating and piloting smart and emerging technologies (including drones and sensors) to help deter litter and illegal dumping activities, and make Council's litter services more predictive and proactive
- piloting different initiatives to reduce fishing line and hook litter in our waterways.

**Advocating** on behalf of our community for state and federal policies for producer responsibility schemes for products which are commonly littered or dumped in the Northern Beaches, to incentivise businesses to find sustainable alternatives.

**Auditing** public place litter and illegally dumped waste at least every 4 years to identify opportunities to improve Council's litter management and prevention services, and target 'hotspot' areas.

Rethink. Reduce. Reuse.

## What can you do?

69



### Community

- Say 'no thanks' to excess packaging
- Keep our local community clean by using Council's bulky goods service to dispose larger household waste items
- Volunteer to clean up litter
- Help spread the message that littering and illegal dumping is not OK on the Northern Beaches



### Business

- Phase out single use packaging and other disposable items in products your business makes or sells
- Manage waste your business creates to avoid litter or waste escaping into the environment
- Support volunteer clean up events
- Champion government, business and community initiatives which help prevent litter and reduce impact of litter in our local environment



70



#### Direction 4: Green and clean environment

##### Outcome 2:

Council minimises the environmental and climate change impacts from managing waste

##### Did you know?

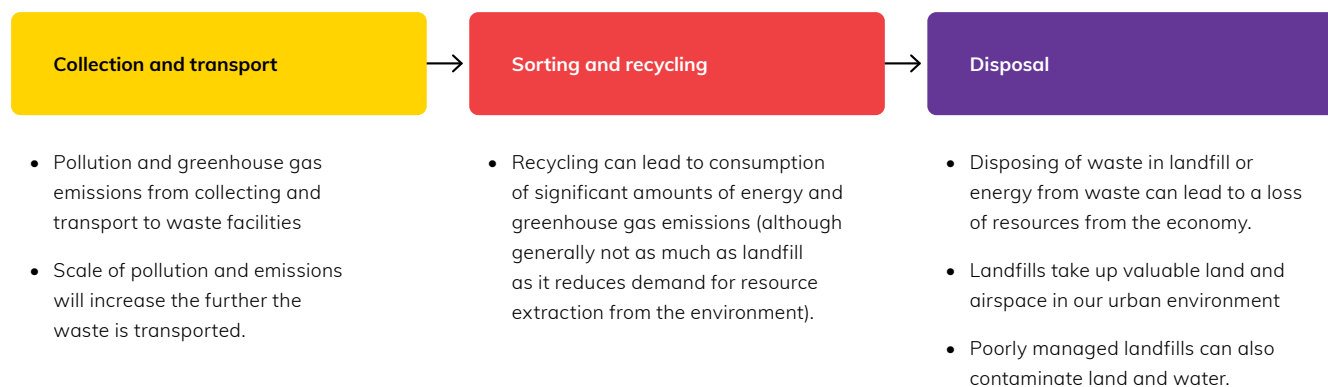
Waste management (collecting, transporting, storing, processing and recycling waste) contributes about **3% of Australia's greenhouse gas emissions**<sup>xv</sup>

##### Why is this important?

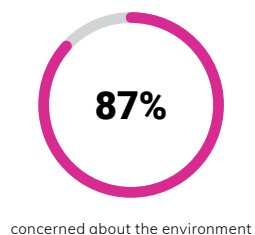
Waste collection and management is an essential service which provides numerous benefits for the community. However, creating and managing waste can result in negative environmental and climate change outcomes across all stages of the waste supply chain, from collection, transport, sorting, recycling to disposal.

As Council is responsible for collecting Northern Beaches household waste and collecting litter, appropriate controls need to be in place to eliminate and control these potential outcomes, as we seek to address climate change and environmental pollution. Sydney's available landfill space is also currently forecast to run out in the next 15 to 25 years. Collective action is needed to prepare for this challenge and expediting the transition to a circular economy to help minimise the need to dispose of waste in landfill or elsewhere.

**Figure 14**  
Potential environmental impacts of waste management



**Figure 15**  
Northern Beaches residents views on the environment <sup>xvi</sup>



Climate change and water pollution are two of the three most important environmental issues for the Northern Beaches community

#### Our opportunities

Under our Northern Beaches Environment and Climate Change Strategy 2040, Council aspires to achieve net zero emissions in its operations by 2030, and to actively work to keep single use plastics and other litter out of our waterways, catchments and coast.

#### What have we already done?

Council has already adopted many measures to help reduce environmental and greenhouse gas impacts from managing Northern Beaches waste, including:

- new garbage trucks for household waste collections in 2019 with emission-controlled engines to reduce pollution and covers for the loading hopper when not in use to stop plastic, paper or other material escaping and reduce odour
- processing household vegetation waste locally at Kimbriki to minimise transport and greenhouse gas emissions
- piloting supply of home compostable dog waste bags in Northern Beaches dog parks
- recycling over 80% of waste collected in Council's street sweeping services.

### What is next?

Council will strategically implement initiatives to help meet these targets in managing our community's waste. Transitioning to a circular economy will also reduce greenhouse gas emissions and pollution by avoiding waste and associated management.

Image: New  
garbage trucks



Rethink. Reduce. Reuse.

### Targets

- Reduce\* greenhouse gas emissions from household organic waste collected by Council by **20% by 2030**.
- Reduce\* greenhouse gas emissions from Council waste collection vehicles and street sweeping vehicles by **50% by 2030**.

### Key priorities

Council will plan and resource our waste and litter services, and transition to the circular economy, to minimise greenhouse gas emissions and environmental impact.

### Council's priorities

**Identifying and implementing** options to minimise greenhouse gas emissions and pollution in each stage of the waste supply chain, including:

- collecting and transporting waste: by transitioning to zero greenhouse gas emissions collection vehicles as it becomes logistically and economically feasible to do so.

- processing waste: by focusing on recycling waste with high potential to reduce greenhouse gas emissions and pollution footprint, including organics and electronic waste

- reusing organics: investigating options to reuse recovered organics and compost to regenerate local environments, habitat and biota

- disposing waste: focusing on reducing landfill gas and greenhouse gas emissions from waste disposal.

**Assessing** the potential greenhouse gas emissions impact of any new waste collection or recycling service that Council offers to the community, prior to implementation.

---

\* Compared to  
2021/22 baseline

**Promoting** local circular economy initiatives (including reuse, repair and recycling) to promote regional self-sufficiency, by prioritising local drop off points and processing of waste, where economically and logistically feasible, to reduce waste generation, transport and disposal in landfill.

**Ensuring** safe disposal of products and materials which are at their end of life, by:

- working collaboratively with other local councils, the NSW government and Kimbriki to seek to increase available capacity of facilities to dispose of waste
- only recovering energy from waste, where it is consistent with the NSW EPA's environmental, circular economy and social licence controls and guidelines
- monitoring landfills receiving Council waste to ensure greenhouse gas emissions are effectively controlled.

Rethink. Reduce. Reuse.

## What can you do?

75



### Community

- Minimise the amount of waste you generate, to avoid environmental impact of collecting, transporting, storing, processing or landfilling that waste
- Ensure your bin lids are closed when placing waste out for collection, to avoid waste escaping
- Do not add any electronic waste or household chemicals to your kerbside bulky goods wastes for collection, to avoid pollution



### Business

- Minimise the amount of waste your business generates, to lower its environmental impact in handling the waste
- Secure your business' waste when placed out for collection

76



## Direction 5: Council leading the way

### Outcome 1:

Council demonstrates leadership by reducing, reusing, repairing and recycling more in its operations and advocacy

#### Why is this important?

Council recognises that for our community to achieve the objectives of this strategy, Council needs to lead by example in our own operations and advocacy.

Council has a significant footprint in the Northern Beaches, with facilities, works and events spread across the local area. Through these operations, Council generates a range of different waste types.

Waste generated by Council

- commercial waste (e.g. waste generated in our offices)
- construction waste (e.g. waste generated in building, maintaining or demolishing infrastructure)
- other types of waste, such as nappies in our childcare centres and food and drink packaging in public events.

There is significant scope to reduce the amount of waste generated in these operations and to reuse or recycle waste which may arise through Council works and activities.

There are also many diverse and complex challenges in waste management and the transition to the circular economy. A number of these challenges need to be addressed with a collaborative approach across different levels of government and businesses to succeed.



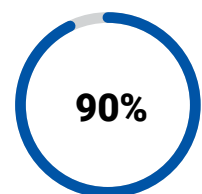
Image: Council Reuse  
and Recycling event



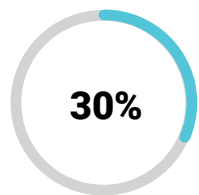
Rethink. Reduce. Reuse.

**Figure 16**

Northern Beaches residents views on the role of Council in waste <sup>xvii</sup>



believe Council should  
work with local businesses  
to help improve their  
environmental performance



believe Council can do more  
to demonstrate leadership  
by being sustainable in  
Council's own practices

#### Our opportunities

Council has a key role in driving the transition to a Northern Beaches circular economy, through reducing the waste Council generates, procuring sustainably, and advocating to other levels of government for the changes needed.

Council can drive change through trialling different reuse, recycling and waste reduction initiatives to see what does and does not work. Council can share learnings with the community to help the community to do the same.

Council has commitments in our Procurement and Contracts Policy to prioritise purchasing products and materials to support the circular economy, including those that are or can

be, in order of preference, reused, repaired or recycled. Council could further embed these principles across Council's operations, to ensure circular economy principles are front of mind in purchasing decisions.

We can also seek to use our influence where it is most significant, to help achieve the Outcomes of this strategy. As Northern Beaches Council is one of the largest Councils in New South Wales, with a natural environment which is highly valued and enjoyed by many residents in Sydney, Council can seek to utilise its position to collaborate with businesses and other levels of government and drive the changes needed.

An example of Council leading by example is how we manage events run on Council property and public open space.

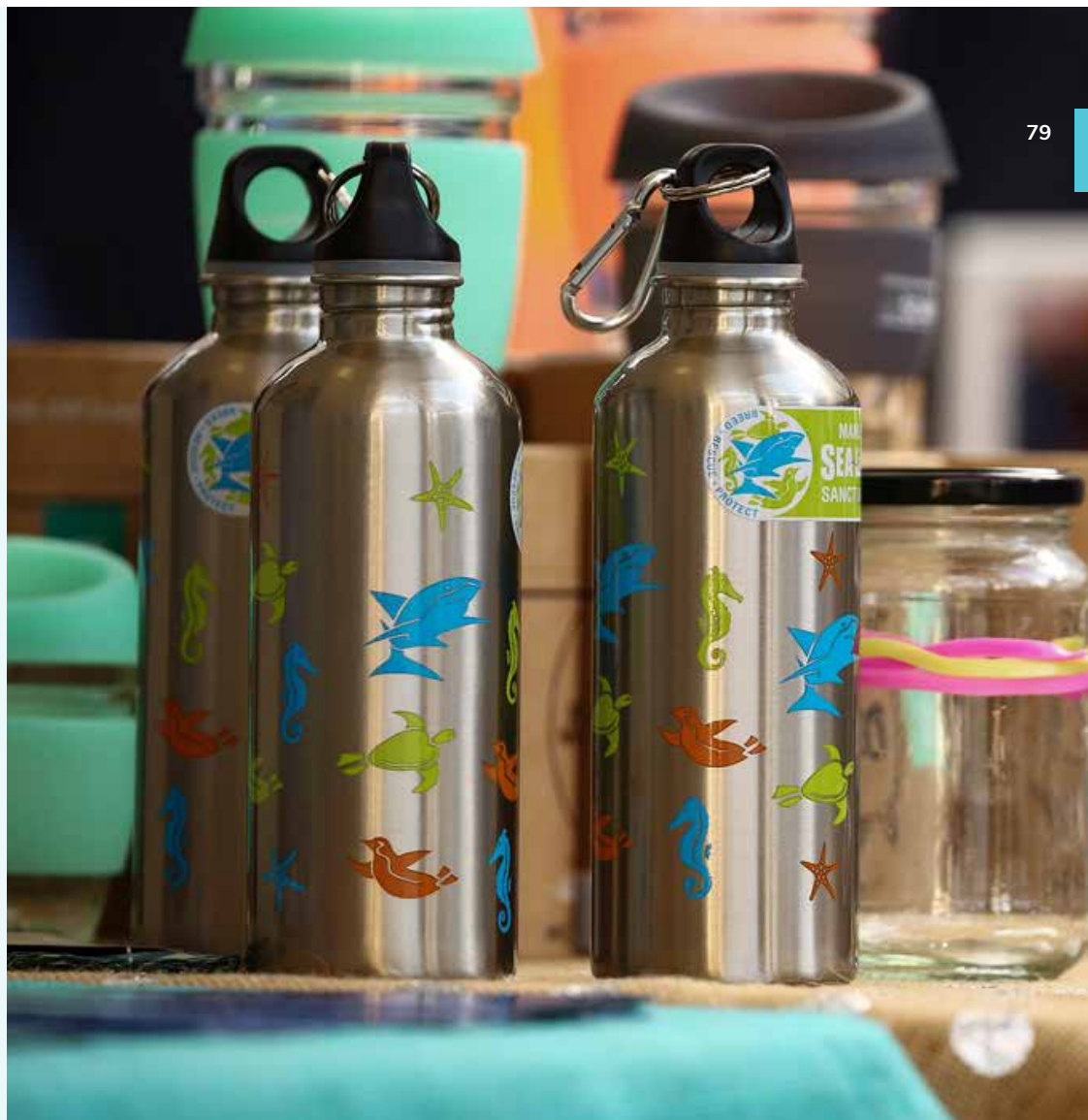
#### Waste minimisation policy for functions and events

Council released its Waste Minimisation for Functions and Events policy in 2017. Since that time, all public events and functions on Council property and public open space are required to follow strict principles to manage waste.

Policy highlights:

- minimising the amount of waste generated
- prohibiting the sale and/or distribution of single use plastic products or bottled water
- maximising recycling
- promoting sustainable procurement practices
- minimising the environmental impact of any products used at events.

Council assesses over 150 events each year under this policy, which helps to minimise our waste footprint, pollution and the environmental impact of events on Council property.



Rethink. Reduce. Reuse.

### Targets

Reduce\* waste generated in Council's operations by:

- 10% by 2030
- 20% by 2040

### Key priorities

Council will seek to lead and advocate for our community and local businesses to make the changes needed to minimise our waste footprint.

### Council's priorities

**Trialling** on-site initiatives to reduce, reuse and recycle waste generated in Council operations (including composting), and sharing outcomes with the community.

**Reducing** waste generated in Council's day to day operations, including in cleaning buildings, office activities and unnecessary brochures.

### Buying better. Doing this by:

- prioritising products which are or can be reused, repaired, or recycled
- establishing a panel of suppliers of sustainable products and materials (including products which are or can be reused, repaired, or recycled), able to be used by Council when making new purchases
- buying more materials with recycled content generated from household waste (such as compost) where feasible
- avoiding single use plastics wherever possible.

**Monitoring** the volume and types of waste generated across all of Council's operations on a regular basis, to ensure Council can make evidence based decisions on waste reduction, reuse and recycling initiatives.

\*By weight: Compared to 2024/25 baseline  
(the year the baseline council waste audit will take place  
- see Action table in Section 4. Implementing the Strategy)



**Promoting** best practice waste management at Council events and facilities, including measures to reduce the waste and litter generated, and increase recycling and reuse.

**Preparing** for Council's next waste collection and processing contracts commencing in 2029, so that Council can demonstrate to the community a service that facilitates the transition to a circular economy, lower greenhouse gas emissions and pollution, whilst ensuring a customer focussed service into the future.

**Advocating** to the NSW and Commonwealth Government to help achieve the objectives in this strategy, including eliminating waste, an easy to use waste service, tackling priority wastes and a green and clean environment.



**Image:** Bulk sauce and  
condiment dispensers  
at Drop Festival, Manly

82



## Direction 5: Council leading the way

### Outcome 2:

Council facilitates best practice waste reduction and waste management in its local planning framework and in Council's built infrastructure

#### Did you know?

Construction and demolition waste makes up over **50% of waste generated in New South Wales**<sup>xviii</sup>

#### Why is this important?

The way buildings, infrastructure and precincts are designed, constructed and demolished has a substantial impact on the amount of waste generated in the Northern Beaches,

Construction and demolition activities produce over 10 million tonnes of waste every year in New South Wales<sup>xix</sup>.

This waste is made up of materials including bricks, concrete, metals, timber, gyprock, plastic and asbestos.

The building sector also contributes 39% of global greenhouse gas emissions; 28% from building operations and 11% from the embodied carbon in building materials<sup>xx</sup>.

A significant proportion of construction waste is recycled. However, the process is often resource and energy intensive. Buildings are generally demolished, with different materials then mixed together in skip bins and transported extensive distances for processing, often into lower grade materials if not effectively separated at source. This leads to further greenhouse gas emissions and millions of tonnes of construction waste still ending up in landfill each year.

Like with consumer products, to make a substantial impact on the amount of construction waste generated requires a rethink of how buildings, precincts and infrastructure are designed, by designing out waste in the first place and incorporating sustainable materials.

The NSW Government has recognised this with the *Circular Design Guidelines For The Built Environment* released in February 2023.

Principles include:

- designing for longevity
- designing to enable disassembly
- re-using existing assets or materials
- maximising materials circularity
- selecting products with recycled content.

**Image:** Recently completed Long Reef SLSC

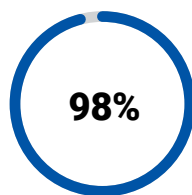


Rethink. Reduce. Reuse.



Figure 17

Northern Beaches residents support for a sustainable built environment <sup>xxi</sup>



support Council using  
more recycled materials  
in infrastructure



in 2021, development and planning became  
the most important environmental issue  
among Northern Beaches residents

#### Our opportunities

Council has recognised the importance of sustainable resource use and transitioning to a circular economy in the built environment in its Local Strategic Planning Statement.

Taking a circular economy approach can provide significant opportunities for more sustainable resource use, greenhouse gas emissions reduction and new economic and social opportunities. Where circular design promotes refurbishment or modular design, rather than demolition, this can also lead to avoided construction and demolition costs. It can create more local jobs, with a more labour-centred economic model than a material centred approach.

#### What role does Council play?

Council can play a significant role in leading more sustainable design of the built environment in the Northern Beaches, through:

- public infrastructure: maintaining and constructing public infrastructure, including roads, footpaths, cycleways, community centres, stormwater works and wharves.
- local planning controls: regulatory controls to regulate building design and materials in development, within the limitations of the NSW Government planning framework.

Council has already set an example to local businesses and the community by prioritising the purchase of recycled materials in local infrastructure projects.

### Recycling in our roads

Between 2019 and 2021, Northern Beaches Council trialled the use of Reconophalt™ in three road projects and one footpath project. Reconophalt™ is an asphalt product that repurposes post-consumer soft plastics, glass and toner into higher value products to construct roads.

Using recycled materials such as these in road resurfacing projects can lead to numerous benefits:

- utilises waste-derived materials as resources, thus reducing landfill
- reduces requirements for virgin bitumen
- stronger asphalt which can extend asset life
- reduces CO2-e emissions

Success of these trials led to Council approving ongoing use of Reconophalt™ in future roadwork projects.



### Targets

- Double\* the number of Council infrastructure projects using recycled material **by 2030**.
- increase the resource recovery rate of construction waste generated in Council's operations to **90% by 2040.\*\***
- improve local planning controls and guidelines **by 2026**, to enable public and private buildings and infrastructure to be designed for longevity, reducing the need for raw materials and enabling future disassembly, reuse and recycling.

### Key priorities

Council will lead our community towards more sustainable resource use in the built environment.

### Council's priorities

**Identifying** opportunities in local planning controls and supporting documents to incorporate circular design principles, including improving design of buildings and precincts to be designed to:

- last for as long as possible
- for adaptability and flexibility to reduce duplication of assets and to be able to change use over time
- promote reuse, repair and recycling of materials
- enable efficient storage and collection of waste (including separate organics waste).

**Encouraging** developers and businesses to incorporate circular design principles into new local buildings and precincts.

**Facilitating** local reuse, repair and recycling activities by making land available and facilities permissible through land use zones.

**Buying better** by procuring building materials for Council infrastructure that:

- are designed to last for as long as possible
- are or can be, in order of preference, reused, repaired or recycled.

**Enhancing maintenance, renovation and refurbishing** of Council buildings and other Council infrastructure to further extend their asset life and enable adaptive reuse.

\*Compared to 2021/22 baseline

\*\* Target to be reviewed for feasibility after audit of council waste by 2025



**Improving** waste separation when maintaining, constructing and demolishing Council infrastructure, to maximise reuse and recycling opportunities.

**Identify opportunities** for private and Council projects to reuse and recycle more waste generated in construction and demolition projects, including through conditions of consent and better project management.

**Advocating** on behalf of our residents and businesses to deliver urban planning laws and incentives that lead to more circular design of buildings and precincts.

**Image:** Council Reuse and Recycling event



Rethink. Reduce. Reuse.







89



Rethink. Reduce. Reuse.

## Putting this strategy into action

Council will continue to work with our community and businesses on the strategic direction and initiatives in this strategy in a genuine, meaningful and ongoing manner to understand how they are working in practice and ensure they are adapted to meet community needs.

A variety of tools will be needed to implement the key priorities in this strategy, including:

- innovation and research
- strategic land use planning and development controls
- on-ground works
- compliance
- collaboration
- education and engagement for behaviour change.

Many of the priorities fall beyond the direct control of local government, and we will play a strong collaboration and advocacy role to partner with the relevant stakeholders to deliver the outcomes together.

Implementation will be largely supported through existing funding, in line with Council's Long Term Financial Plan. Council will also seek opportunities to leverage additional internal and external sources of funds, as well as collaboration and partnership projects.

Council will monitor performance against the targets and will assess progress annually. Our annual report will include key data and updates. Progress will also be reported every 4 years in the state of the region report, a report on the implementation and effectiveness of the Community Strategic Plan.

The strategy will be reviewed every 5 years to ensure it continues to reflect the community's vision. This will allow us to adapt the targets, priorities and actions in light of fast paced changes in the market, knowledge, technology and science as well as federal and state waste policies.

To drive change, Council will implement the following key actions during the first five years of the strategy, and will review the actions as part of the 5 yearly review of the strategy.



**Key actions: first 5 years**

The table below sets out a summary of the key actions for the first 5 years of this strategy.

The table includes the Financial Year when the initiative will commence, indicative costs and alignment with the strategy's guiding principles. For the indicative costs:

- \$: Low (\$0 - \$15k per year)
- \$\$: Medium (\$15k - \$500k per year)
- \$\$\$: High (\$500k - \$2 million per year)
- \$\$\$\$: Significant (\$2 million+ per year)



**Image:** Toy repair workshop

Rethink. Reduce. Reuse.

92



#### Direction 1

Eliminating waste

Action	Year Commencing	Costs	Guiding Principles
1.1 Pilot and implement local circular economy hub model for household items	2023/24	\$\$-\$\$\$	Sharing responsibility Innovating
1.2 Investigate opportunities for local business and manufacturers to share used materials for reuse or recycling	2023/24	\$	Influencing
1.3 Educate and incentivise the community to reduce the amount of household waste they create	2023/24	\$\$	Empowering the community
1.4 Advocate for stronger producer responsibility legislation and incentives to design out waste in products and promote more circular product design	2024/25	\$	Influencing
1.5 Explore models for a 'Circular Economy Start Up Fund' for innovative circular business models	2024/25	\$\$	Empowering the community
1.6 Collaborate with local businesses and leading research institutions on innovative solutions to reduce waste and promote more circular product design for products commonly used in the Northern Beaches*	2025/26	\$	Influencing Innovating
1.7 Investigate best practice education and user pays incentive schemes to reduce household waste	2025/26	\$\$	Innovating

\*Subject to available  
funding - in competitive  
budget bidding process

Northern Beaches Draft Waste and Circular Economy Strategy 2040



93

## Direction 2

Easy to use waste service

Action	Year Commencing	Costs	Guiding Principles
2.1 Consider options for more accessible collection for the community: <ul style="list-style-type: none"> <li>household chemicals, electronic waste and textiles</li> <li>offshore communities in Pittwater</li> <li>more flexible bulky goods service</li> </ul>	2023/24	\$\$\$	Sharing responsibility Innovating
2.2 Deliver education resources to improve use of bin system and resident sorting to maximise recycling	2023/24	\$\$	Influencing
2.3 Provide separate collections of targeted recyclable bulky goods to divert more waste from landfill	2023/24	\$\$ -\$\$\$	Empowering the community
2.4 Develop and implement an emergency waste management plan	2024/25	\$	Influencing
2.5 Pilot new technology and systems to improve recycling outcomes and increase efficiency and community understanding of the waste service	2024/25	\$\$	Empowering the community
2.6 Benchmark the domestic waste service, and audit domestic waste collected by Council, to understand resident practices and inform strategic decisions, community education and resourcing	2025/26	\$\$	Influencing Innovating
2.7 Plan for Council's next long term waste service contracts, including review of: <ul style="list-style-type: none"> <li>data on service and service performance to ensure service meets customer needs and expectations.</li> <li>ongoing suitability of bin system</li> <li>available processing/disposal infrastructure</li> <li>options to ensure the service facilitates transition to a circular economy and reduces greenhouse gas emissions and pollution.</li> <li>potential alternate collection models (including centralised drop offs) to meet community needs.</li> <li>impacts of megatrends on the service</li> </ul>	2025/26	\$\$	Innovating

\*Subject to available funding - in competitive budget bidding process

Rethink. Reduce. Reuse.

94



### Direction 3

Tackling priority wastes

Action	Year Commencing	Costs	Guiding Principles
3.1 Advocate for phase out of single use or unrecyclable plastics	2023/24	\$	Sharing responsibility Innovating
3.2 Implement phased approach to food waste collection (see Direction 3)	2024/25	\$\$\$\$	Building resilience Innovating
3.3 Support initiatives to reduce food waste being generated in the home, donate excess food and manage organic waste in home composting	2024/25	\$	Sharing responsibility Empowering the community
3.4 Identify opportunities to support local businesses to use alternatives to single use plastics, including reusable containers*	2024/25	\$\$	Influencing Empowering the community
3.5 Trial plastics recycling programs where there are markets for the recycled products and support from the retailers or manufacturers of the products being collected to ensure producer responsibility	2025/26	\$\$	Innovating

\*Subject to available  
funding - in competitive  
budget bidding process

Northern Beaches Draft Waste and Circular Economy Strategy 2040



95

#### Direction 4

Green and clean environment

Action	Year Commencing	Costs	Guiding Principles
4.1 Consider environmental impact (including greenhouse gas emissions) of new waste service that Council offers to the community prior to implementation	2023/24	\$	Building resilience Innovating
4.2 Develop and implement long term roadmaps to help prevent litter and illegal dumping	2024/25	\$	Sharing responsibility
4.3 Work with businesses to phase out single use packaging in targeted CBDs and areas near beaches/waterways*	2024/25	\$	Influencing
4.4 Increase engagement with community volunteers in local litter campaigns	2024/25	\$	Sharing responsibility Empowering the community
4.5 Improve litterbin network to increase recycling of containers*	2025/26	\$	Innovating
4.6 Pilot smart and emerging technologies to help deter litter and illegal dumping activities, and target point source litter (eg sporting fields, fishing areas)*	2025/26	\$	Innovating
4.7 Audit public place litter to identify opportunities to improve Council's litter services*	2026/27	\$	Building resilience

\*Subject to available funding - in competitive budget bidding process

Rethink. Reduce. Reuse.



#### Direction 5

Council Leading the Way

Action	Year Commencing	Costs	Guiding Principles
5.1 Promote best practice waste management at Council events and facilities	2023/24	\$	Influencing Sharing responsibility
5.2 Audit, improve and measure volume and types of waste generated across all of Council's operations and how waste is separated for recycling*	2024/25	\$\$	Building resilience
5.3 Council is a leading voice for best practice waste prevention and sustainable recycling	2024/25	\$	Influencing
5.4 Improve waste management and circular economy principles, in Council's LEP, relevant DCP's, Waste Management Plan and supporting framework (having regard to NSW Government's Circular Design Guidelines for the Built Environment)	2024/25	\$\$	Influencing Sharing responsibility
5.5 Maximise uptake of infrastructure projects using recycled materials	2024/25	\$\$	Influencing
5.6 Establish a panel of suppliers of sustainable products and materials – to reduce and recycle more waste*	2024/25	\$\$	Making it easy Influencing
5.7 Identify and trial composting and other recycling solutions for Council-generated waste*	2025/26	\$\$	Innovating Influencing

\*Subject to available  
funding - in competitive  
budget bidding process

Northern Beaches Draft Waste and Circular Economy Strategy 2040

## Endnotes

97

<sup>i</sup> Community Survey Results  
Micromex Research March 2022

<sup>ii</sup> Waste & the Circular Economy: A  
random survey of 600 residents for  
Northern Beaches Council, February  
2023, Taverner Research Group

<sup>iii</sup> PWC, Building a more circular Australia  
– The opportunity of transitioning to  
a circular economy, March 2021

<sup>iv</sup> Waste & the Circular Economy: A  
random survey of 600 residents for  
Northern Beaches Council, February  
2023, Taverner Research Group

<sup>v</sup> Community Survey Results Micromex  
Research March 2022 and Waste & the  
Circular Economy: A random survey of 600  
residents for Northern Beaches Council,  
February 2023, Taverner Research Group

<sup>vi</sup> See [https://www.csiro.au/en/news/  
all/news/2022/july/seven-megatrends-  
that-will-shape-the-next-20-years](https://www.csiro.au/en/news/all/news/2022/july/seven-megatrends-that-will-shape-the-next-20-years)

<sup>vii</sup> Waste & the Circular Economy: A  
random survey of 600 residents for  
Northern Beaches Council, February  
2023, Taverner Research Group

<sup>viii</sup> US EPA, see [https://www.epa.  
gov/gmi/importance-methane](https://www.epa.gov/gmi/importance-methane)

<sup>ix</sup> Waste & the Circular Economy: A  
random survey of 600 residents for  
Northern Beaches Council, February  
2023, Taverner Research Group

<sup>x</sup> Australian Packaging Covenant  
Organisation, APCO Collective Impact  
Report, Version 1 – November 2021

<sup>xi</sup> Instinct and Reason, Northern Beaches  
Environmental Perceptions Report 2021

<sup>xii</sup> EC Sustainable, Public Place Bin  
Audit 2022, Report: October 2022

<sup>xiii</sup> EC Sustainable, Public Place Bin  
Audit 2022, Report: October 2022

<sup>xiv</sup> Waste & the Circular Economy: A  
random survey of 600 residents for  
Northern Beaches Council, February  
2023, Taverner Research Group

<sup>xv</sup> [https://www.csiro.au/en/research/  
environmental-impacts/climate-change/  
climate-change-ga/sources-of-ghg-gases](https://www.csiro.au/en/research/environmental-impacts/climate-change/climate-change-ga/sources-of-ghg-gases)

<sup>xvi</sup> Instinct and Reason, Northern Beaches  
Environmental Perceptions Report 2021

<sup>xvii</sup> Instinct and Reason, Northern Beaches  
Environmental Perceptions Report 2021

<sup>xviii</sup> See [https://www.epa.nsw.gov.  
au/your-environment/waste/waste-  
overview/waste-performance-data](https://www.epa.nsw.gov.au/your-environment/waste/waste-overview/waste-performance-data)

<sup>xix</sup> See [https://www.epa.nsw.gov.  
au/your-environment/waste/waste-  
overview/waste-performance-data](https://www.epa.nsw.gov.au/your-environment/waste/waste-overview/waste-performance-data)

<sup>xx</sup> Clean Energy Finance Corporation,  
Australian Buildings and Infrastructure;  
Opportunities for cutting embodied carbon

<sup>xxi</sup> Waste & the Circular Economy: A  
random survey of 600 residents for  
Northern Beaches Council, February  
2023, Taverner Research Group and  
Instinct and Reason, Northern Beaches  
Environmental Perceptions Report 2021





---

## Community and Stakeholder Engagement Report

### Waste and Circular Economy Strategy

Consultation period: November 2022 - July 2023

---

#### Contents

1.	Summary.....	2
1.1.	Key outcomes .....	2
1.2.	How we engaged .....	3
1.3.	Who responded.....	3
1.3.1.	Telephone Survey .....	3
1.3.2.	Community Workshops .....	4
2.	Background.....	5
3.	Engagement objectives .....	5
4.	Engagement approach .....	5
4.1.	Reaching diverse audiences .....	6
5.	Findings .....	7
6.	Attachments .....	9

## 1. Summary

This report outlines the outcomes of the stages of community and stakeholder engagement conducted as part of the Waste and Circular Economy Strategy project.

Recognising the importance of developing a community focused waste and circular economy vision and strategy, Council has engaged closely with the community and other stakeholders on their thoughts about waste, Council's domestic waste service and the circular economy.

A random telephone survey was conducted in late November - early December 2022 to gain an initial understanding of community views on priorities for local waste management and the transition to a circular economy. Some more focused community workshops were completed in March 2023 to gain a deeper understanding of the telephone survey findings.

The key outcomes of the random telephone survey highlighted that overall residents are happy with the current waste and recycling service (75%). While there is a percentage of the community that are already engaged in circular economy practices, they are overwhelmingly (86%) supportive of Council rates revenue being invested in trial programs and innovations to help recycle more and using recycling materials in local infrastructure projects (98%).

The key outcomes of the community workshops confirmed we have engaged residents that are passionate about the Northern Beaches and the natural beauty of the area. To ensure that we continue to work with the community we need to ensure ease of access and community connection in the initiatives we implement. Any initiatives that are implemented need to be convenient, accessible and supported by education to maximise success. The community also expects Council to take a leadership position on waste avoidance.


The Strategy was presented to the multiple Business Chambers to outline the key business opportunities and impacts of the strategy.

The draft Strategy was workshopped with the Environment Strategic Reference Group (ESRG) in multiple meetings. Council staff worked through each of the directions in the draft strategy to inform key messages, initiatives, and targets. As a result of the workshops a 5<sup>th</sup> direction of "Council Leading the Way" was added.

A workshop was undertaken with the Youth Action Group (YAG) to work through what is important to youth and how they want to be involved in waste management and the circular economy. The key message was that youth want to be involved and engaged in opportunities and understand the effect of consumerism on the creation of waste.




The consultation findings have helped to shape the draft strategy that will be on public exhibition from 27 October to 10 December 2023.

### 1.1. Key outcomes

 Feedback themes	<p>The community is willing to change their behaviour to reduce their waste footprint, provided it is convenient to do so.</p> <p>Council should increase circular economy opportunities in the Northern Beaches.</p> <p>Council needs to work with business and government on the reduction in single use materials.</p>	<p>The community wants Council to provide guidance and education in minimising and dealing with waste.</p> <p>Council needs to provide convenient and accessible solutions for dealing with problem wastes.</p> <p>Many in the community do not trust that items are being recycled.</p> <p>The community supports increased investment in the use of recycled</p>
--	---	--

		materials in Council infrastructure projects.
--	--	---

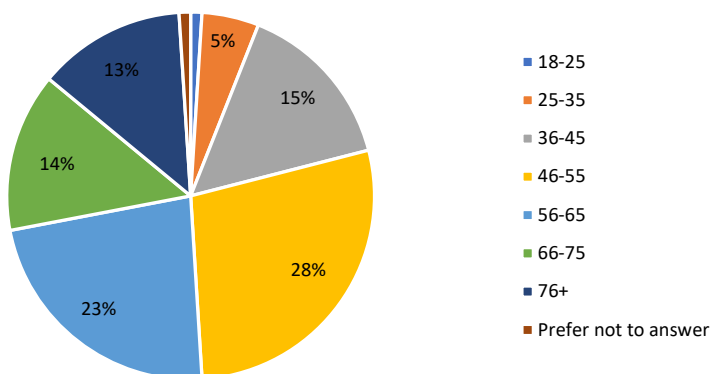
## 1.2. How we engaged

 Telephone Survey	Random telephone survey: 1	Respondents: 600
 Face-to-face sessions	Community workshops/focus groups: 4	Attendees: 27
 Key stakeholder engagement	Key Stakeholder Meetings: <ul style="list-style-type: none"> <li>Multiple Northern Beaches Business Chambers</li> <li>Environment Strategic Reference Group</li> <li>Youth Advisory Group</li> </ul>	

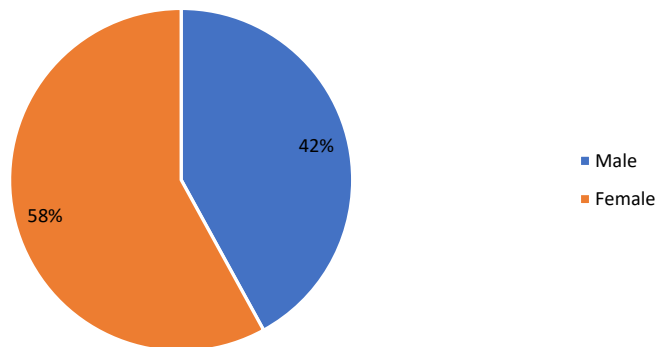
## 1.3. Who responded.

### 1.3.1. Telephone Survey

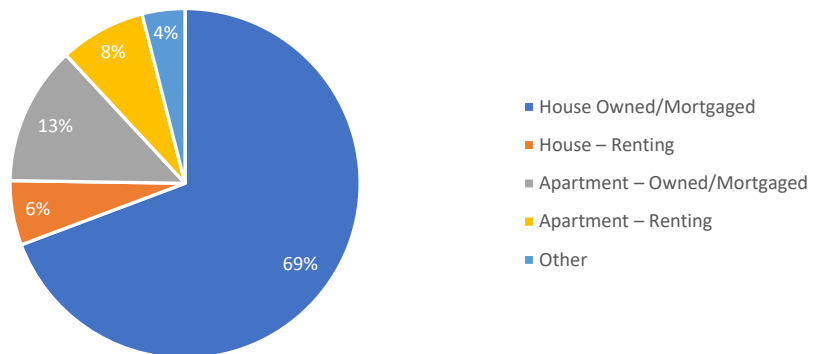
Age Range %



Gender %

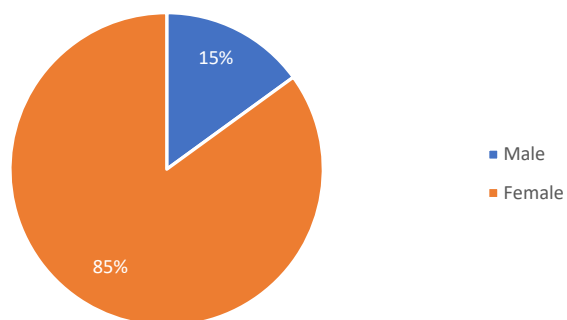


Residence Type %

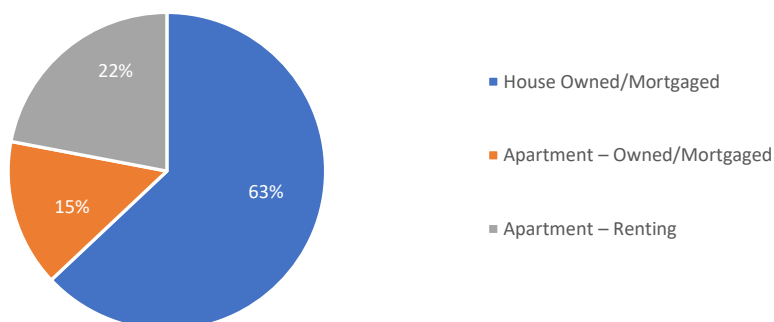


### 1.3.2. Community Workshops

Gender %



Residence Type %



## 2. Background

Waste management is an essential service provided by Council, critical to the health of the community and protecting the local environment. The transition to a circular economy, where we keep materials in use for longer through reuse, repair, and recycling, also presents potential economic, social, and environmental opportunities for the local community and businesses.

Council has committed to the development and implementation of a long-term waste and circular economy strategy, co-designed with the community. This strategy is a key action in the Delivery Program 2023-2027.

To ensure that Council develops a long term waste and circular economy strategy that is informed by community needs and priorities, Council has engaged with a cross section of our local community and businesses prior to release of the draft Waste and Circular Economy Strategy 2040. This includes local residents, targeted reference groups and business groups. Further consultation will occur during public exhibition of the draft strategy between October and December this year.

## 3. Engagement objectives

Community and stakeholder engagement aimed to:

- provide accessible information so community and stakeholders can participate in a meaningful way.
- identify community and stakeholder concerns, barriers, and values.
- build community and stakeholder awareness of participation activities.
- communicate to community and stakeholders how their input was incorporated into the planning and decision-making process.
- understand key triggers and barriers to behaviour change initiatives.

## 4. Engagement approach

Community and stakeholder engagement for the Waste and Circular Economy Strategy was conducted between November 2022 and July 2023 in three stages.

- Stage 1 – Telephone survey
- Stage 2 – Community workshops and focus groups

- Stage 3 – Key stakeholder engagement

The engagement was planned, implemented and reported in accordance with Council's [Community Engagement Strategy](#) (2022).

The first stage of engagement consisted of a random telephone survey of 600 over 18-year-old Northern Beaches residents, conducted by an independent and experienced market research organisation Taverner Research.

Taverner Research recruited participants via their internal database of which 11,448 phone numbers (3960 fixed lines and 7488 mobiles) were selected at random from a verified sample of the Northern Beaches local government area. Questions were asked across multiple categories:

- Satisfaction with Current Service
- Avoid, Reuse and Repair
- Recycling
- Food Waste
- Bulky Goods
- Sustainable Procurement
- Preventing Litter in Public Places

Taverner Research also analysed the survey data and prepared the findings report. Full report is attached to this report.

The second stage of engagement consisted of focused community workshops in March 2023 to gain a deeper understanding of the telephone survey findings. The workshops were run by Honeycomb Strategy research and insights agency.

Participants were recruited for the first 3 workshops from participants of the telephone survey who had expressed interest in being involved. The fourth workshop was recruited by Honeycomb from selection of Northern Beaches residents to ensure that Council gained a cross reference of the community and included participants that were already engaged with the subject matter. The key objectives of the workshops were to:

- **Understand engagement and appeal** - What is the appeal for specific initiatives and how likely are community members to engage with them? What level of engagement, including willingness to pay, do they have?
- **Identify barriers to engagement** - What aspects hold community members back from participating and how they can be reduced?
- **Identify behaviour change initiatives** - What initiatives can best help to influence a positive change in behaviour?

In addition to the community engagement, Council has also engaged with other key internal and external stakeholders including.

- Multiple Northern Beaches Business Chambers
- Environment Strategic Reference Group
- Key Internal Stakeholders; Communications, Environment and Climate Change, Development Assessment, Pace & Economic Development
- Youth Advisory Group

#### 4.1. Reaching diverse audiences

The telephone survey was conducted as a random survey, for which 11,448 phone numbers (3960 fixed lines and 7488 mobiles) were selected at random from a verified sample of the



Northern Beaches local government area. From these, 600 residents were randomly selected based on representative criteria. Residents surveyed showed diverse characteristics including suburb of residence, age range, gender, and type of residence.

Respondents were spread evenly across the LGA, with 37 different postcodes represented in the telephone survey. Offshore communities were not included in the survey as these communities had previously engaged in a survey specific to their waste service.

Recruitment for the community workshops was also based on the participation of residents representing diverse ages, gender, property type (apartment/house) and housing status (ownership/rental).

The participants in the initial three community workshops were recruited from telephone survey respondents who had expressed interest in being involved. To ensure we also heard from participants not already engaged in the subject matter, a fourth workshop was held with participants recruited by Honeycomb using a random selection of Northern Beaches residents.

Workshops were held in Brookvale, Forestville, and Mona Vale, with locations chosen based on suitable parking and accessibility.

A workshop was held with the Youth Advisory Group to gain an understanding of what younger Northern Beaches residents think about waste and the circular economy and to understand what is important in this space to younger Northern Beaches residents.

## 5. Findings

Outcomes from both the telephone survey and community workshops have shown that Northern Beaches residents are highly engaged in environmental and waste related issues.

### Telephone Survey

The key findings of the survey included:

- 75% of residents were satisfied with their current residential waste and recycling service, against just 10% dissatisfied.
- there is considerable scepticism that recyclable items are actually recycled, with 58% expressing such concerns.
- 83% of respondents felt Council should support those businesses or enterprises that sell or repair second hand items. 78% felt more could be done at Kimbriki to assist in the repair/re-use process. Nearly all (93%) said they would repair items themselves.
- 76% of residents supported banning single use packaging in public places. 28% wanted Council to offer an option for soft plastics recycling with 21% feeling Council could do more to manage E-waste.
- Three-quarters of residents claimed to use recycling drop-off facilities and/or take items directly to recycling facilities, and over 40% said they used Return and Earn.
- 86% supported Council rates being invested in trial programs and/or innovations to help recycle more types of waste. Only 9% opposed this idea. Almost all (98%) of respondents supported Council using more recycled materials in Council infrastructure (roads, buildings etc.)
- Over one-third of those surveyed (38%) said they currently divert some or all food waste away from red bins. And of those, 55% (i.e., 21% of all respondents) said they do so "all the time". Three-quarters of those separating food waste said they composted, while 26% used worm farms and 14% fed waste to animals. Two-thirds of residents said they would "definitely" separate food waste if required, while only 11% said they definitely would not. Overall concerns about separating food waste were relatively minor.
- 79% of respondents claimed to use the bulky goods waste collection service. There were few substantive thoughts on how the service could be improved.

Over half (53%) of those surveyed said they were “very likely” to change their future habits to reduce residential waste.

### **Community Workshops**

The workshops found that ease of access and community connection is key to implementing real change.

Current household waste practices are the result of both learned and habitual behaviours that have been developed over time. Disrupting these behaviours and making the new behaviour both easy and motivating to do is the key to a successful initiative. Residents are more likely to opt out of a new initiative if additional unnecessary behavioural steps are required for compliance.

A significant majority of Northern Beaches households do not currently separate any of their food waste. The food waste initiative therefore has the most potential to bring lasting and meaningful change to the LGA if new food waste habits can be established.

The behavioural research found that to maximise the chance of an initiative’s success its behavioural requirements need to be kept simple. For example, some residents found that it would be simpler messaging by adding an additional bin exclusively for food waste, rather than using existing bins for both food and vegetation.

Currently, many households end up sending unwanted but usable goods to landfill even if they attempt to redirect it. The only other options that currently exist (sell / giveaway online or take to op shop) each come with barriers that are too high to overcome for many. While the creation of a community repair and reuse hub is received positively, it needs to be convenient and easy to access.

Excessive waste generation is seen as a significant problem by many Northern Beaches residents, who want to see legislative change to reduce waste. This frustration can often spill over and be misdirected towards council because it is more accessible than either state or federal governments. There is a strong desire to see council take a leadership position on waste reduction, potentially collaborating with other LGAs.

While litter is often not viewed as a significant problem for the Northern Beaches, when it is acknowledged, blame is often directed towards others. This is partly because ‘litter’ is associated with single use items, so it is easy to dismiss if the resident does not consume those items. To address public litter, residents need to be made aware of the multiple forms of litter that exist.

### **Youth Advisory Group**

A workshop held with the YAG worked through questions relating to youths’ interaction with waste and the circular economy. This included where they got their information from, why it’s important and what they see as Councils and their role in waste reduction & minimising the impact of waste. The group saw the topic as a part of the larger topic of overall sustainability and acknowledged that there needed to be a move to stop buying “stuff”. Youth want to be involved in the solution. However, they need to be engaged using different information sources e.g., social media.

### **Other Engagement**

Council staff presented to multiple Business Chambers to outline the key business opportunities and impacts of the proposed strategy.

The draft Strategy was workshopped with the Environment Strategic Reference Group (ESRG) in multiple meetings. Council staff worked through each of the directions to review their impact on key messages, initiatives, and targets. As a result, of the workshops a 5<sup>th</sup> direction of Council Leading the Way was added.

## 6. Attachments

- Taverner Resource – Telephone Survey Report
- Honeycomb Strategy – Community Workshop Report

Document administration	
Version	1.0
Date	28 August 2023
Approval	Content provided and approved by Waste and Cleansing Services Team. Responsible Executive Manager: Andrew Ward-Harvey
Status	Approved
Notes	Community and stakeholder views contained in this report do not necessarily reflect the views of the Northern Beaches Council or indicate a commitment to a particular course of action.



RESEARCH REPORT

## Waste & the Circular Economy

A random survey of 600 residents  
for Northern Beaches Council

February 2023

WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY  
2023

## RESEARCH REPORT

# Waste & the Circular Economy

## A random survey of 600 residents for Northern Beaches Council

February 2023

**Prepared by:** Craig Stuchbury and James Parker

Document Reference: 6572

Version: 07



**Taverner Research Group** | T +61 2 9212 2900 | W [www.taverner.com.au](http://www.taverner.com.au)

A Level 2, 88 Foveaux Street, Surry Hills, NSW 2010, Australia |

Taverner Research Group is wholly owned by Tobumo Pty Ltd | ABN 93 003 080 500

### Confidential/Disclaimer

Notice The information contained herein is confidential and has been supplied under a confidentiality agreement. If you are not authorised to view or be in possession of this document you are hereby notified that any dissemination, distribution or duplication of this document is expressly prohibited. If you receive this document in error, please notify Taverner Research Group immediately on +61 2 9212 2900.

### Limitations/Liability

While all care and diligence has been exercised in the preparation of this report, Taverner Research Group does not warrant the accuracy of the information contained within and accepts no liability for any loss or damage that may be suffered as a result of reliance on this information, whether or not there has been any error, omission or negligence on the part of Taverner Research Group or its employees.

WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY  
2023

## CONTENTS

<b>1. EXECUTIVE SUMMARY</b>	<b>6</b>
<b>2. INTRODUCTION</b>	<b>7</b>
2.1. Background and objectives	7
2.2. Methodology	7
2.3. Sample profile	8
2.4. Data analysis	10
<b>3. SURVEY RESULTS</b>	<b>11</b>
3.1. Satisfaction with current service	11
3.2. Avoid, reuse and repair	11
3.3. Recycling	14
3.4. Food waste	18
3.5. Bulky goods	21
3.6. Sustainable procurement	22
3.7. Preventing litter in public places	23
3.8. Final thoughts	23
<b>4. APPENDIX - QUESTIONNAIRE</b>	<b>26</b>
<b>5. APPENDIX – DATA TABLES</b>	<b>37</b>

WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY 2023



## FIGURES

<b>Figure 1</b> Relationship between the margin of error and sample size	10
<b>Figure 2</b> Satisfaction with current Council service	11
<b>Figure 3</b> Reuse or repair items	12
<b>Figure 4</b> What else Council could do	13
<b>Figure 5</b> Buy second-hand online or in person	14
<b>Figure 6</b> Support repair hub at Kimbriki or elsewhere	14
<b>Figure 7</b> Ways residents currently recycle	15
<b>Figure 8</b> Perceived obstacles to recycling	16
<b>Figure 9</b> Recyclable materials Council should provide options for	17
<b>Figure 10</b> Support for Council investing in recycling trials and innovations	18
<b>Figure 11</b> All food waste in red bin	18
<b>Figure 12</b> How often residents separate food waste from red bin	19
<b>Figure 13</b> Alternate food waste disposal methods	19
<b>Figure 14</b> Prepared to separate food waste	20
<b>Figure 15</b> Obstacles to separating food waste	20
<b>Figure 16</b> Use of bulky waste collection	21
<b>Figure 17</b> How could Council help the bulky goods service	21
<b>Figure 18</b> Support for Council using more recycled materials in infrastructure	22
<b>Figure 19</b> Concerns about Council using recycled materials	22
<b>Figure 20</b> Ideas for preventing litter in public places	23
<b>Figure 21</b> Likelihood of reducing waste at home	23



WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY 2023



## TABLES

<b>Table 1</b> Suburb of residence	8
<b>Table 2</b> Ward	8
<b>Table 3</b> Age range	9
<b>Table 4</b> Gender	9
<b>Table 5</b> Language other than English spoken at home	9
<b>Table 6</b> Type of residence	9

## 1. EXECUTIVE SUMMARY

Northern Beaches Council has conducted a random survey of 600 adult residents to understand their attitudes and behaviours around a range of waste, recycling and re-use issues. Results will feed into Council's long-term Waste and Circular Economy Strategy.

The results show strong support for further Council and household action on reducing waste in the Northern Beaches.

### Among the key findings:

1. 74% of residents were satisfied with their current residential waste and recycling service, against just 10% dissatisfied.
2. Nearly all (93%) said they would repair items themselves.
3. 83% of respondents felt Council should support those businesses or enterprises that sell or repair second hand items. And 78% felt more could be done at Kimbriki to assist in the repair/re-use process.
4. Three-quarters of residents claimed to use recycling drop-off facilities and/or take items directly to recycling facilities. And over 40% said they used Return and Earn.
5. There is still considerable scepticism that recyclable items are actually recycled, with 58% expressing such concerns.
6. 28% wanted Council to offer an option for soft plastics recycling, and 21% felt Council could do more to manage E-waste.
7. 86% supported Council rates being invested in trial programs and/or innovations to help recycle more types of waste. Only 9% opposed this idea. (However there was no explicit mention that this might involve rate rises.)
8. Over one-third of those surveyed (38%) said they currently divert some or all food waste away from red bins. And of those, 55% (i.e. 21% of *all* respondents) said they do so "all the time". Three-quarters of those separating food waste said they composted, while 26% used worm farms and 14% fed waste to animals.
9. Two-thirds of residents said they would "definitely" separate food waste if required, while only 11% said they definitely would not. This belief was consistent by age, gender and own vs. rent.
10. Concerns about separating food waste were relatively minor, with 15% concerned about having sufficient space for additional bins, and the same proportion concerned about odour. Twelve per cent were worried about vermin, and 6% that family members would not co-operate or do it properly.
11. 79% of respondents claimed to use the bulky goods waste collection service. There were few substantive thoughts on how the service could be improved.
12. Almost all (98%) of respondents supported Council using more recycled materials in Council infrastructure (roads, buildings etc.)
13. 76% of residents supported banning single use packaging in public places.
14. Over half (53%) of those surveyed said they were "very likely" to change their future habits to reduce residential waste, with only 15% "not very" or "not at all" likely.

## 2. INTRODUCTION

### 2.1. BACKGROUND AND OBJECTIVES

Northern Beaches Council (NBC, or Council) is consulting with the Northern Beaches community as part of its strategy to develop a long-term Waste and Circular Economy Strategy.

As part of this consultation, Council commissioned Taverner Research Group (TRG) to conduct a random telephone survey of 600 adult Northern Beaches residents to “understand the community’s aspirations, tolerance, and expectations of what a circular economy would look like on the Northern Beaches in the future and their key expectations of Council’s waste collection, recycling, and disposal service for domestic waste.”

### 2.2. METHODOLOGY

A questionnaire was developed collaboratively by NBC and TRG to cover a range of waste, recycling, re-use and other issues for which Council sought representative community feedback. See Appendix 1 for final questionnaire.

Fieldwork was conducted as a random CATI<sup>1</sup> (telephone) survey, for which 11,448 phone numbers (3960 fixed lines and 7488 mobiles) were selected at random from a verified sample of the Northern Beaches local government area.

Fieldwork occurred between November 28<sup>th</sup> and December 13<sup>th</sup>, 2022, inclusive from TRG’s Sydney and Coffs Harbour call centres. A team of 14 researchers called residents on weekday evenings between 3:30pm and 8pm, and weekends from 10am to 4pm. Where phones went unanswered, were engaged, or diverted to answering machines, researchers phoned on up to five occasions at different times of the day/night.

Of all interviews conducted, 21% were completed on fixed residential phone lines and 79% reached on a mobile phone. Median interview time was 18 minutes 15 seconds.

Respondents were screened to ensure they were aged 18 and above who lived in the Northern Beaches Council area.

In order to qualify for an interview, respondents needed to be one of the main decision makers for managing waste in their household.

---

<sup>1</sup> Computer-assisted telephone interviewing

## 2. INTRODUCTION

### 2.3. SAMPLE PROFILE

Residents surveyed showed the following characteristics:

**Table 1** Suburb of residence

	%	#		%	#
Dee Why	7%	43	Avalon Beach	6%	37
Frenchs Forest	6%	37	Belrose	4%	25
Mona Vale	4%	24	Balgowlah	4%	23
Cromer	4%	23	Manly	4%	22
Newport	4%	22	Freshwater	4%	21
Warriewood	3%	20	Forestville	2%	19
Narrabeen	3%	19	Seaforth	3%	18
Collaroy Plateau	3%	16	Narraweena	3%	15
North Balgowlah	3%	15	Allambie Heights	2%	14
Collaroy	2%	14	Fairlight	2%	14
Bayview	2%	13	Beacon Hill	2%	13
Manly Vale	2%	13	Balgowlah Heights	2%	12
North Curl Curl	2%	11	North Manly	2%	11
North Narrabeen	2%	10	Wheeler Heights	2%	10
Terrey Hills	2%	9	Queenscliff	1%	8
Curl Curl	1%	7	Killarney Heights	1%	7
Bilgola Plateau	1%	6	Elanora Heights	1%	6
Davidson	1%	5	Clontarf	1%	4
Ingleside	1%	3	Brookvale	0%	2
Clareville	0%	2	Palm Beach	0%	2
Pittwater	0%	2	Bilgola Beach	0%	1
Church Point	0%	1	Whale Beach	0%	1

**Table 2** Ward

	%	#
Manly Ward	20%	121
Narrabeen Ward	20%	121
Frenchs Forest Ward	20%	120
Pittwater Ward	20%	120
Curl Curl Ward	20%	118



## 2. INTRODUCTION

**Table 3** Age range

	%	#
18-25	1%	8
26-35	5%	30
36-45	15%	88
46-55	28%	170
56-65	23%	138
66-75	14%	82
76+	13%	79
Prefer not to answer	1%	5

**Table 4** Gender

	%	#
Male	42%	252
Female	58%	348
Non-binary/Other	0%	0
Prefer not to answer	0%	0

**Table 5** Language other than English spoken at home

	%	#
Yes	10%	62
No	90%	538

**Table 6** Type of residence

	%	#
House – owned or mortgaged	70%	419
House – renting	6%	38
Apartment – owned or mortgaged	13%	75
Apartment – renting	8%	46
Other	4%	22

## 2. INTRODUCTION

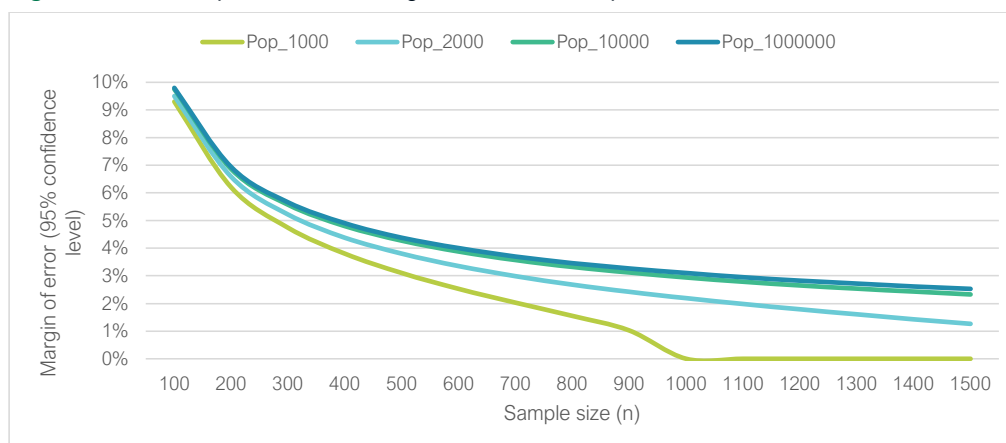
### 2.4. DATA ANALYSIS

#### Sampling Error

According to the Australian Bureau of Statistics (Census 2021, Usual Resident Profile), there are 212,464 adult residents in the Northern Beaches LGA. Based on this population, a random sample of 600 people implies a margin for error of  $\pm 4.0\%$  at the 95% confidence level. This means in effect that if we conducted a similar poll 20 times, results should reflect the views and behaviour of the overall survey population to within a  $\pm 4.0\%$  margin in 19 of those 20 surveys.

As **Figure 1** (below) shows, the margin for error falls as the sample size rises. Hence cross-tabulations of subgroups within the overall sample will typically create much higher margins for error than the overall sample. For example, a sample size of 120 (i.e. results by ward) exhibits a margin for error of  $\pm 8.9\%$ , again expressed at 95% confidence level).

**Figure 1** Relationship between the margin of error and sample size



#### Sample Weighting

Due to the survey recruiting the person in household who was a decision maker (or co-decision maker) for managing waste, for which there is no reliable population to anchor against, results in this study have not been post-weighted.

#### Statistical Significance

Where differences in this report are classed as significant, this implies they are statistically significant based on independent sample t-scores or other analysis of variation (or ANOVA) calculations. In statistical terms, significant differences are unlikely to have been caused by chance alone. Commentary is provided where these differences exist in subsequent sections.

#### Asterisks

In charts where responses were prompted of respondents, text captured into 'other-specify' has been coded and included. Their outcomes are not very comparable to the prompted responses. These unprompted responses are denoted by an asterisk (\*).

### 3. SURVEY RESULTS

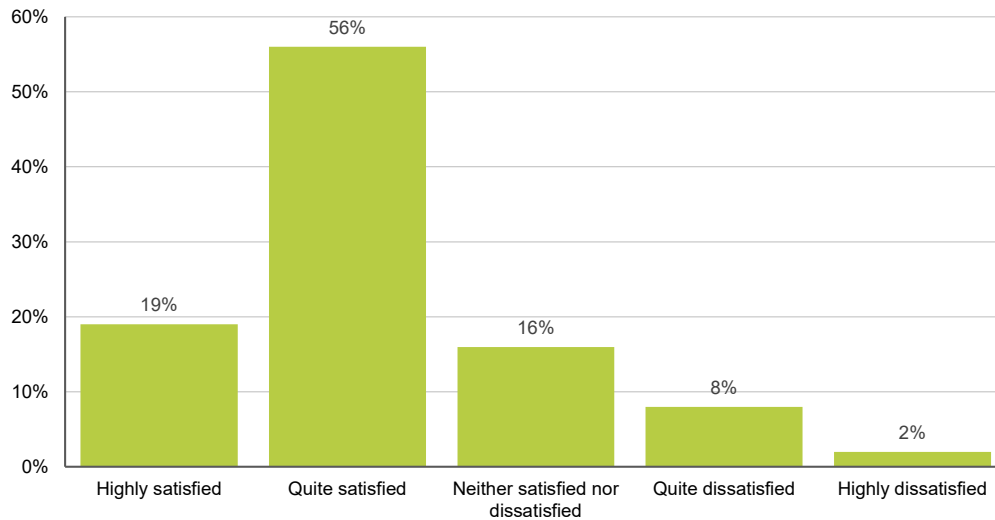
#### 3.1. SATISFACTION WITH CURRENT SERVICE

Residents surveyed were first asked how satisfied they were with the current Council waste collection and recycling service. As shown in **Figure 2** below, 74% were satisfied compared to just 10% dissatisfied. Those aged 66+ years were significantly more likely to be satisfied (85%) than other age groups.

**Figure 2** Satisfaction with current Council service

**Q1. How satisfied are you with the current Council waste collection and recycling service?**

**Base: All respondents (n=600)**



#### 3.2. AVOID, REUSE AND REPAIR

Residents surveyed were then asked about reuse and repair of items in their home. Firstly, they were asked which actions they took part in from a number of specific re-use or repair activities. (See **Figure 3**, next page). Almost all (93%) said they currently repair items themselves. Please note that, as noted on previous page, rows with an asterisk on their labels were not prompted of respondents (so are not comparable to the rows without asterisks).

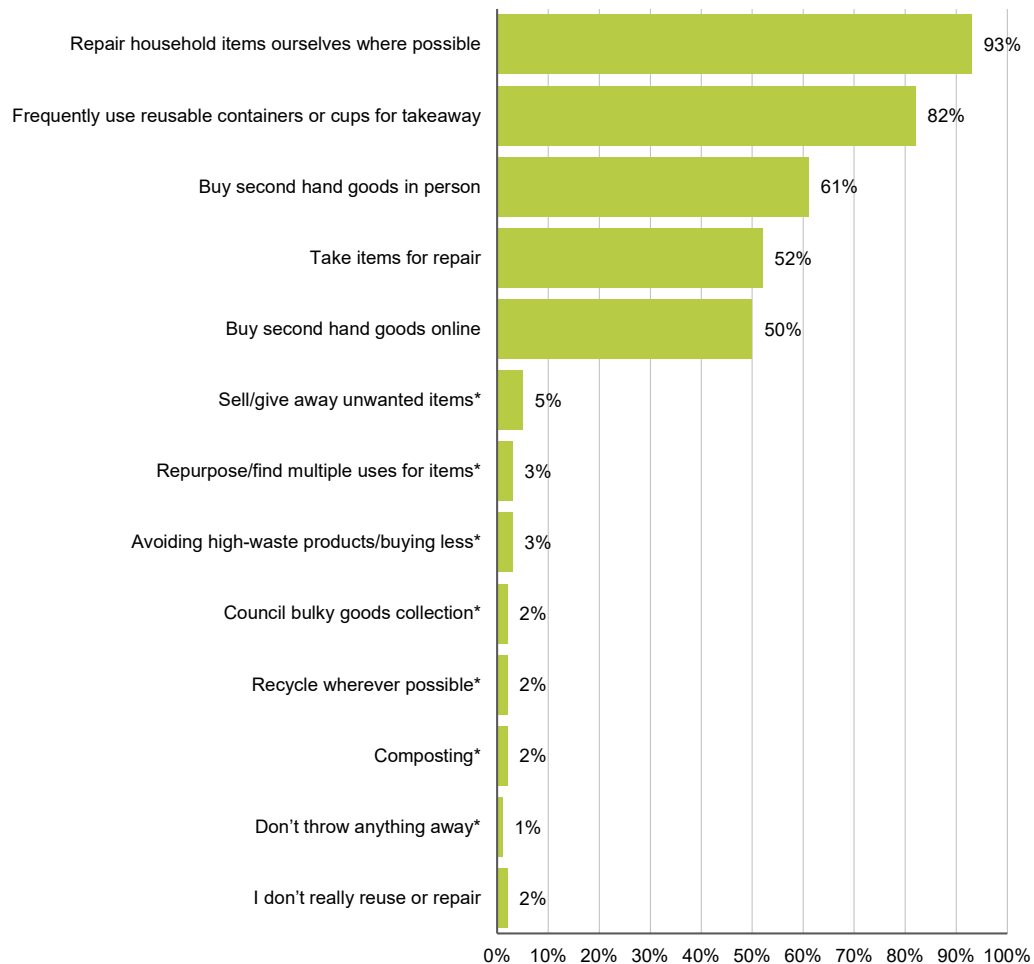
Significantly more of those aged under 46 years (71%) and significantly less of those aged 66+ years (19%) said they currently buy second-hand good online, as did significantly more renters (65%). Significantly more of those living in a house (98%) would repair items themselves, and significantly less of those aged under 46 years (37%) said they would take items for repair.



### 3. SURVEY RESULTS

**Figure 3** Reuse or repair items

**Q2. Which of the following do you currently do to reuse or repair items?**  
Base: All respondents (n=600)



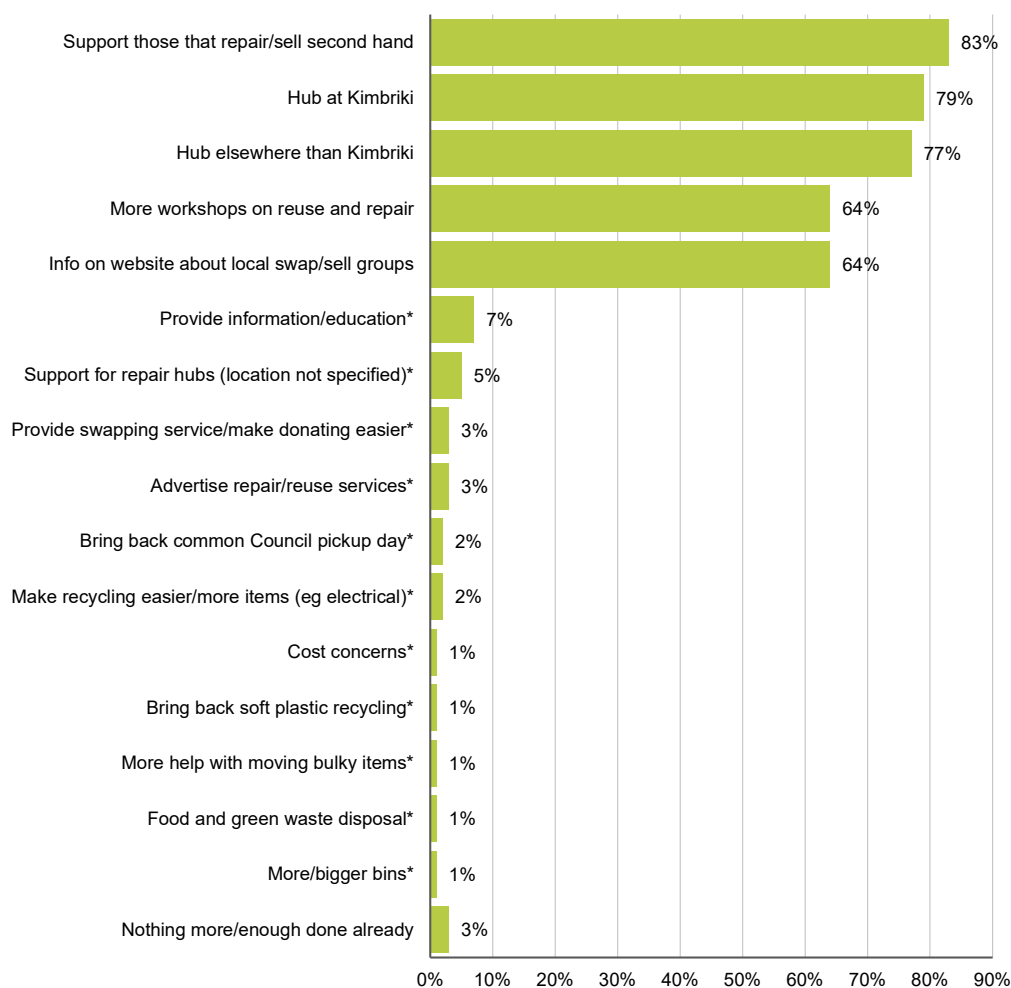
When asked what more Council could do to help household reuse or repair more items (**Figure 4**, next page), over 80% felt it could take steps to support those that sell or repair second-hand items. More than three-quarters felt Council should establish a repair/re-use facility at Kimbriki, and more than three-quarters felt Council should establish a repair/re-use facility elsewhere in the LGA (see **Figure 6** two pages down for how these overlap). More than two-thirds supported reuse or repair workshops, and information on Council's website about local swap or sell groups.

### 3. SURVEY RESULTS

**Figure 4** What else Council could do

**Q3. Which of the following could Council do to help your individual household reuse and repair more items?**

**Base: All respondents (n=600)**

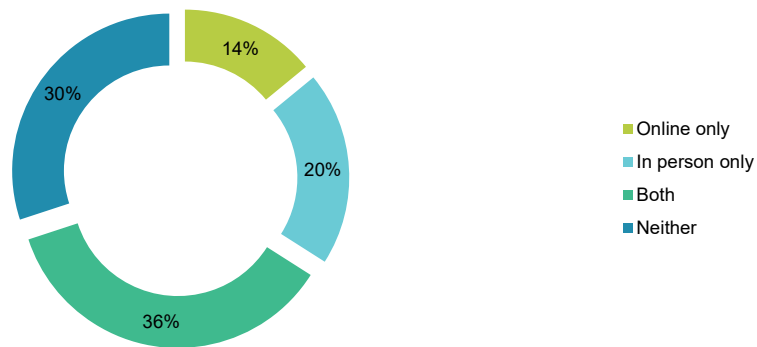


When looking at where the residents surveyed bought second-hand goods (see **Figure 5**, next page), significantly more of those aged under 46 years (24%) and significantly less of those aged 66+ years (2%) said they only bought second-hand good online. Significantly more of those aged 66+ years (32%) bought second-hand goods in person only.

### 3. SURVEY RESULTS

**Figure 5** Buy second-hand online or in person

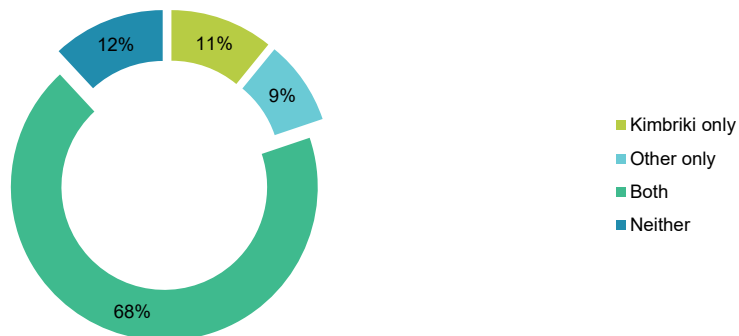
**Q2. Which of the following do you currently do to reuse or repair items?**  
Base: All respondents (n=600)



As shown in **Figure 6** below, 88% of residents surveyed supported a repair hub at either Kimbriki or elsewhere in the LGA.

**Figure 6** Support repair hub at Kimbriki or elsewhere

**Q3. Which of the following could Council do to help your individual household reuse and repair more items?**  
Base: All respondents (n=600)



### 3.3. RECYCLING

Residents were then asked about recycling. Almost all said they used yellow-blue bins, while three-quarters claimed to use drop-off facilities and/or take items directly to recycling facilities. And over 40% said they used Return and Earn stations for drink containers.

### 3. SURVEY RESULTS

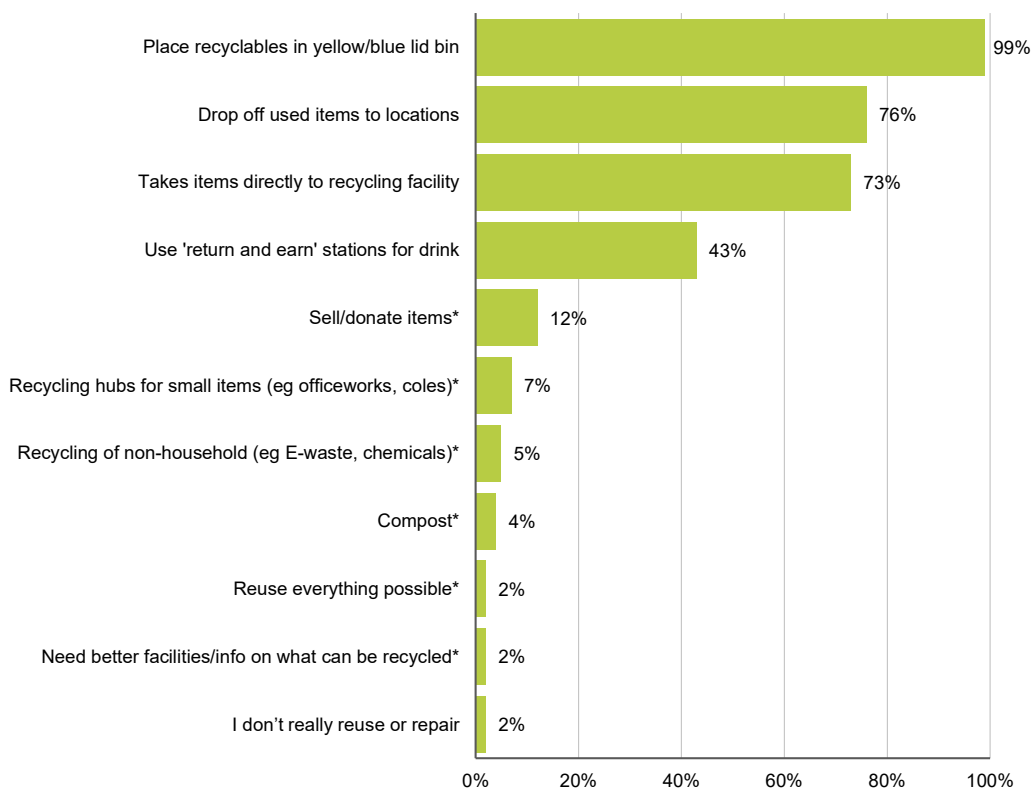
The substantial gap between 'return and earn' and 'sell/donate items' is because the former was prompted of respondents, and the latter is from creating new categories from the 'other (specify)' verbatim responses. The response "Take items including electronic waste or vegetation directly to a recycling facility e.g., Kimbriki" saw many significant differences between different groups:

- More Frenchs Forest Ward (86%)
- More aged 46-55 (84%), less aged 66+ (61%)
- More males (79%), less females (68%)
- More of those in a house (79%), less of those in an apartment (51%)
- More of those who own/have mortgage (76%), less of those who rent (58%)

**Figure 7** Ways residents currently recycle

**Q4. Which of the following ways do you currently engage in recycling?**

Base: All respondents (n=600)



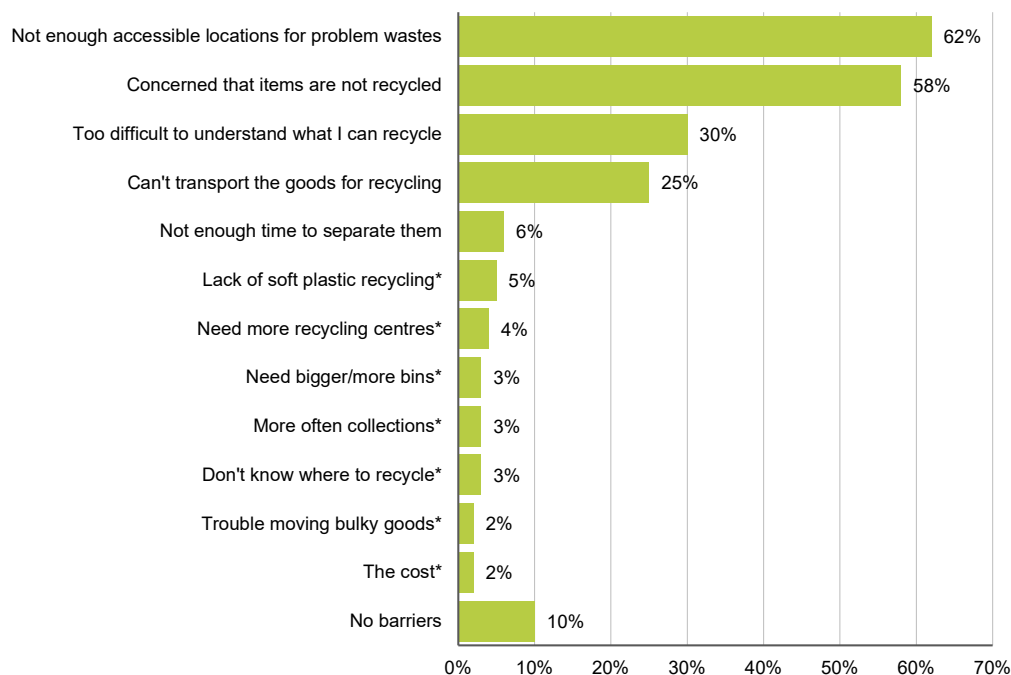
### 3. SURVEY RESULTS

When asked what obstacles prevented them from recycling more (**Figure 8**, below), three in five cited a perceived lack of locations for problem waste. Interestingly over half of those surveyed remained concerned about what really happens to recycled items, while 30% felt there is still confusion over what can and can't be recycled. And 25% cited transport issues in dealing with recycling disposal. There were no other major concerns of note.

**Figure 8** Perceived obstacles to recycling

**Q5. Which of the following are obstacles to you recycling?**

Base: All respondents (n=600)



Respondents were next asked what other type of “recyclable” items<sup>2</sup> Council should provide options for (**Figure 9**, next page). Soft plastics are obviously top of mind following the recent collapse of the REDcycle scheme, with more than a quarter of those cycled citing this unprompted.

<sup>2</sup> Note this includes items respondents felt *should* be recycled, not necessarily those which currently are.

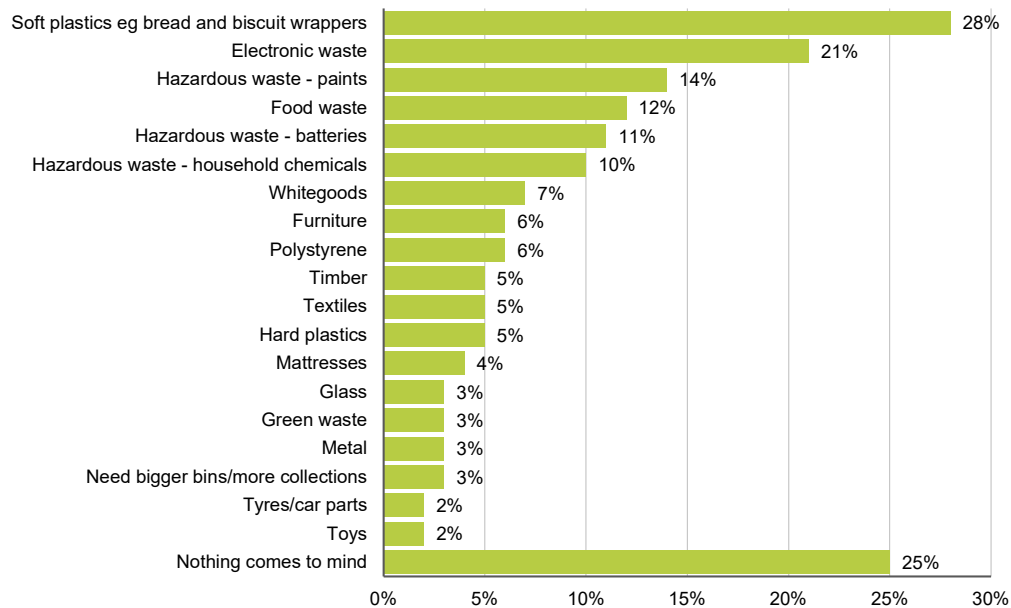
### 3. SURVEY RESULTS

E-waste was also a popular option (21%). Apart from paint (14%), food waste (12%) and batteries/chemicals (10/11%), there were no other major items of note.

**Figure 9** Recyclable materials Council should provide options for

**Q6. What type of recyclable materials should Council provide collection options for, that Council doesn't already separately collect?**

Base: All respondents (n=600)



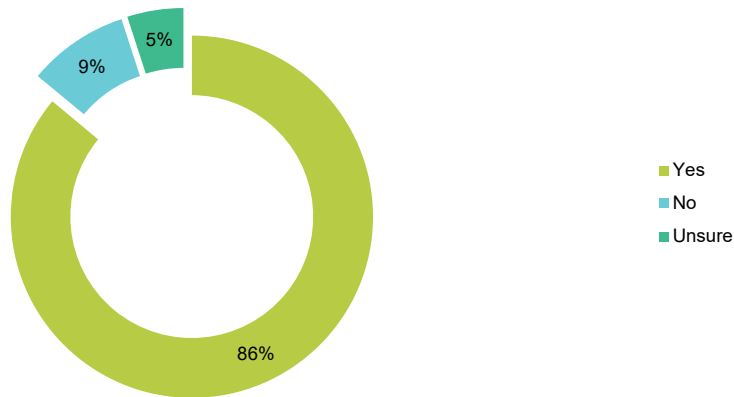
By a margin of nearly ten to one, residents strongly supported Council rates being invested in trial programs for recycling (see **Figure 10**, next page).

### 3. SURVEY RESULTS

**Figure 10** Support for Council investing in recycling trials and innovations

**Q6A. Do you support Council rates being invested in trial programs and innovations to help recycling more types of waste?**

Base: All respondents (n=600)



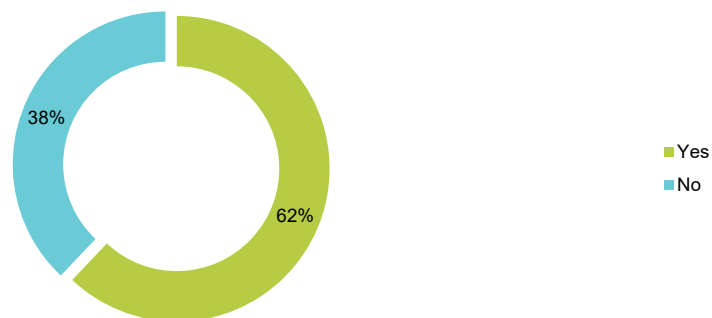
#### 3.4. FOOD WASTE

Residents surveyed were then asked about food waste. As shown in **Figure 11**, below, nearly two-thirds said they currently place all their food waste in a red bin. Significantly more of those living in an apartment (80%) and renters (77%) placed all their food waste in a red bin.

**Figure 11** All food waste in red bin

**Q7. Do you currently place all of your food waste in your red bin?**

Base: All respondents (n=600)





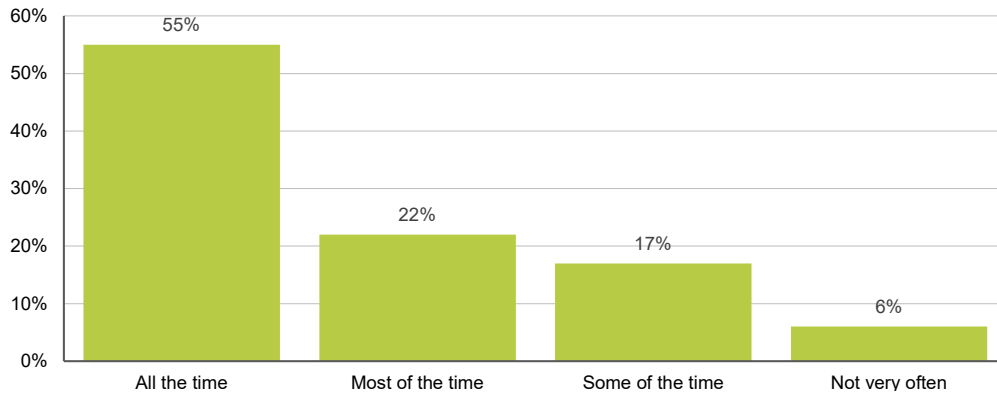
### 3. SURVEY RESULTS

Of those 38% who did claim to separate food waste, just over half (55%) said they did so “all the time”. And around on-quarter said they only do it some of the time or not very often.

**Figure 12** How often residents separate food waste from red bin

**Q8. How often do you separate food waste from your red bin?**

Base: Q7 Not put all food waste in red bin (n=232)



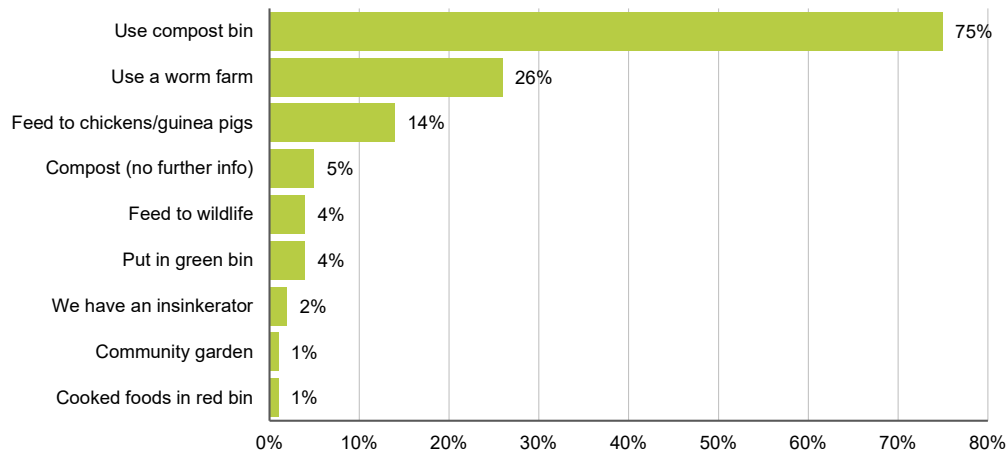
When combining the bases of Q7 and Q8, one in five of all respondents (21%) said they currently separated food waste from their red bin all of the time.

Of those (38%) that claimed to separate food waste, three-quarters use a compost bin (Figure 13, below).

**Figure 13** Alternate food waste disposal methods

**Q9. What do you do with the food waste?**

Base: Q7 not put all food waste in red bin (n=232)

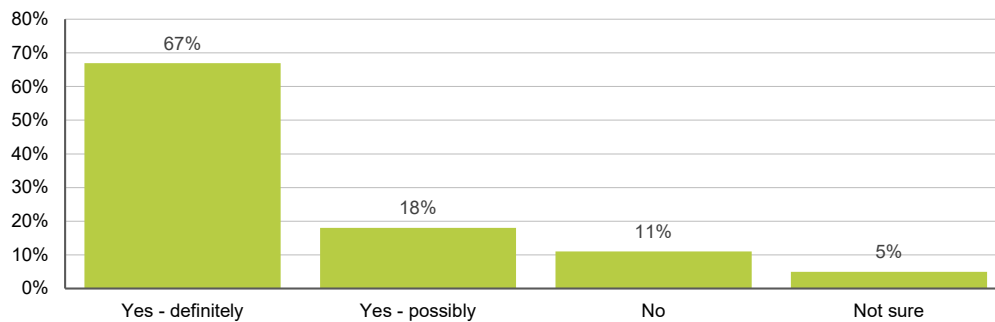


### 3. SURVEY RESULTS

As shown in **Figure 14** below, only 11% of residents surveyed said they would *not* separate food waste. While this sentiment was relatively consistent by age, gender, own vs. rent etc, significantly more (20%) Frenchs Forest Ward respondents said they would not separate food waste. Interestingly, those who currently put their food waste in their red bin were just as likely be prepared to separate it out under a new scheme.

**Figure 14** Prepared to separate food waste

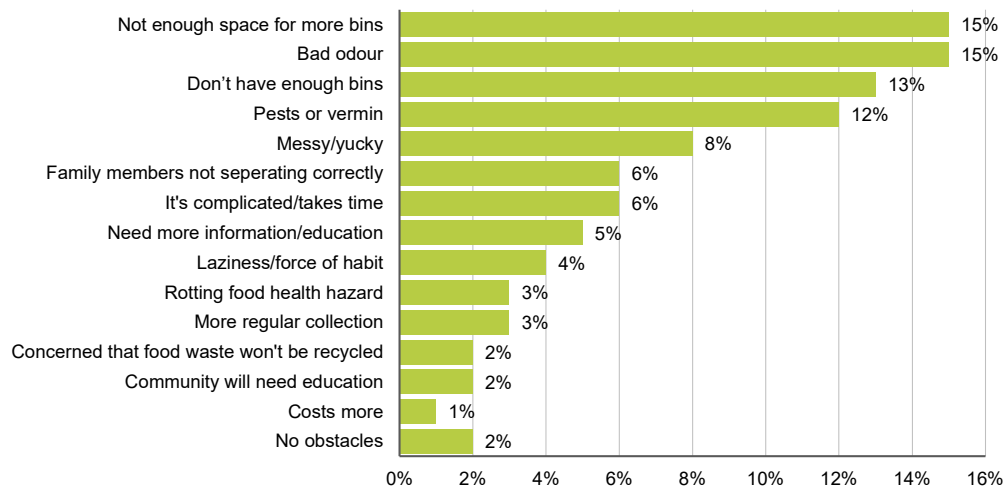
**Q10. If it was an option, would you be prepared to separate your food waste for collection by Council?**  
Base: All respondents (n=600)



Meanwhile there were no major perceived barriers to separating food waste (**Figure 15**), with only 15% mentioning space issues and the same proportion concerned about odours.

**Figure 15** Obstacles to separating food waste

**Q11. What obstacles do you see for your household separating your food waste for collection by Council?**  
Base: All respondents (n=600)



### 3. SURVEY RESULTS

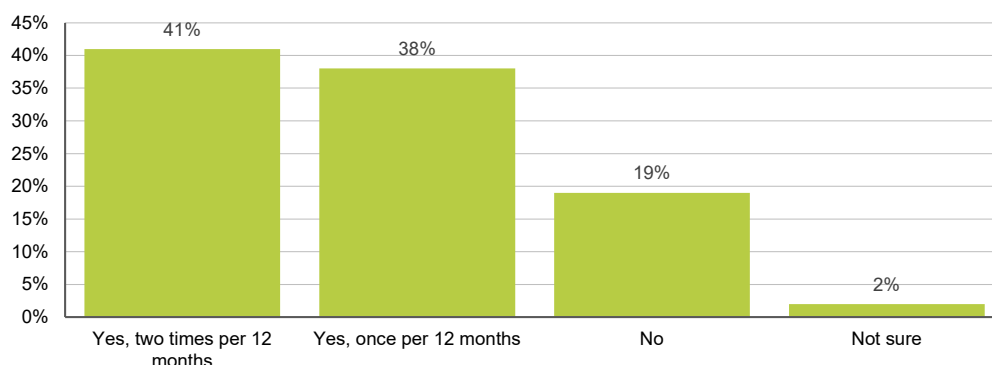
#### 3.5. BULKY GOODS

Residents surveyed were then asked about kerbside pickups of bulky items. Two in five of those surveyed claimed to use it twice a year, and 38% once. No significant differences between genders, age groups, wards, dwelling types, or ownership status were detected.

**Figure 16** Use of bulky waste collection

**Q13. Do you currently use Council's bulky waste collection service?**

Base: All respondents (n=600)

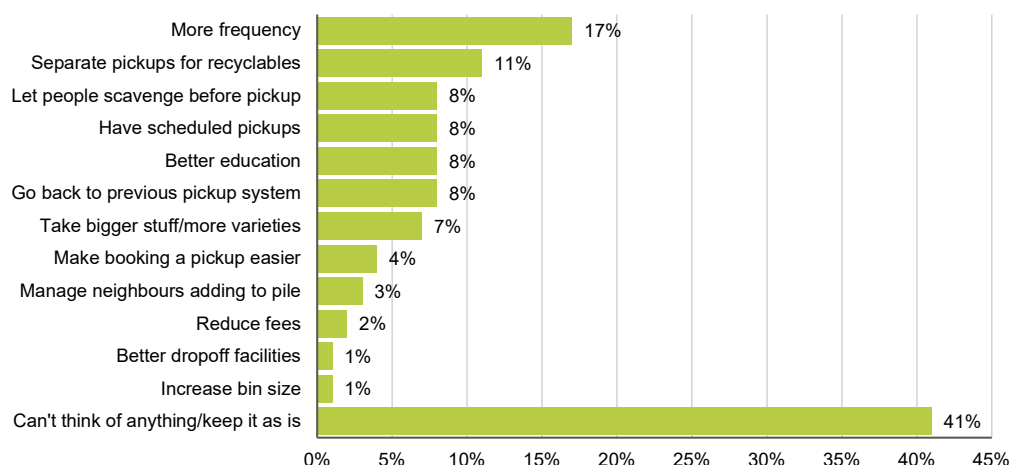


Meanwhile there were few substantive thoughts on how the service could be improved (**Figure 17**, below) with 17% seeking a higher frequency, 11% wanting a separate service for recyclables, and 8% wanting a longer pick-up window to allow "scavengers" time to remove items for re-use.

**Figure 17** How could Council help the bulky goods service

**Q14. What more could Council do to help the bulky goods service work better for you?**

Base: All respondents (n=600)



### 3. SURVEY RESULTS

#### 3.6. SUSTAINABLE PROCUREMENT

Residents surveyed were then asked about the use of recycled materials in infrastructure. As shown in **Figure 18** below, there was nearly unanimous support for this. No significant differences between genders, age groups, wards, dwelling types or ownership status were detected.

**Figure 18** Support for Council using more recycled materials in infrastructure

**Q15. Do you support Council using more recycled materials in infrastructure, e.g. roads, buildings, fences, footpaths, parks?**

Base: All respondents (n=600)

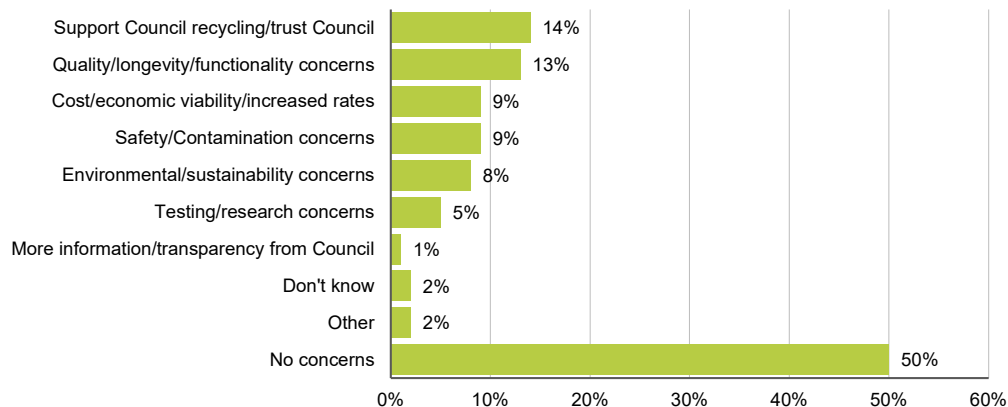


As shown in **Figure 19**, below, there were few concerns about implementing this policy. Thirteen per cent cited possible issues with quality or longevity, and 9% were concerned about possible cost increases. But 14% said they trusted Council, and half said they had no concerns.

**Figure 19** Concerns about Council using recycled materials

**Q16. What concerns do you have about Council using recycled materials in infrastructure?**

Base: All respondents (n=600)



### 3. SURVEY RESULTS

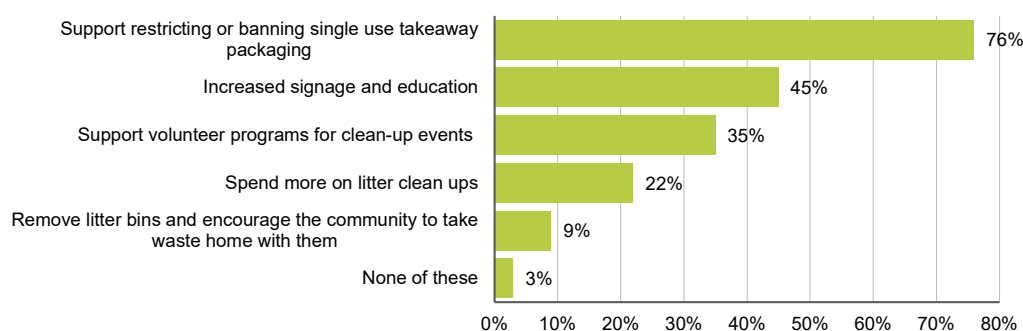
#### 3.7. PREVENTING LITTER IN PUBLIC PLACES

Respondents were then asked about litter in public places. As shown in **Figure 20** below, three-quarters supported restricting or banning single use takeaway packaging. But less than one in ten supported removing litter bins. There were no significant differences between genders, age groups, wards, dwelling types, or ownership status.

**Figure 20** Ideas for preventing litter in public places

**Q18. We will read out some ways that Council could help the community to do more to prevent litter in public places. Of these, please nominate your top two.**

**Base: All respondents (n=600)**



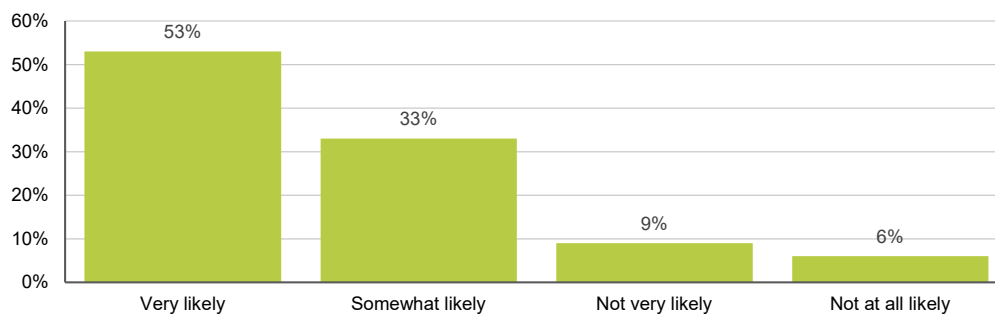
#### 3.8. FINAL THOUGHTS

As shown in **Figure 21** below, more than half (53%) of residents surveyed stated they would be “very likely” to change their habits at home to reduce the amount of waste they create. Those aged 46-55 years were significantly more likely than other age groups to say very likely (64%), and those aged 66+ years were significantly more likely to say not very likely (17%).

**Figure 21** Likelihood of reducing waste at home

**Q18A. How likely are you to change your habits at home to reduce the amount of waste you create, by reusing, repairing, and recycling more?**

**Base: All respondents (n=600)**





### 3. SURVEY RESULTS

Finally, residents were asked “What else do you believe Council could do to support you to reduce your waste or manage your waste better?”. While this had understandably fragmented responses, examples of prominent issues are shown below. (A separate Excel file of all comments will be provided to Council.)

- Signs that could be mounted on or near bins in unit blocks to remind residents why we have these coloured bins
- To have more organic markets to buy without plastic wrappers instead of going supermarkets, we do not have option without buying plastic on them
- Have scheduled council bulk pickups / Talk to young people in schools
- Have clear signs on bins. Have commercial composting bins for general public litter
- If council offered free chooks to households who wanted them, up to 3 chooks, as a way to repurpose food waste, making nutritious eggs, chooks adding nutrients to the soil, while bringing joy to people.
- More bins in public places, not enough around Belrose. Regular bulky waste clean-ups for everyone rather than booked ones. Somehow get the soft plastic waste collection going again (like at Woolies).
- When Council has special events, they should only use recyclable products at the events like with banners not made from plastic running Eleanora Heights Christmas markets, Council rule is no bottled water for sale to reduce environmental impact but Coke is allowed, this is unfair, big inconsistency, there should be no plastic bottled drinks sold
- More places to dispose of batteries, supporting businesses that are sustainable
- Help with dealing with soft plastics...and bring back the twice a year clean-up for the whole area
- I think we have covered by avoiding the use of single use items more litter bins needs to be more, in public places, and when one finds one it is overflowing
- Being a bit more education around what goes in the yellow bin
- If the stuff is going to Kimbriki, is it really being recycled and not going into landfill
- I couldn't do more I'm already recycling. I'm a bit older and a widow taking things to the tip like TVs computers etc is a bit physically awkward for me
- The people who pick up green waste quite often we find that they leave behind green waste on the street. They should look at the timing when they pick up waste especially when it is the same time as dropping kids off at school. Bad timing
- Stop making glossy brochures.
- If it easier to get rid of paints etc/green bin service, we have bins that go out and don't get picked up and people walk by and throw poo bags in there and leave bins open to fill with water and then Council don't empty the bins as they are too heavy





### 3. SURVEY RESULTS

- Education on Kimbriki and its fee, and what you can and can't take there is unknown. Kimbriki has a section where you can buy specific things. Council distributes an informative flyer on what you can and can't take to Kimbriki and its fees, this would stop a lot of illegal dumping
- An issue I had last year, I chopped down a bunch of trees and I could only do 300 kilos per day. Not limiting vegetation waste to 300 kilos per day at Kimbriki
- Being a builder, it would be good for council to have somewhere for people to get paid and to recycle and buy their building products from (old timber etc)
- If we had little containers to keep in the home / hold food waste that's sealed so it doesn't smell
- Advertising campaigns to easily understand recycling, for example like the advertisements in Melbourne CBD, also as on website food nasties educating children to teach adults about recycling
- Introduce FOGO
- Well, I know in Bondi they have a big push where they have everyone use their own coffee cups so there are no coffee cups for wastage- the lady who started this has an Australian of the year award
- I think the key thing is investing more in drop off points, so that it becomes a regular part of people's lives so that when they shop, they can drop off items for recycling or reuse. I would like a really user friendly website as easy as Google so I can find then closest place to drop off my items.
- Main mandate of council is roads and rubbish collection, they should stick to their main mandates instead of increasing rates with new activities
- Red bins too small for a family of 5
- Find a way to recycle soft plastic
- Reintroduce magnet calendars like in the past, so we know when bin due.





## 4. APPENDIX - QUESTIONNAIRE

Good afternoon/evening, my name is (name) and I'm calling from Taverner Research. We are surveying residents aged 18+ on behalf of Northern Beaches Council about their waste and recycling service. The survey will only take around 12 minutes and all answers are confidential. Would you be willing to share your views today?

15. Yes

16. No

(If yes) Thanks so much. Before we commence, I have some quick questions about you.

D1. Firstly, do you live in the Northern Beaches local government area?

1. Yes

2. No THANK AND CLOSE

D2. Are you one of the main decision makers for managing waste in your household?

READ OUT

Interviewer note: If they are not the appropriate person, ask to speak to someone who is.

1. Yes

2. No THANK AND CLOSE

D3. What suburb do you live in?

- |                      |                      |
|----------------------|----------------------|
| 1. Allambie Heights  | 12. Clareville       |
| 2. Avalon Beach      | 13. Clontarf         |
| 3. Balgowlah         | 14. Coasters Retreat |
| 4. Balgowlah Heights | 15. Collaroy         |
| 5. Bayview           | 16. Collaroy Plateau |
| 6. Beacon Hill       | 17. Cottage Point    |
| 7. Belrose           | 18. Cromer           |
| 8. Bilgola Beach     | 19. Curl Curl        |
| 9. Bilgola Plateau   | 20. Currawong Beach  |
| 10. Brookvale        | 21. Davidson         |
| 11. Church Point     | 22. Dee Why          |

WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY 2023

## 4. APPENDIX - QUESTIONNAIRE

- |                          |                       |
|--------------------------|-----------------------|
| 23. Duffys Forest        | 41. Narrabeena        |
| 24. Elanora Heights      | 42. Newport           |
| 25. Elvina Bay           | 43. North Balgowlah   |
| 26. Fairlight            | 44. North Curl Curl   |
| 27. Forestville          | 45. North Manly       |
| 28. Frenchs Forest       | 46. North Narrabeen   |
| 29. Freshwater           | 47. Oxford Falls      |
| 30. Great Mackerel Beach | 48. Palm Beach        |
| 31. Ingleside            | 49. Pittwater         |
| 32. Killarney Heights    | 50. Queenscliff       |
| 33. Ku-ring-gai Chase    | 51. Scotland Island   |
| 34. Lovett Bay           | 52. Seaforth          |
| 35. Manly                | 53. Terrey Hills      |
| 36. Manly Vale           | 54. Warriewood        |
| 37. McCarrs Creek        | 55. Whale Beach       |
| 38. Mona Vale            | 56. Wheeler Heights   |
| 39. Morning Bay          | 57. None of the above |
| 40. Narrabeen            | THANK AND CLOSE       |

D4. And would your age range be...

READ OUT

Interviewer note: If questioned as to why we need this, say that recycling and waste management behaviours may vary by age so we just need it to ensure we capture people across different age groups.

- |                           |                 |
|---------------------------|-----------------|
| 1. Under 18               | THANK AND CLOSE |
| 2. 18-25                  |                 |
| 3. 26-35                  |                 |
| 4. 36-45                  |                 |
| 5. 46-55                  |                 |
| 6. 56-65                  |                 |
| 7. 66-75                  |                 |
| 8. 76+                    |                 |
| 9. (Prefer not to answer) |                 |

WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY  
2023

## 4. APPENDIX - QUESTIONNAIRE

D4a. Which gender do you identify with? READ OUT

1. Male
2. Female
3. Non-binary/Other
4. (Prefer not to say)

D5. Do you commonly speak another language other than English at home?

1. Yes (specify language)
2. No

D6. Which of the following best describes the type of home you live in?

READ OUT

Interviewer note: If challenged why we need this information, say that recycling and waste management behaviours may vary by the type of dwelling we live in.

1. House – owned or mortgaged
2. House – renting
3. Apartment or multi-unit dwelling – owned or mortgaged
4. Apartment or multi-unit dwelling – renting
5. Other (specify)

Just before we start the survey, Council has asked us to read out a short introduction.

“Council is responsible for collecting household waste. Council is also looking at ways to help the community keep resources in use for longer to avoid waste in the first place; through reuse, repair, and recycling and better design of infrastructure and products. This is called the circular economy.

Council is developing a new long-term waste and circular economy strategy to help achieve these outcomes and meet community expectations for our services. Council needs your feedback to help shape its Strategy and set achievable targets and actions.”

### Satisfaction with current service

Q1. How satisfied are you with the current Council waste collection and recycling service?

WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY 2023

## 4. APPENDIX - QUESTIONNAIRE

1. Highly satisfied
2. Quite satisfied
3. Neither satisfied nor dissatisfied
4. Quite dissatisfied
5. Highly dissatisfied

### Avoid, Reuse and Repair

The next few questions are about the reuse and repair of items in your home.

Reuse involves using items that replace single use items such as reusable coffee cups, or purchasing items that may otherwise be thrown away, e.g. buying second-hand furniture online.

Repair involves fixing or restoring items to be used again.

Q2. Which of the following do you currently do to reuse or repair items?

READ OUT. ACCEPT MULTIPLES

1. Buy secondhand goods online
2. Buy second hand goods from op shops, toy libraries, garage sales or the like, or Kimbriki buy back centre
3. Frequently use reusable containers or cups for takeaway food and/or drink
4. Repair household items ourselves where possible
5. Take items for repair or refurbishment by a repair shop/men's shed or similar
6. Something else (please specify)
7. I don't really reuse or repair.

Q3. Which of the following could Council do to help your individual household reuse and repair more items?

READ OUT. ACCEPT MULTIPLES

1. Provide more information on website about local swap and sell groups, including online forums and specific markets/events
2. Support charities, not for profits and businesses that repair items and offer used items for sale
3. Help support a community reuse and repair hub for repairing and reusing used items at Kimbriki

WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY  
2023

#### 4. APPENDIX - QUESTIONNAIRE

4. Help support a community reuse and repair centre for repairing and reusing used items at other locations in the LGA
5. Provide more workshops on reusing and repairing used items
6. Something else (specify)
7. (Nothing more – enough is done already)

#### Recycling

The next few questions are about recycling.

Q4. Which of the following ways do you currently engage in recycling?

READ OUT. ACCEPT MULTIPLES

Interviewer note: If respondent says they used to drop off soft plastics, capture under code 4

1. Place recyclables in my yellow and blue lid bin at home
2. Use 'Return and Earn' Stations for drink container recycling
3. Take items including electronic waste or vegetation directly to a recycling facility, e.g. Kimbriki
4. Drop off used items to locations or stores that advertise collection, e.g. batteries, ink cartridges, mobile phones
5. Something else (please specify)
6. (None of the above)

Q5. Which of the following are obstacles to you recycling?

READ OUT. ACCEPT MULTIPLES

1. Too difficult to understand what I can and can't recycle
2. Not enough accessible locations to drop off problem wastes like batteries, paints, electronic waste, household chemicals
3. Not enough time to separate items
4. Concerned that items are not recycled
5. Can't transport the goods for recycling
6. Other barriers (please specify)
7. (No barriers)

WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY  
2023

#### 4. APPENDIX - QUESTIONNAIRE

Q6. What type of recyclable materials should Council provide collection options for, that Council doesn't already separately collect?

DO NOT AID. PROBE FOR MULTIPLE RESPONSES

Interviewer note: Yellow and blue bin collect paper, cardboard, plastic/metal/glass containers, and green bin is for vegetation.

1. Textiles, e.g. clothes or rags
2. Food waste
3. Electronic waste
4. Timber
5. Soft plastics, e.g. bread and biscuit wrappers
6. Mattresses
7. Polystyrene
8. Toys
9. Hard Plastics
10. Hazardous waste – batteries
11. Hazardous waste – paints
12. Hazardous waste – household chemicals
13. Whitegoods, e.g. microwaves, fridges, washing machines
14. Furniture
15. Other (please describe)
16. Nothing comes to mind

Q6a. Do you support Council rates being invested in trial programs and innovations to help recycling more types of waste?

1. Yes
2. No
3. Not sure

## 4. APPENDIX - QUESTIONNAIRE

### Food Waste

Over 45% of our red-lid rubbish bin is made up of food waste. That is why the NSW Government has said that councils must provide separate food waste collection by 2030.

Q7. Do you currently place all of your food waste in your red bin?

1. Yes
2. No

HIDE IF Q7 = code 1 (YES)

Q8. How often do you separate food waste from your red bin?

1. All of the time
2. Most of the time
3. Some of the time
4. Not very often

HIDE IF Q7 = code 1 (YES)

Q9. What do you do with the food waste?

DO NOT AID. TICK ANY THAT APPLY

1. Use a compost bin
2. Use a worm farm
3. Feed food scraps to chickens, guinea pigs etc
4. Take food scraps to a community garden or someone else's compost bin
5. We have an insinkerator
6. Something else (please specify)



WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY  
2023

## 4. APPENDIX - QUESTIONNAIRE

ASK ALL

Q10. If it was an option, would you be prepared to separate your food waste for collection by Council?

1. Yes – definitely
2. Yes – possibly
3. No
4. Not sure

Q11. What obstacles do you see for your household separating your food waste for collection by Council?

DO NOT AID. PROBE FOR MULTIPLES

1. Bad odour / smelly
2. Messy / yucky
3. Pests or vermin (rats, cockroaches, maggots etc)
4. Family members not separating waste correctly
5. Community will need education
6. Costs more
7. Concerned that food waste won't be properly or safely recycled
8. Other obstacles (specify)
9. (No obstacles)
10. (Not sure / cannot say)

\*No Q12

### Bulky goods

Council currently offers two kerbside pick-ups in a 12-month period for each household to dispose of bulky which are at end of life. As a result, most items other than metals are crushed and sent to landfill.

Q13. Do you currently use Council's bulky waste collection service?

1. Yes, two times per 12 months
2. Yes, once per 12 months

WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY  
2023

#### 4. APPENDIX - QUESTIONNAIRE

3. No
4. Not sure

Q14. What more could Council do to help the bulky goods service work better for you?

open ended. do not aid

#### Sustainable procurement

Q15. Do you support Council using more recycled materials in infrastructure, e.g. roads, buildings, fences, footpaths, parks.

1. Yes
2. No

ASK ALL

Q16. What concerns do you have about Council using recycled materials in infrastructure?

OPEN ENDED

\*No Q17

#### Preventing litter in public places

Council is actively working to keep single use plastics and other litter out of our network. The NSW Government has also set targets to reduce plastic litter by 30% in 2025 and reduce 60% of all litter by 2030.

Q18. We will read out some ways that Council could help the community to do more to prevent litter in public places. Of these, please nominate your top two.

READ OUT. ACCEPT TOP 2 ANSWERS.

1. Support restricting or banning single use take away packaging
2. Increase signage and education
3. Spend more on litter clean ups
4. Support volunteer programs for clean-up events

WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY  
2023

#### 4. APPENDIX - QUESTIONNAIRE

5. Remove litter bins and encourage the community to take waste home with them
6. (None of these)

#### Final thoughts

Ask all

Q18a. How likely are you to change your habits at home to reduce the amount of waste you create, by reusing, repairing, and recycling more?

1. Very likely
2. Somewhat likely
3. Not very likely
4. Not at all likely

Q19. What else do you believe Council could do to support you to reduce your waste or manage your waste better?

OPEN ENDED

#### Interest in community workshops

Q20. Subject to availability, would you be interested in taking part in Council's community workshops to further explore these topics in early 2023?

1. Yes
2. No

HIDE IF Q20 = code 2 (No)

Q21. Could you please provide Taverner Research with your name and email address so we may pass it to Northern Beaches Council so that they can contact you further about those community workshops? Your responses to the survey will still remain confidential.

DISPLAY 3 TEXT BOXES WITH A LOGIC CHECK FOR BOX 3 TO MATCH BOX 2 EXACTLY. code 4 is exclusive

1. Name
2. Email
3. Confirm email again

WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY  
2023

## 4. APPENDIX - QUESTIONNAIRE

4. (Declined to provide details)

### CLOSING

Thanks so much, that's the end of the survey. On behalf of Northern Beaches Council, I greatly appreciate your time and feedback today.

(ISO and conclude)



WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY 2023

## 5. APPENDIX – DATA TABLES

Statistically significant differences are marked in blue (above mean) and red (below mean)

Question	Response	Total	WARDS					Age			
			Manly Ward	Curl Curl Ward	Frenchs Forest Ward	Narrabeen Ward	Pittwater Ward	Under 46	46-55	56-65	66+
Satisfaction with current Council waste collection and recycling service	Satisfied	74%	72%	75%	73%	78%	74%	66%	72%	72%	85%
	Neither satisfied nor dissatisfied	16%	17%	17%	16%	15%	16%	24%	19%	17%	7%
	Dissatisfied	10%	11%	8%	11%	7%	10%	10%	9%	11%	7%
Which of the following do you currently do to reuse or repair items?	Repair household items ourselves where possible	93%	96%	86%	100%	91%	91%	91%	97%	96%	85%
	Frequently use reusable containers or cups for takeaway food and/or drink	82%	81%	82%	83%	82%	82%	86%	87%	85%	70%
	Buy second hand goods from op shops, toy libraries, garage sales or the like, or Kimbriki buy	61%	54%	68%	71%	59%	55%	68%	59%	70%	52%
	Take items for repair or refurbishment by a repair shop/men's shed or similar	52%	55%	54%	47%	50%	51%	37%	57%	60%	50%
	Buy second-hand goods online	50%	45%	54%	60%	53%	38%	71%	58%	58%	19%
Which of the following could Council do to help your individual household reuse and repair more items?	Support charities, not for profits and businesses	83%	88%	81%	83%	81%	83%	88%	88%	83%	74%
	Help support a community reuse and repair hub for repairing and reusing used items at Kimbriki	79%	79%	74%	82%	81%	81%	86%	82%	80%	71%
	Help support a community reuse and repair centre for repairing and reusing used items at other locations in the LGA	77%	79%	77%	79%	78%	74%	84%	75%	83%	70%
	Provide more workshops on reusing and repairing used items	64%	62%	68%	67%	66%	59%	74%	59%	69%	58%
	Provide more information on website about local swap and sell groups, including online forums and specific markets/events	64%	59%	65%	70%	66%	58%	73%	67%	67%	48%
Which of the following ways do you currently engage in recycling?	Place recyclables in my yellow and blue lid bin at Drop off used items to locations or stores that advertise collection, e.g. batteries, ink cartridges,	99%	99%	99%	100%	99%	99%	99%	100%	100%	98%
	Take items including electronic waste or vegetation directly to a recycling facility, e.g. Use 'Return and Earn' Stations for drink container recycling	76%	77%	70%	83%	75%	75%	72%	76%	82%	75%
		73%	64%	65%	86%	69%	79%	72%	84%	73%	61%
		43%	36%	42%	52%	50%	33%	47%	46%	41%	37%
Which of the following are obstacles to you recycling?	Not enough accessible locations to drop off problem wastes like batteries, paints, electronic waste, household chemicals	62%	72%	57%	62%	56%	64%	67%	64%	65%	54%
	Concerned that items are not recycled	58%	64%	55%	61%	55%	57%	62%	63%	61%	47%
	Too difficult to understand what I can and can't	30%	33%	34%	27%	32%	23%	39%	26%	30%	25%
	Other barriers	28%	26%	32%	25%	27%	28%	27%	30%	27%	27%
	Can't transport the goods for recycling	25%	22%	28%	28%	31%	18%	29%	28%	21%	22%
	No barriers	10%	6%	11%	8%	11%	12%	8%	7%	10%	13%
Do you support Council rates being invested in trial programs and innovations to help recycling more types of waste?	% Yes	86%	89%	85%	86%	81%	88%	88%	86%	86%	84%
Do you currently place all of your food waste in your red bin?	% Yes	62%	59%	70%	56%	63%	60%	63%	64%	57%	61%
If it was an option, would you be prepared to separate your food waste for collection by Council?	Yes – definitely	67%	69%	68%	57%	71%	68%	71%	73%	67%	57%
	Yes – possibly	18%	16%	19%	18%	15%	22%	17%	15%	17%	21%
	No	11%	10%	8%	20%	11%	7%	6%	11%	12%	14%
	Not sure	5%	5%	5%	6%	3%	3%	5%	1%	3%	9%
Do you currently use Council's bulky waste collection service?	Yes, two times per 12 months	41%	42%	44%	43%	40%	38%	44%	46%	44%	32%
	Yes, once per 12 months	38%	37%	34%	35%	45%	39%	37%	36%	39%	40%
	No	19%	20%	18%	19%	15%	22%	17%	17%	15%	24%
	Not sure	2%	1%	4%	3%	1%	2%	2%	1%	1%	4%
Do you support Council using more recycled materials in infrastructure?	% Yes	98%	97%	96%	98%	99%	100%	98%	100%	96%	98%
Q18. We will read out some ways that Council could help the community to do more to prevent litter in public places. Of these, please nominate your top two.	Support restricting or banning single use take	76%	75%	76%	75%	79%	76%	75%	78%	78%	75%
	Increase signage and education	45%	42%	47%	47%	44%	44%	38%	47%	51%	42%
	Spend more on litter clean ups	22%	16%	17%	28%	26%	24%	29%	23%	18%	20%
	Support volunteer programs for clean-up events	35%	36%	36%	31%	36%	34%	41%	32%	29%	37%
	Remove litter bins and encourage the community to take waste home with them	9%	12%	11%	8%	7%	8%	6%	9%	7%	13%
	None of these	3%	7%	3%	2%	2%	3%	2%	3%	4%	3%
Would you be interested in taking part in Council's community workshops to further explore these topics?	% Yes	41%	47%	40%	44%	39%	37%	56%	49%	38%	26%

WASTE & THE CIRCULAR ECONOMY: REF 6572, FEBRUARY 2023

## 5. APPENDIX – DATA TABLES

Question	Response	Total	Gender		Housing type		Rent vs own	
			Male	Female	House	Apartment	Rent	Own
Satisfaction with current Council waste collection and recycling service	Satisfied	74%	76%	73%	75%	69%	68%	73%
	Neither satisfied nor dissatisfied	16%	16%	16%	16%	18%	28%	13%
	Dissatisfied	10%	8%	11%	9%	12%	10%	9%
Which of the following do you currently do to reuse or repair items?	Repair household items ourselves where possible	55%	57%	51%	58%	51%	100%	94%
	Frequently use reusable containers or cups for takeaway food and/or drink	82%	74%	86%	82%	76%	81%	81%
	Buy second hand goods from op shops, toy libraries, garage sales or the like, or Kimbriki buy back centre	61%	55%	64%	61%	57%	49%	59%
	Take items for repair or refurbishment by a repair shop/men's shed or similar	52%	47%	55%	50%	58%	50%	52%
	Buy second-hand goods online	50%	48%	51%	51%	50%	45%	48%
	Support charities, not for profits and businesses that repair items and offer used items for sale	88%	88%	88%	85%	79%	86%	88%
Which of the following could Council do to help your individual household reuse and repair more items?	Help support a community reuse and repair hub for repairing and reusing used items at Kimbriki	79%	73%	82%	82%	72%	83%	79%
	Help support a community reuse and repair centre for repairing and reusing used items at other locations in the LGA	77%	77%	78%	78%	74%	80%	77%
	Provide more workshops on reusing and repairing used items	64%	68%	66%	65%	60%	74%	63%
	Provide more information on website about local swap and sell groups, including online forums and specific markets/events	64%	62%	65%	65%	57%	49%	63%
Which of the following ways do you currently engage in recycling?	Place recyclables in my yellow and blue lid bin at home	99%	100%	99%	100%	98%	100%	99%
	Drop off used items to locations or stores that advertise collection, e.g. batteries, ink cartridges, mobile phones	76%	80%	73%	78%	69%	76%	76%
	Take items including electronic waste or vegetation directly to a recycling facility, e.g. Kimbriki	73%	79%	68%	79%	51%	58%	76%
	Use 'Return and Earn' Stations for drink container recycling	43%	43%	42%	46%	32%	49%	43%
Which of the following are obstacles to you recycling?	Not enough accessible locations to drop off problem wastes like batteries, paints, electronic waste, household chemicals	62%	63%	61%	63%	62%	60%	63%
	Concerned that items are not recycled	58%	56%	60%	58%	60%	62%	58%
	Too difficult to understand what I can and can't recycle	30%	29%	30%	28%	35%	27%	30%
	Other barriers	28%	29%	30%	28%	28%	29%	27%
	Can't transport the goods for recycling	25%	24%	26%	24%	28%	26%	25%
	No barriers	10%	8%	10%	9%	10%	12%	9%
Do you support Council rates being invested in trial programs and innovations to help recycling more types of waste?	Yes	86%	88%	84%	86%	84%	87%	85%
	No	14%	12%	16%	14%	16%	13%	15%
Do you currently place all of your food waste in your red bin?	Yes	62%	62%	61%	56%	80%	77%	58%
	No	38%	38%	39%	44%	20%	23%	42%
If it was an option, would you be prepared to separate your food waste for collection by Council?	Yes - definitely	67%	61%	71%	66%	68%	76%	65%
	Yes - possibly	18%	20%	16%	18%	17%	13%	19%
	No	11%	14%	9%	11%	12%	10%	12%
Do you currently use Council's bulky waste collection service?	Yes, two times per 12 months	41%	36%	45%	44%	36%	42%	42%
	Yes, once per 12 months	38%	42%	35%	38%	37%	32%	39%
	No	19%	19%	18%	16%	26%	23%	17%
Do you support Council using more recycled materials in infrastructure?	Yes	98%	99%	97%	98%	98%	98%	98%
	No	2%	1%	3%	2%	2%	2%	2%
Q18. We will read out some ways that Council could help the community to do more to prevent litter in public places. Of these, please nominate your top two.	Support restricting or banning single use take away packaging	76%	73%	78%	77%	78%	74%	77%
	Increase signage and education	45%	46%	44%	44%	50%	45%	45%
	Spend more on litter clean ups	22%	20%	24%	23%	19%	18%	23%
	Support volunteer programs for clean-up events	35%	33%	34%	35%	33%	40%	33%
	Remove litter bins and encourage the community to take waste home with them	9%	10%	9%	9%	12%	12%	9%
	None of these	8%	8%	8%	8%	2%	2%	8%
Would you be interested in taking part in Council's community workshops to further explore these topics?	Yes	41%	44%	39%	42%	44%	46%	42%



this page is intentionally blank







Taverner Research Group  
T +61 2 9212 2900 | W [www.taverner.com.au](http://www.taverner.com.au)  
A Level 2, 88 Foveaux Street, Surry Hills, NSW 2010 |  
Taverner Research Group is wholly owned by Tobumo Pty Ltd | ABN 93 003 080 500

**Taverner** 



**Northern Beaches Council**  
Waste and Circular Economy Report, April 2023



**HONEYCOMB**

## Background & Objectives



The Northern Beaches Council is looking to develop a long-term waste and circular economy strategy, which will be co-designed with members of the community.

The Council is currently commencing phase 2 of the engagement plan which seeks to test and explore community ideas around waste management and circular economy initiatives. It is important to understand the behavioral shifts that will occur when the initiatives are implemented and to learn how best to ensure that the initiatives will appeal to community members.

In order to inform on these objectives, the research needed to...



### Understand engagement and appeal

What is the appeal for specific initiatives and how likely are community members to engage with them? What level of engagement, including willingness to pay do they have?



### Identify barriers to engagement

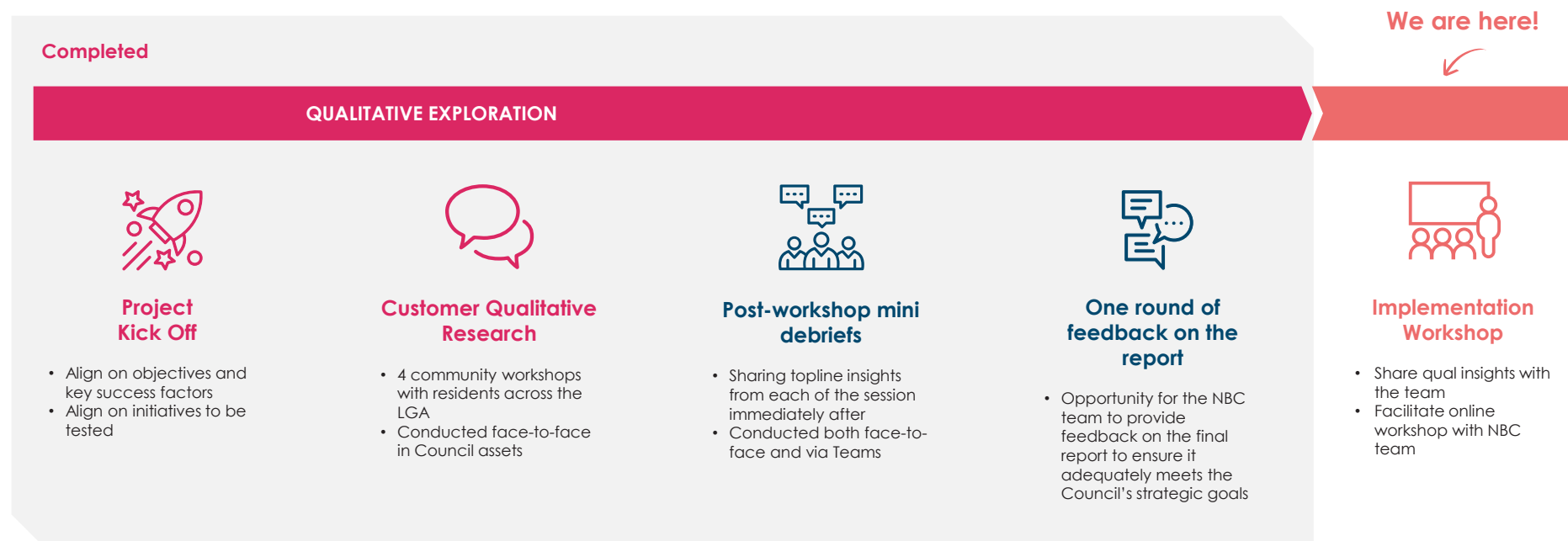
What aspects hold community members back from participating and how they can be reduced?



### Identify behaviour change initiatives

What initiatives can best help to influence a positive change in behaviour?

## We conducted **4 community workshops** with residents to better understand current waste practices and evaluate key initiatives



## Four workshops were run with a **total of 27 residents** across the Northern Beaches LGA representing a diversity of housing status



### Workshop 1: Brookvale

**Tuesday 14 March**

- n=5 residents from Manly ward
- All owner occupier (4 SUD, 1 MUD)
- Recruited by NBC



### Workshop 2: Forestville

**Wednesday 15 March**

- n=7 residents from Curl Curl, Frenchs Forest, Narrabeen & Pittwater wards
- All owner occupier (6 SUD, 1 MUD)
- Recruited by NBC



### Workshop 3: Mona Vale

**Thursday 16 March**

- n=5 residents from Narrabeen and Pittwater wards
- n=4 owner occupier (all SUD); n=1 renter (MUD)
- Recruited by NBC

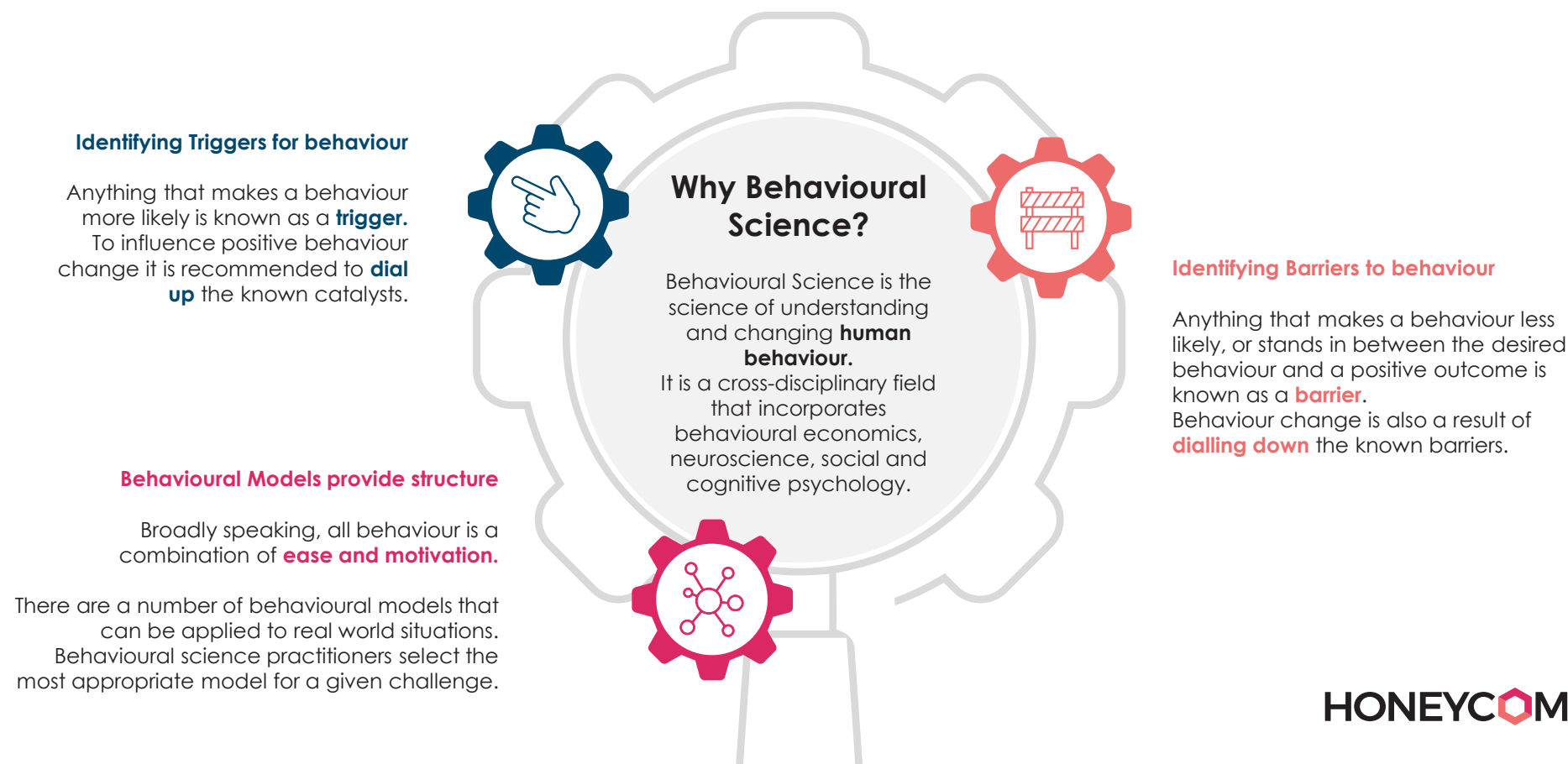


### Workshop 4: Brookvale

**Thursday 30 March**

- n=10 residents from Curl Curl, Manly, Pittwater & Narrabeen wards
- n=5 owner occupier (3 SUD; 2 MUD)
- n=5 renter (all MUD)
- Recruited by Honeycomb

## Behavioural Science has informed every stage of this project, from research design to data synthesis and recommendations



## Executive Summary

1.

**Current household waste practices are the result of both learned and habitual behaviours that have been developed over time.**

Disrupting these behaviours and making the new behaviour both easy and motivating to do is the key to a successful initiative.

**Residents are more likely to opt out of a new initiative if additional unnecessary behavioural steps are required for compliance.**

2.

**A significant majority of Northern Beaches households do not currently separate any of their food waste.**

The food waste initiative therefore has the most potential to bring lasting and meaningful change to the LGA if new food waste habits can be established.

**Keep the initiative's behavioural requirements simple by adding a 5<sup>th</sup> to maximise the chance of its success**

3.

**Currently, many households end up sending unwanted but usable goods to landfill even if they attempt to redirect it.**

The only other options that currently exist (sell / giveaway online or take to op shop) each come with barriers that are too high to overcome for many.

**While the community hub is received positively, residents have several outstanding questions about its feasibility.**

4.

**Waste avoidance is seen as a significant problem by many Northern Beaches residents, who want to see legislative change to address it.**

This frustration can often spill over and be misdirected towards council because it is more accessible than either state or federal governments.

**There is a strong desire to see council take a leadership position on this issue by collectivising with other LGAs.**

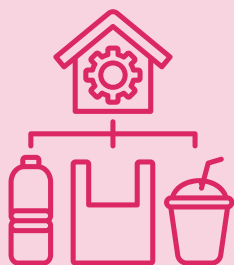
5.

**While litter is oftentimes not viewed as a significant problem for the Northern Beaches, when it is acknowledged, blame is often directed towards others.**

This is partly because 'litter' is associated with single use items, so it is easy to dismiss if the resident doesn't consume those items.

**To address public litter, residents need to be made aware of the multiple forms of litter that exist.**

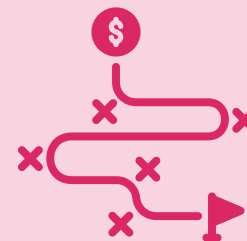




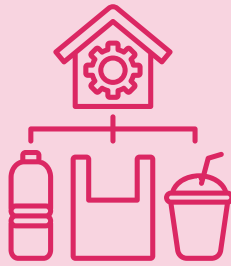
Understanding  
current waste  
practices



Initiatives deep  
dive



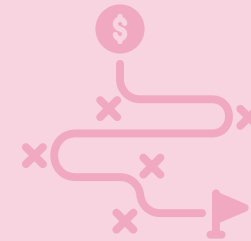
Considerations  
for the waste  
strategy



Understanding  
current waste  
practices



Initiatives deep  
dive



Considerations  
for the waste  
strategy

# Household waste management can be complex and overwhelming; habits are therefore developed to reduce the cognitive load



## Behavioural Science: Habits

*Habits are patterns of behaviour that have become automatic. They are created and maintained via a neural loop connecting a behavioural cue with an action and reward. Habits are a way of reducing our brain's cognitive load.*



## Behavioural Science: Cognitive Load

*We have an innate preference to reduce the cognitive demand placed on our thinking throughout the day. Strategies and biases that aim to reduce cognitive tend to be preferred*

**Current behaviour:** Residents often outsource their waste management and use shortcuts and cues to avoid having to consciously think about their behaviour each time something must be discarded.



### Where habits show up

- Referring to posters in the bin room to double check which items are suitable for each bin
- Separation of organic food waste for home composting (knowing which items can and can't be composted)

### Why they are relevant to the waste strategy...

- Because they are automatic, habits require disruption for a new set of behaviours to take root



### Where Cognitive load shows up

- Defaulting to the hard rubbish collection for items that can otherwise be recycled, to reduce cognitive load
- Conducting extensive google searches and posting online to offload unwanted items

### Why it is relevant to the waste strategy...

- Tasks that require too much cognitive effort will frequently be abandoned in favour of an easier option
- If a person feels a task is too hard, this is enough to increase cognitive strain and trigger disengagement

# Solutions to uncommon waste disposal problems are often niche and not widely known



## Behavioural Science: System 1 thinking

There are two modes of processing information: System 1 - fast, intuitive, effortless and automatic. System 2 - effortful, analytical, concentrated, slow and reasoned: we live most of our lives in the fast and automatic System 1.



## Behavioural Science: WYSIATI

An anagram for 'what you see is all there is'; WYSIATI is an example of System 1 at work. People are likely to believe that what is known or visible to them is all that exists, rather than search for additional information.

**Current behaviours:** Some residents spend time and effort researching the various waste options available to them (e.g., for discarding perfume bottles) but many do not make this effort so default to the hard rubbish collection



### Where System 1 thinking shows up

- The immediate connection that many residents make between the failed RedCycle program and a new initiative to recycle other items
- The disbelief that the proportion of landfill that is food waste is close to half.

### Why it is relevant to the waste strategy...

- System 1 thinking needs to be disrupted with shocking statistics and carefully selected imagery to combat assumptive thoughts among residents



### Where WYSIATI shows up

- In the belief that an item can't be recycled if a person doesn't know how to process it or where to take it
- The belief that there are few options available for rehousing or repairing unwanted items because the options are unknown

### Why it is relevant to the waste strategy...

- People are unlikely to search for new information that is not right in front of them. New initiatives and programs need to be made extremely obvious.

## Many residents express scepticism that their waste is being properly processed and can often be harsh in their judgement of others



### Behavioural Science: Fundamental Attribution error

*When making judgements about others' behaviours, we often attribute their mistakes to fundamental flaws in their disposition rather than situational or contextual factors.*



### Behavioural Science: Cognitive Dissonance

*This bias describes the discomfort we feel having conflicting beliefs and attitudes, and instead of changing behaviour we will often reject, debunk or avoid new information.*

**Current behaviours:** There is a noticeably negative attitude towards those who are seen to be dealing with waste in the wrong way (e.g., littering) and a related expression of distrust for waste management companies to avoid having to change behaviour.



#### Where attribution bias shows up

- The commonly expressed feeling that people who litter are lazy and don't care, but when those same residents report defaulting to hard rubbish the reasons given are because there was a lack of time and resources to take any other option.

#### Why it is relevant to the waste strategy...

- We need residents to take responsibility for their own waste contribution – and feel pride in the positive effects they can create – if we are going to change their behaviour around it.



#### Where cognitive dissonance shows up

- When faced with the statistic that nearly half the red bin is food waste, the most common response is disbelief, followed by an assumption that it must be other people who are contributing to this figure

#### Why it is relevant to the waste strategy...

- It is oftentimes easier to discount new information that contradicts our beliefs than change our own behaviour. Disruptive statistics need to be framed correctly to avoid dismissal.

# Some residents are triggered to change their waste practices when the visibility of others' behaviours or the volume of waste become salient

**Current behaviours:** It is increasingly common for residents to attempt to rehouse or recycle their goods (that are not able to go in the current recycling bins) via online platforms and social networks

## Where saliency shows up

- Residents who begin composting during COVID when it became obvious how much food waste was going to landfill
- The disruptive nature of the statistic of 48% of landfill being food waste

## Why it is relevant to the waste strategy...

- Residents will be less likely to be motivated to change their behaviour if problems with existing processes - or the ease of adapting to new solutions - are not made salient

## Where social norms show up

- Residents frequently report being aware of the waste schedule by noticing which bins have already been put out by their neighbours
- Community WhatsApp and Facebook groups (E.g., buy, swap, sell) bring awareness to a growing social norm for circular economies.

## Why they are relevant to the waste strategy...

- Because they operate at a subconscious level, social norms are one of the most powerful ways to motivate behaviour. They can also be combined with in-group bias to pull a powerful lever of identity.



## Behavioural Science: Saliency Bias

*The saliency of something makes it stand out relative to its neighbours. Saliency creates cognitive ease, so our system-1 automatically picks it up. Saliency plays on in-built evolutionary systems to recognise something valuable or dangerous to us.*



## Behavioural Science: Social Norms

*Social norms are collectively held beliefs about what kind of behaviour is appropriate in any given situation. We have a tendency to adopt the opinions and follow the behaviours of what is perceived to be the majority.*

# Northern Beaches residents express a love for the LGA and a pride in their identity that can prompt or reinforce positive waste behaviours

**Current behaviours:** Northern Beaches residents are explicit in their love for their LGA. They often express a sense of gratitude for the ability to reside there, plus an appreciation for its people, who are often viewed as laid back and friendly.



## Where the affect heuristic shows up

- When asked what they value most about living in the LGA, Northern Beaches residents frequently list places of natural beauty in the area

## Why it is relevant to the waste strategy...

- Tapping into the affection many residents feel towards their LGA will be important – and effective – in motivating behaviour change around waste management



## Where in-group bias shows up

- There is a degree of tribalism that is evident when talking to Northern Beaches residents that is often expressed as pride in the locale and an acknowledgement that 'locals' don't like to leave the LGA very often

## Why it is relevant to the waste strategy...

- Leveraging a sense of specialness and community feeling will be an effective way to communicate with residents about the changes being made to the way their waste is being collected.



## Behavioural Science: Affect Heuristic

*When making decisions we often rely on how we feel in the moment rather than concrete evidence. It is a cognitive shortcut designed to fast track a decision or reach a conclusion.*



## Behavioural Science: In-group bias

*We have a tendency to give preferential treatment to others who belong to the same group as we do.*



## Summary of key triggers and barriers to changing behaviour around waste management on the Northern Beaches

### Triggers to change behaviour



These need to be dialled  
up or leveraged in the  
waste strategy

#### Triggers

- Salience of waste produced
- Social norms
- Tribalism / ego
- Affect: love for the LGA and its environment / natural resources

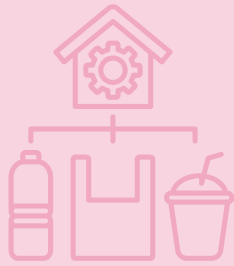
### Barriers to Change behaviour



These need to be dialled  
down or overcome in the  
waste strategy

#### Barriers

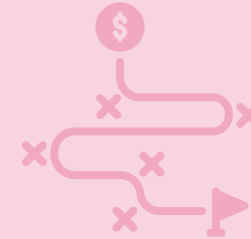
- Existing habits and defaults
- Cognitive strain / confusion – it's too hard / mental overwhelm
- Lack of awareness to solutions / the solutions are too niche
- Attribution bias: it's other people, not me
- Scepticism that waste is dealt with in the right way



Understanding  
current waste  
practices



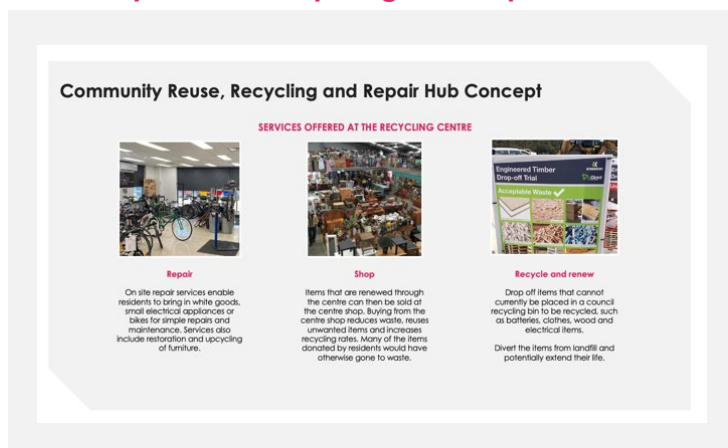
Initiatives deep  
dive



Considerations  
for the waste  
strategy

## Two of the four concepts were prioritised in the workshops, with residents asked to respond to several deep dive prompts

### Community Reuse, Recycling and Repair Hub Concept



↪ **Ideal location** of the community hub

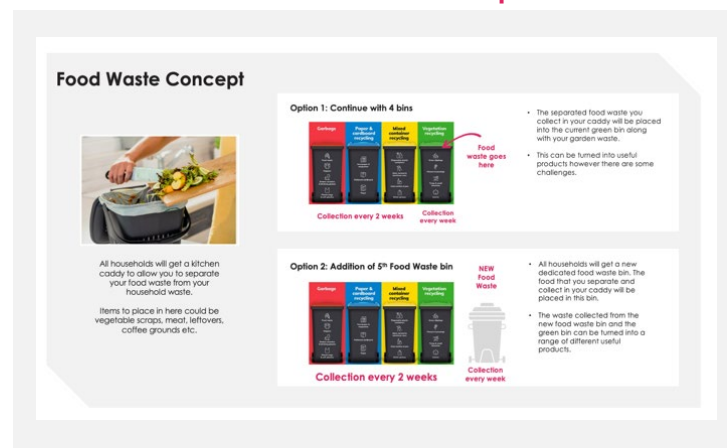
**Options for transporting** goods to the community hub

**Motivations for accessing** the community hub

**Behavioural barriers to accessing** and frequently using the community hub

**Barriers to existing waste solutions** that the community hub will target

### Food Waste Concept



↪ **Existing food waste** separation behaviours in the home

**Initial preferences** between options 1 and 2

**Willingness to adopt** a kitchen caddy system

**Behavioural barriers** to separating food waste and additional bin

**Responses to impact** on household waste collection and impact on behaviour

---

# 1. Community Hub Concept

---

HONEYCOMB

17

## Most residents are enthused by the community reuse, recycling and repair hub, but questions of feasibility and engagement linger

Key behavioural trigger to adoption:



Cognitive load & overwhelm

The existing solutions to repair, sell or discard items suitable for the community hub are too niche and convoluted, requiring persistence and mental effort.

“

*I was trying to get rid of perfume bottles but if you contact the EPA they tell you one thing, but when you get there, they tell you a different thing”  
(Female; MUD; renter)*

Key behavioural barrier to adoption:

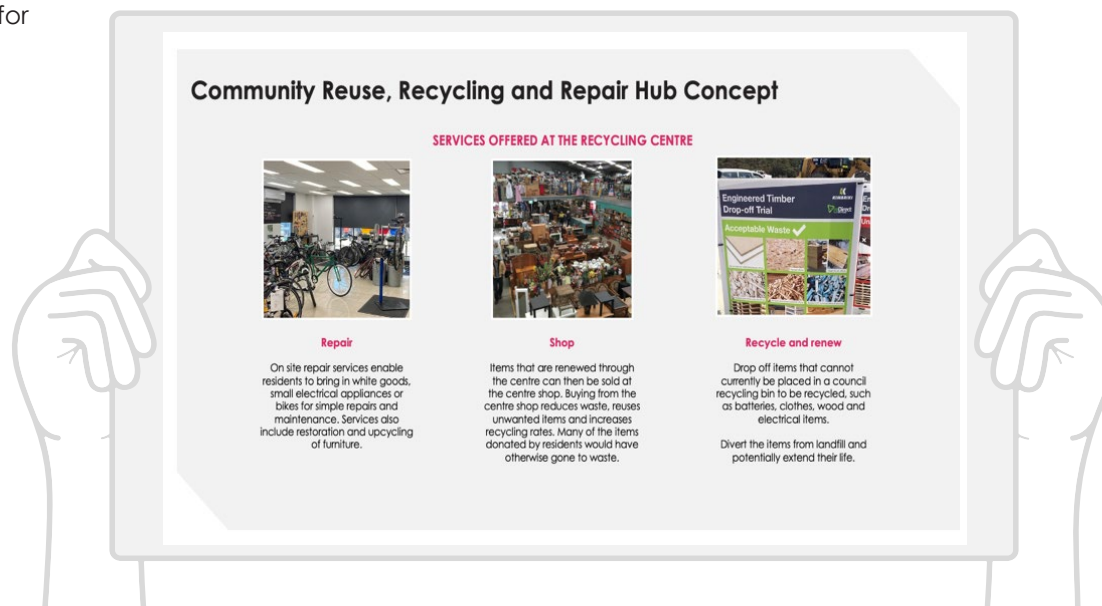
Existing habits / defaults



More residents seek to rid themselves of items than accumulate more or repair those they already have. The hard rubbish collection is an easy default strategy.

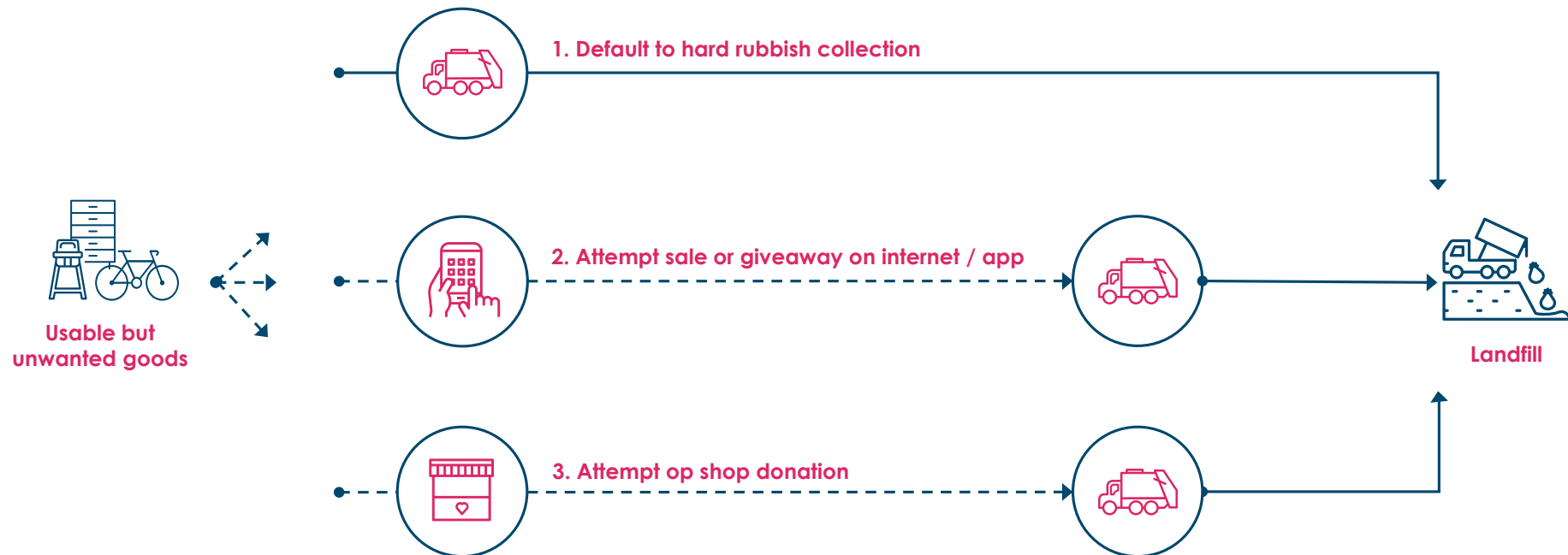
“

*Unless you've got access to Facebook or some way to sell stuff yourself or transport it, you'll put it in hard rubbish (Male; MUD; renter)*



**HONEYCOMB**

## Hard rubbish collection is currently the inevitable end point for many usable goods because the process to offload them is too hard



Although there are barriers to each of the solutions that many residents try to access, because hard rubbish is always an available alternative, few persist if they encounter hurdles along the way.

## Despite the guilt associated with discarding usable items to hard rubbish, it remains the most convenient method for many residents

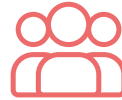


Those who default to hard rubbish collection frequently lack the space or mental bandwidth to research other options to avoid landfill.



They are primarily **motivated by** the need to rid themselves of extra items taking up valuable space

*"I would like to say that I'm more environmentally friendly but I'm not, I just want it out of my house...I have 3 kids, I just need stuff out of my house" (Female; MUD; renter)*



The hard rubbish collection is the default option for the following audiences...



**Renters** often need to move out of their homes quickly, so don't have time to search for other options *"It costs money every time you move, people struggle with that, so they dump their stuff" (Female; MUD; renter)*



**Apartment dwellers**

Lack the space required to hang onto unwanted goods until its future owner can take possession *"I'm a big chucker coz I don't like clutter, so if it's damaged just chuck it out," (Female; MUD; renter)*



**Older residents** lack the means to transport their items or arrange a sale / giveaway *"It's very hard for older people who are moving into aged care, they don't have the internet or relatives who live around here" (Female; SUD; owner)*



The current hard rubbish collection fulfills key resident needs, so these barriers associated are not strong enough to deter usage:

- The reluctance to trigger others to contribute their own waste to the hard rubbish pile
- The guilt associated with sending usable goods to landfill



Although there is a latent desire in many residents to find alternative methods to repurpose unwanted items, oftentimes this desire is not strong enough to compete with the convenience cognitive ease provided by the hard rubbish collection.



## Attempts to avoid landfill often encounter hurdles that can prompt residents to then default to the hard rubbish option

The common ways to sell/giveaway online are via Facebook Marketplace, Gumtree or via community WhatsApp groups. Additional online resources can be found to repair or for niche items



- Niche services or repair shops are **oftentimes located far away** or have irregular opening hours
- The potential to **attract 'tyre kickers'** who will try to lowball you on price after you've set aside an afternoon at home to meet them is a risk when selling or giving away online

*"I very rarely give something away for free because you just get these crazy people around our area." (Female; SUD; owner)*



Many residents do not want to receive money for their unwanted goods, so prefer to offer them to charities in the area.



- Many residents report **being turned away** from op shops with serviceable goods and the **shame** associated prevents them from returning
- Some residents have **made mental lists** of local op shops that will accept different types of goods, which takes up mental space.

*"Searching is tedious - sometimes the search will be successful, but it's never easy, curb side is the easiest thing, I'm not going to spend most of the time driving around to different locations for little individual things" (Female; MUD; owner)*



The community reuse hub has the potential to plug this gap for Northern Beaches residents, offering them an alternative to hard rubbish, but only if it can match it in terms of ease and convenience.

HONEYCOMB

21

# The biggest perceived benefit of the community hub is to serve as a central connection point between community members

## A central source of truth

Ofentimes the **biggest struggle** in diverting good from landfill is locating and **accessing the niche places and services** that will repair or recycle your unwanted good.

The community hub is seen as a solution to that problem for its ability to **provide a centralized place for residents to visit**, that if it doesn't provide what is needed on site, it would be able to give residents the definitive answer to their problem.

Additionally, the opening hours and location of the hub would provide more access to residents throughout the LGA.

*"The biggest challenge is knowing where to take stuff and knowing what is actually quality stuff" (Female; SUD; owner)*

*It would be good to know that there's somewhere you can take all that stuff coz at the moment you go to Officeworks, other places for other things, it would be good if there was one central place (Female; MUD; owner)*



## Connecting people

The community hub is seen as something that could **provide a connection point** between people who need items but don't know where to look and others who do not know how to offload their unwanted goods.

There is also an opportunity to **engage people in the community** whose skills would otherwise go unused (e.g., retired electricians).

Additionally, residents see the community hub as offering a **similar service to Men's sheds**, which are felt to have dissipated in the area in recent years.

*"People who want stuff might not know where in the marketplace it is - a much easier way of connecting the two is needed" (Male; SUD; owner)*

**HONEYCOMB**

22

## However, the hub also raises questions about feasibility, space and cost that need to be thoroughly considered before launching



### Access

Getting items to and from the hub is the biggest concern for residents.

A combination of options is the preferred model, offering residents a range of ways to access the site.

The preferred access options combine a pick-up service, drop off events throughout the LGA, and adequate on-site parking so residents can use their own vehicles

*"Needs to be somewhere with parking, not Kimbriki - it's hard to get in and out of there"* (Female; SUD; owner)



### Location

Multiple sites are preferred to allow residents from across the Beaches to access a site.

Sites that have good public transport access, adequate parking and are in non-residential areas are seen as idea.

Suggestions from residents include Brookvale, Warriewood, Queenscliff (site of old community health centre)

*"It needs to be in a commercial hub off one of 3 roads – Pittwater, Mona Vale or Warringah road"* (Male; SUD; owner)



### Cost

The payment model for the community hub remains a concern, with some residents assuming it would be a user-pays system, which would seem to contradict its purpose.

Alternatively, for those who see less value in the hub, there is less appetite to fund it using rates, unless the benefits are realised for them.

*"Will they charge you? What is the cost? is it user pays or does everyone pay for it?"* (Female; SUD; owner)



### Input

There is some confusion about how much a person will have to be involved in activities at the hub in order to realise some benefit from it.

For many residents, the desire to access the hub is to discard unwanted items (like an op shop) so find the cyclical nature of the concept less relevant.

*"There're two types of people and Council collection is already pretty good for those who aren't engaged with waste"* (Female; MUD; owner)

## The biggest risk to the community hub is the fundamental imbalance between residents' need to offload versus their need to repair or reuse

### Strong need to discard

With few economic barriers to purchase goods new from shops such as Kmart or BigW, many residents acquire items at a pace they cannot sustain in their households.

Given these items were frequently very low cost to purchase new, residents do not feel they have a re-sale value worth pursuing. This is reinforced by the unwillingness of many op shops in the LGA to accept them as donations.

Therefore, many residents default to the hard rubbish collection for these items, for which the community hub might become a replacement.

*"One of the logistical issues with this hub is you'll inevitably have people gifting what is waste that the council will then have to get rid of"* – Male; SUD; owner

*"I'm trying to declutter my life, not bring more into the house"* – Male; SUD; owner



This is a broader structural issue that the community hub might struggle to respond to if it does not consider including areas outside the LGA as part of its circular economy.

### And a lesser need to maintain

Overall, residents are more concerned with discarding items than repairing or reusing them. While they would like to know their goods are being used and enjoyed, they are mostly motivated to remove things from their plate.

If it is going to work, the community hub is seen as something that will require resident participation (e.g., repairing items, learning skills) rather than a 'drop and run' facility, which is what they mostly need.

Although many can see the community value of the hub, they view the pace of their lives and desire to buy goods new for themselves and their homes as barriers to ensuring its success.

*"A majority of people just want to get rid of those items then go and buy new items, having somewhere to drop things off wouldn't work, people would just dump things like in the clothing bins"* – Male; SUD; owner

---

## 2. Food Waste Concept

---

HONEYCOMB

25

## The food waste initiative touches every household so residents can easily grasp its importance and impact

Key behavioural trigger to adoption:



Social norms & In-group bias

Here the efforts currently being made by Northern Beaches in waste management (e.g., green waste) to encourage self-herding behaviours (i.e., Northern Beaches residents are great at waste management).

“

*That is more motivating too, we have this great green bin product, let's not mess with that –*  
**Female; MUD; renter**

Key behavioural barrier to adoption:

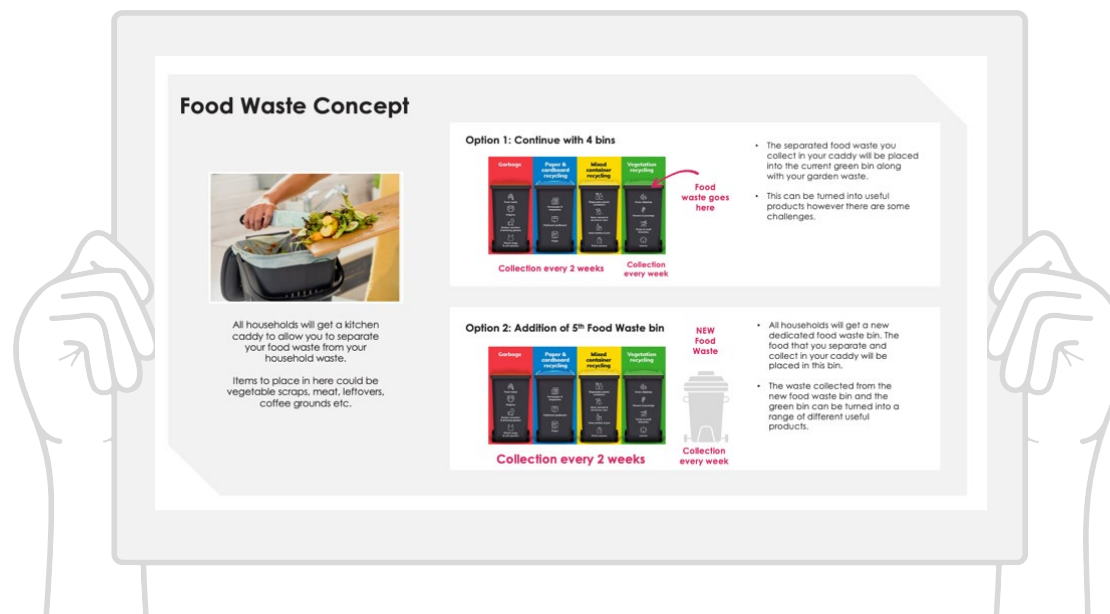
Cognitive load & Confusion



Separation of waste items in the home largely happens by default and through habits. Making the new system as easy as possible will create less friction for the new behaviours to stick.

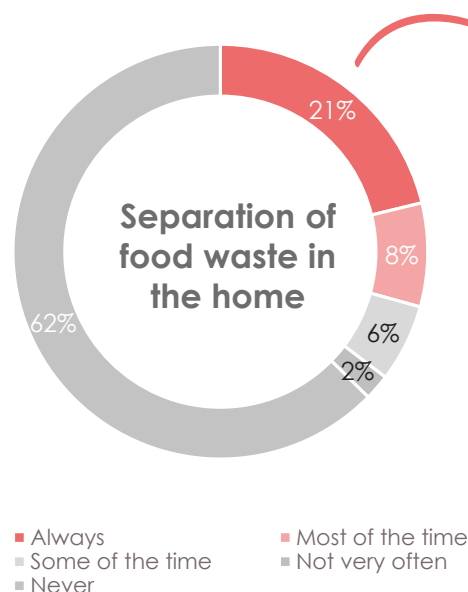
“

*In our garbage area we have a big poster that says what can go where, and I look at that every single time, I don't have the space to retain that information -* **Female; MUD; renter**



**HONEYCOMB**

## Those who separate food waste are often repeating a childhood experience or have become fed up with sending food to landfill



Only 1 in 5 residents always separate their food waste from the red bin



### Catalysts

- Oftentimes composting is **learned behaviour** picked up in the childhood home. Many residents report resuming this practice once they have their own space and/or to teach their own children.
- Coming face-to-face with **how much food waste is produced** in the home is disruptive enough to build motivation to divert some of that from landfill
- Only the most motivated **MUDs** are currently separating food waste, as they **require someone else to compost it.**

“

*We started composting through COVID, I couldn't cope with the amount of food waste that was going in the bin, growing up we all did it (Female; SUD; owner)*



### Difficulties

- **Knowing what can and can't be composted** is the biggest reported challenge. While this becomes the stuff of habit over time, some report lingering feelings of confusion.
- Currently, **only organic waste** is being composted, other food waste goes in the red bin
- It can be challenging to **manage others in the household** (especially teenage children) to ensure the household compost is not being contaminated with unsuitable food waste

“

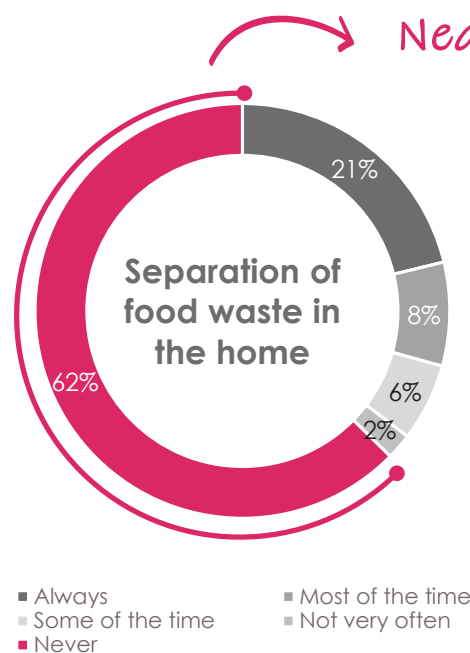
*The decision-making is very hard knowing what you can and can't do - I just do whatever is easiest and hope it will end up being recycled because there's only so much you can do (Female; MUD; owner)*

Waste and the Circular Economy; A random survey of 600 residents for Northern Beaches Council, Taverner Research Group; January 2023. Q7 "Do you currently place all of your food waste in your red bin?" (base: n=600); Q8 "How often do you separate food waste from your red bin?" (base: n=232)

**HONEYCOMB**<sup>27</sup>



## A lack of options for both SUDs and MUDs to divert food waste from landfill is currently preventing the majority from doing so



Nearly 2 in 3 residents currently place all their food waste in the red bin



### MUDs

- Because they lacked the ability to create their own compost, **most MUDs reported not separating their food waste**
- Many MUDs are open to separating food waste but want the process to be **as simple as possible**.

*"There's no option for food waste if you live in an apartment" (Female; MUD; renter)*



### SUDs

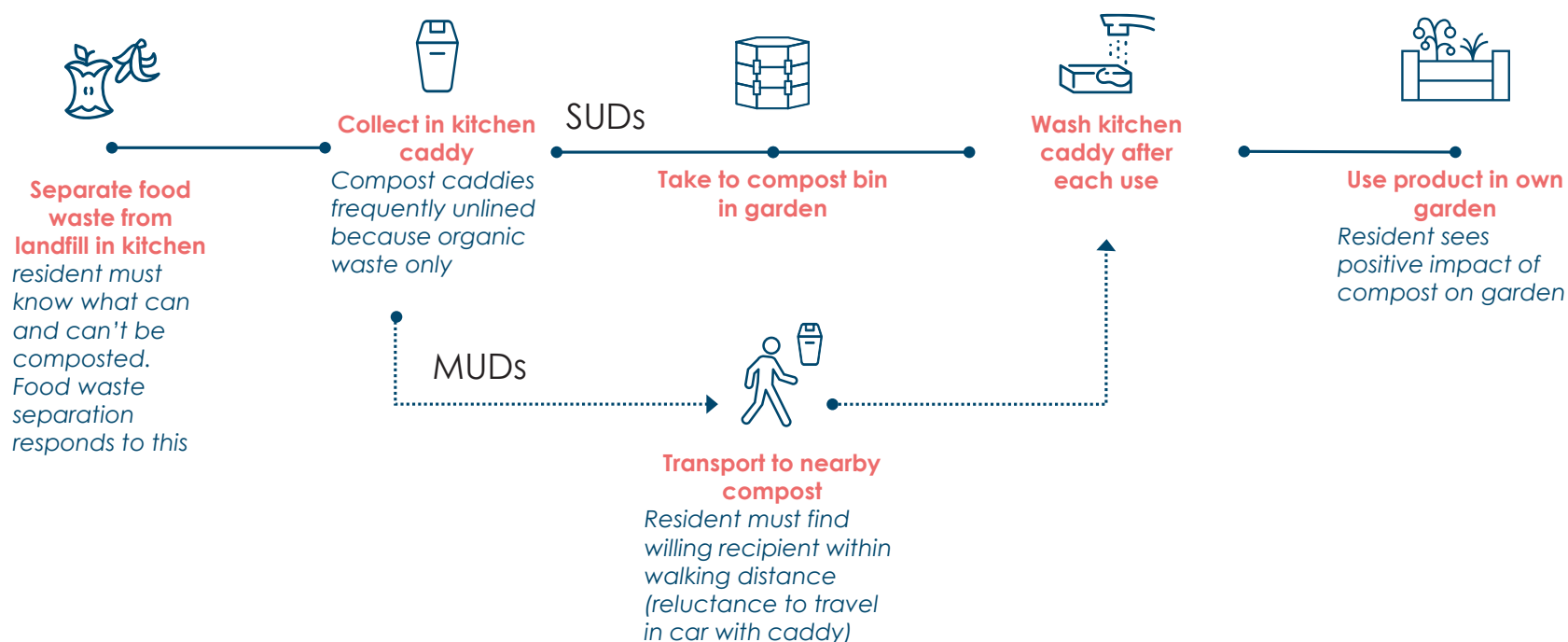
- Some reported not separating food waste because of a **lack of time and mental bandwidth** to learn about and create a home composting bin
- Not having been exposed to composting in the past, some SUDs were concerned about the **potential to attract rats** and other pests.

*"It's also a hygiene thing, rodents and things, that's why we don't do it" (Male; SUD; owner)*

Waste and the Circular Economy; A random survey of 600 residents for Northern Beaches Council, Taverner Research Group; January 2023. Q7 "Do you currently place all of your food waste in your red bin?" (base: n=600); Q8 "How often do you separate food waste from your red bin?" (base: n=232)

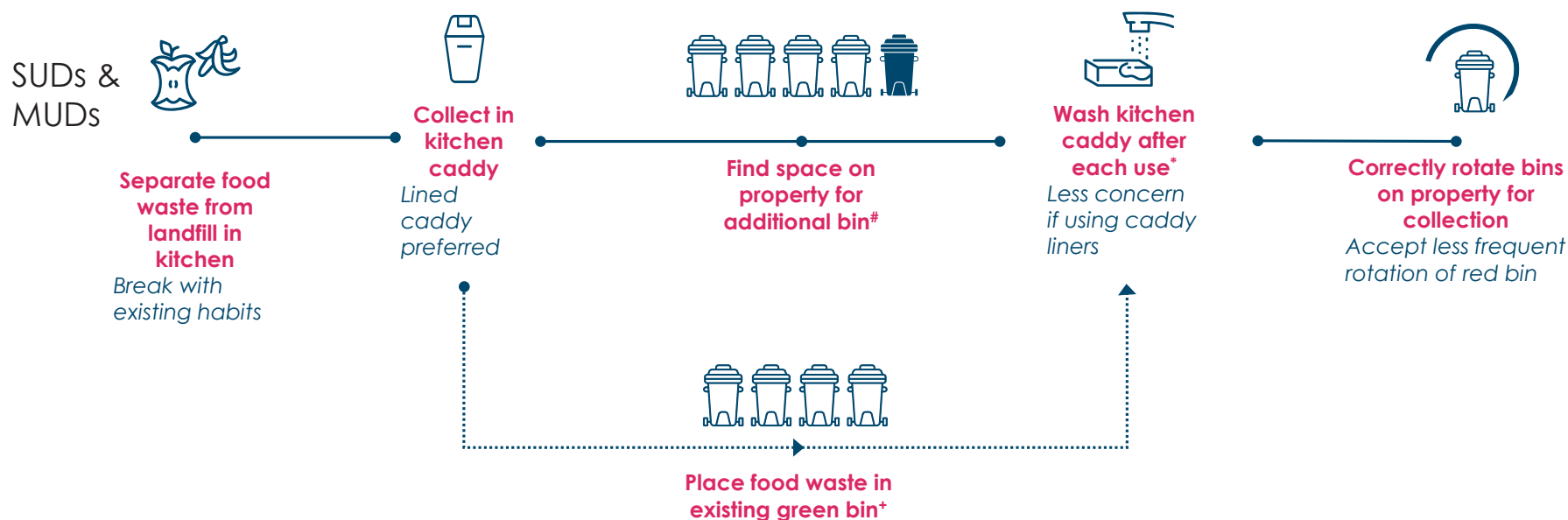
## Those who separate food waste in their homes already take several behavioural steps to compost their organic waste

Currently, **1 in 5 residents** are taking the following behavioural steps in their homes to separate and deal with food waste



## For those who do not currently separate their food waste, several new behavioural steps will have to be introduced to daily life

Nearly 2 in 3 residents would have to change their current household behaviour in the following ways to separate and deal with food waste



<sup>#</sup> Relevant for option 2 of food waste concept

<sup>+</sup> Relevant for option 1 of food waste concept

<sup>\*</sup> Less relevant if caddy is lined with eco liner

## Those who initially prefer option 1 believe it will be less disruptive for residents to adapt the way they use their existing four bins



Option 1 appeals more initially to **MUDs**, who are more concerned with a lack of space on premises.



Initial preference for option 1 amongst **SUDs** is even, with those who prefer it citing reasons of convenience rather than space.

### APPEAL

#### Reduces inconvenience

Putting food waste in the green bin feels more intuitive for some who feel it would be simpler not to have to make physical and mental space to accommodate an additional bin and its contents

*Why can't you just put all the garden and food products in the green bin? It's less confusion, less convenience" (Male; MUD; owner)*

### HESITATIONS

#### The 'yuck' factor

The green bin has a large capacity and adding food waste to it would necessitate its regular cleaning, which would be cumbersome for many. The green bin is also currently seen as 'clean', as it contains only garden organics. Adding food waste to this bin would make its contents smelly.

*"The green bin is a huge bin, if there was food waste in there I'd have to clean it every week (Female; SUD; owner)"*

#### Mirrors policy of other LGAs

The salience of the food waste policies in other LGAs makes some residents feel that FOGO is a good option (because it is proven elsewhere). Little is known of the after-effects of FOGO (i.e., processing), only that other LGAs collect food waste, while Northern Beaches Council currently does not.

*I hate the fact that you're not allowed to put food waste in the green bin, how dare you not recycle our organics, Kiama council is a terrible council and they do it" (Female; MUD; renter)*

#### Food waste anathema to garden waste

Even for those who do not currently compost, it feels intuitively wrong to add all food waste to garden waste

*"I'm not sure you can mix garden waste with food waste, you won't be able to use it, right?" (Female; SUD; owner)*

*"when we think about the garden waste, you wouldn't chuck your leftover Bolognese in there" (Female; MUD; renter)*

**HONEYCOMB**

## Those who prefer option 2 believe a separate bin will reduce the confusion that arises when considering mixing food and organic waste



**MUDs** who prefer option 2 are often more aware of the environmental impacts of food waste in landfill and do not see the additional bin as requiring too much space for the benefit provided



Most **SUDs** who prefer option 2 do so because they already utilize their green bin and do not want to contaminate such a large bin with rotting food.

### APPEAL

#### Different bin facilitates new behaviour

The current green bin ('vegetation') does not prime for the inclusion of all food waste, so a separate bin is seen as an easier way to signal a new behaviour

*"I think psychologically, if there's a dedicated bin, people are more likely to separate their waste and do the right thing"* (**Female; MUD; renter**)

#### Simplicity of messaging

Having an additional bin (total 5) will help residents easily identify the correct waste practices in their home and won't risk confusing some by linking food waste with 'vegetation / compost'.

*"When I think of composting that scares the shit out of me, say teabags, can they go in there? with the food only, you could say anything you would consume goes into this bin I would understand that, my kids would understand that"* (**Female; MUD; renter**)

### HESITATIONS

#### Resistance to fortnightly red bin collection

Although not specific to FO waste collection, many residents' kneejerk response is to reject the idea that landfill will move to a fortnightly collection. Items such as animal waste and nappies are seen as particularly problematic, especially in the warmer months.

*"You need to keep that weekly collection of the red bin, if you put the nappy thing to one side it works, but if you include them it kills it"* (**Male; SUD; owner**)

#### Some MUDs might struggle to find space

Some MUDs can't see how an extra bin could be accommodated in the space they have. Some can come around to the idea if some green or red bins are removed to compensate, but this is a conclusion that takes cognitive effort to come to.

*We live in an apartment, I don't think there would be space for us, there are 20 bins there already"* (**Female; MUD; owner**)

## Those who initially prefer option 1 can be swayed by providing some key proof points behind option 2 – but liners are key to its acceptance

Many residents who initially prefer option 1 come to prefer option 2 when the following is communicated:

### Most Disruptive



#### 'Purity' of green bin contents

Many residents are surprised that the contents of their green bin are considered to be valuable.

*"If the green bin is working at the moment, keep it like that"* (Male; SUD; owner)



#### Local processing

Appeals more to those who are already environmentally aware and concerned about carbon emissions.

*"Processing it locally makes much more sense, that means it will be more environmentally friendly to convert it"* (Female; SUD; owner)



#### More usable products

Communicating the superior end product of the FO bin reassures residents that their efforts are more worthwhile

*"The fact that the end product wasn't as useful got me on board with option 2"* (Female; SUD; owner)



#### Eco liners the key to initial success

*"Good is better than perfection" - thinks that the plastics bag will be needed for this project to work out because it's clean, maintains the smell, and makes it easier to do so for other people who don't usually do compost* (Female; MUD; owner)

*will they give us the bags to go in the food waste bin? If they didn't that bin would STINK it's essential to have liners and the council will need to provide them, the eco ones are not as good and double the price people won't buy them* (Female; MUD; owner)



If option 2 is selected by council it would be wise to raise awareness of the value of the green bin contents before launching the program, to prime residents to accept an additional bin on their property.

---

## 3. Anti-littering

---

HONEYCOMB

34



## Many residents struggle to see themselves as contributing to public littering; people who litter are framed as lazy and uncaring



**The fundamental attribution bias is contributing to this perception; many residents view littering as the anti-social behaviour of non-locals**

Many residents anchor to what they see as effective campaigns or policies witnessed elsewhere, often overseas, including:

- **Singapore:** has a no-tolerance approach to litter, attracting large fines
- **Germany:** every bin has a funny, pun-based slogan relevant to Germans
- **Japan:** does not have public bins, the expectation on the public is that they will take their rubbish home with them

Because they struggle to see themselves as contributors to public litter, few residents acknowledge an anti-litter campaign as a problem worthy of the Council's investment (relative to the other initiatives)

*"I don't like litter but at the same time I think food waste and waste avoidance are more important" (Female; SUD; owner)*

## Litter is too vague a term that is easily associated with specific items that don't necessarily represent the full scope of the issue

### FRONT OF MIND LITTER

#### Fast Food Packaging

This litter is easily identifiable with branding, particularly near the outlets. It is strongly associated with young people tossing litter from their cars.

*"I've thrown McDonald's and KFC rubbish back inside their car. Young people seem to have an awareness of climate change but they don't connect it to litter" (Male; SUD; owner)*

#### Single use items

Plastic bottles and aluminium cans, as well as takeaway coffee cups and food packaging are front of mind because they are topical

*"Empty bottle and can are most of the stuff you see on the streets" (Female; SUD; owner)*



### NOT OFTEN CONSIDERED LITTER

#### Cigarette butts

It is easy for many residents to forget that cigarette butts constitute litter because the social stigma surrounding the behaviour is so great

*"A lot of litter is actually cigarette butts but I don't think people think about that." (Female; SUD; owner)*

#### Food waste

Fruit peel (e.g., banana), uneaten food, used chewing gum

*"Do you know where that piece of gum goes? Finished with it? Bin it." (Female; MUD; renter)*



There is a need to bring salience to the types of common litter that are not front of mind for residents to help more people connect their behaviour to the problem.

## Residents nominate one of four ideal anti-litter campaigns for the Northern Beaches: emotive, punitive, humorous or identity-driven

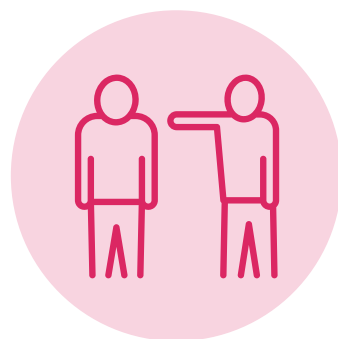


### Emotive and confronting

Bring a sense of gravity to something that people might dismiss as not having an impact

Show people where their rubbish ends up, using provocative imagery of injured wildlife or spoiled landscapes

*"Using pictures that are from the Northern Beaches, local animals that have died from our rubbish"*  
(Female; MUD; renter)



### Punitive and accusatory

Naming and shaming bad actors to bring a sense of social stigma to the behaviour

Make people feel a sense of shame for bad behaviour

Advertise large fines for those who are caught

*"Publicly identify the person. if you drink and drive on the northern beaches they get named and shamed"* (Male; SUD; owner)



### Positive and humorous

Reference the Northern Beaches laid back attitude and people

Positively reinforce the desired behaviour (pat on the back)

Use Aussie slang and puns

*"Not guilt people - they are already overwhelmed, if the message makes the individual feels good about the action they did, it will be more effective"*  
(Female; MUD; owner)



### Identity and belonging

Leverage a sense of shared responsibility: this is not how locals behave / we're better than this

Frame the correct behaviour as what someone who loves the Northern Beaches does to show their affection

*"It's really clean up here compared to other parts of the city - use that"* (Male; SUD; owner)

## Residents acknowledge that the problem of littering is mostly created by a lack of waste avoidance policies at higher government level

### Excessive packaging

The salience of unwanted and excessive packaging of common items is evident every time residents go to the supermarket, so it is a front of mind problem that they want to see Council take more leadership around

*"Things like oranges and bananas, they don't need packaging, they have a thick skin!" (Female; SUD; owner)*

### Inconsistent legislation

There is a desire to see single use items banned, and there is little understanding of the nuances in legislation that allow for some items but not others.

*"Ban single use plastic – surely council can do this, why do we still have the black trays that meat comes on in the supermarket?" (Female; SUD; owner)*

### Systemic not individual

Individual behaviours to avoid waste are seen as only the tip of the iceberg amongst the broader structural and societal problem

*"I went through my keep cup phase for a while, I'm conscious of it, if you go down to Manly there are bins full of coffee cups, I can only do so much" (Male; SUD; owner)*

**Residents see multiple layers to the issue of waste avoidance**



**A feeling of powerlessness over the abundance of single use items in circulation can lead residents to express their frustration towards Council, as they are more accessible and visible.**

Council's efforts in this space are largely going unacknowledged by residents, who feel frustrated that they're not seeing Council do more to prevent waste.

---

## 4. Waste Avoidance

---

## Many residents are frustrated that avoiding waste is a more difficult task than generating it and are desperate for legislative solutions



**This can oftentimes blow back on Council, whose ability to influence in this space is overestimated by many residents**

- Residents want to see clear, effective and consistent legislation from state and federal governments that would remove single use items from supermarket shelves and fast-food outlets.
- Currently it falls on the consumer to locate more waste conscious businesses and commit to spending their money there (e.g., bulk food stores) but these are often not accessible for many residents due to cost or accessibility barriers
- The desire to avoid waste therefore exceeds residents' current ability to do so.

*"All the NSW Councils need to come together to put pressure on the state and federal governments to do something about our society's problem with waste" (Male; SUD; owner)*

*"Council should put their money in supporting local businesses that do not have stuff in excess packaging" (Female; SUD; owner)*

## Many residents are keen to see Council take a leadership role in waste avoidance by incentivising and collectivising



### Waste ratings for small businesses

Consider creating and communicating a star rating for businesses that achieve thresholds for waste avoidance and minimisation. Rely on customers to vote with their feet accordingly.

*If a food outlet has an A rating that might mean they encourage people to BYO container...if that's the difference between Mary's and Joe's then I'll go to Mary's if it has an A rating for waste" (Female; SUD; owner)*



### Organise with neighbouring LGAs

Northern Beaches residents want to see evidence of their council engaging with other LGAs to give the State government the pressure required to force a change in waste avoidance policy

*"Why isn't council engaging with other Councils to put pressure on Coles, Woolworths, IGA etc to say we don't need all that packaging?" (Female; SUD; owner)*

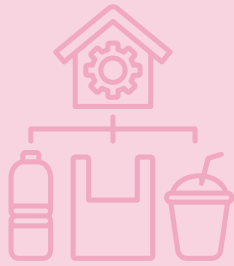


### Provide support for small businesses

To incentive small businesses to reduce their waste load consider offering financial support to those that are producing less waste

*"What if council created some kind of circular economy certification, if a small business complied, they got a discount on their waste bill?" (Male; SUD; owner)*

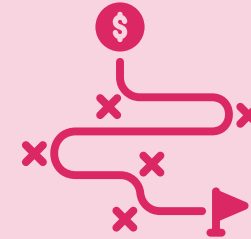




Understanding  
current waste  
practices



Initiatives deep  
dive



Considerations  
for the waste  
strategy

# For a new waste behaviour to succeed, residents must be both motivated to change and find it easy to do so

## Motivation

- Is there a clearly defined goal or target that my behaviour is contributing towards?
- Will the behaviour lead to a positive outcome?
- What is the norm in my social group? Will I perceived negatively if I don't?
- Is this behaviour in line with how I see myself?

## Consider



Clarity of purpose



Beliefs about consequences



Social Identity



## Ease

- Is the desired behaviour physically easy to achieve? Will people remember to do it?
- Does the desired behaviour ask people to do too much thinking?
- Does the environment make the desired behaviour easy to do?

## Consider



Physical ability & memory



Cognitive demands



Environmental opportunity

**HONEYCOMB**

# To avoid attracting only unusable goods, the community hub needs to provide residents with a service they cannot get elsewhere

## 1. Community Hub

### Community Reuse, Recycling and Repair Hub Concept



### Biggest barriers:

- How do we access the hub?
- How do I get things to and from the hub?
- What will the hub cost?
- Won't it just end up being a dumping ground?

## Ease of access and community connection will be key



### Frame the hub as a local point of connection

- Provide reference points for the hub that will help residents understand its purpose and prevent it being seen as 'another dumping ground' (e.g., forget FB Marketplace, Whatsapp and Gumtree...")
- Frame Northern Beaches as the authority on waste diversion and renewal and offer residents a definitive and exhaustive list of solutions for all their recycling and disposal queries.



### Provide more than one way to use and access

- Ensure opening hours are hospitable for residents who work full time
- Ensure there is more than one way to get goods to and from the hub
- Ensure site/s are on major bus routes (e.g., the B Line) and have adequate parking

# Northern Beaches residents are on board for Council to divert their food waste from landfill, but it must be easy to participate

## 2. Food waste

### Food Waste Concept



All households will get a kitchen caddy to store and transport food waste from their place.

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

#### Option 1: Continue with 4 bins



Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

Collection every 2 weeks

Notes to guide in how to collect the vegetable scraps, meat, off-cuts, coffee grounds etc.

### Biggest Barriers:

- Perception that it is too complicated to sort food waste
- Desire to keep green bin to organic waste only
- Smell of keeping food waste outside for a week
- Lack of space for additional bin

Friction must be kept to a minimum to maximise participation in the food waste program



### Leverage Social norms and in-group bias

- Build salience for the high-quality product collected in the green bin to create buy in for a separate food waste bin. Leverage social identity to achieve this (e.g., "our vegetation waste is the best in NSW")
- Communicate what the Council will provide all residents (caddy and liners) to create a sense of collectivism – we're all in this together
- Motivate action and willingness to participate by leveraging a sense of competition between LGAs (e.g., "when it comes to waste, NBC has always been ahead of the pack")

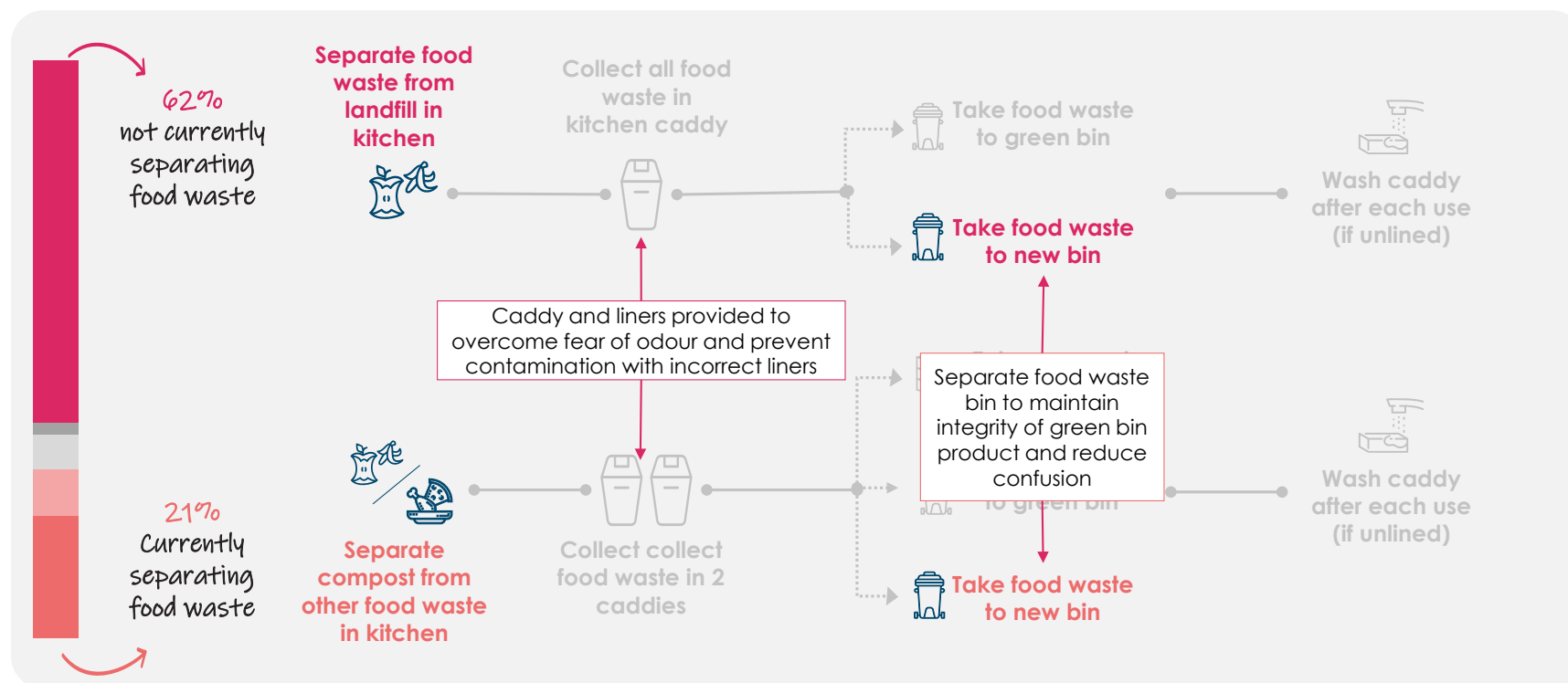


### Minimise confusion and friction

- Provide residents with a kitchen caddy per household
- Provide eco liners to prevent fear of odour from taking part in the initiative
- Provide residents with a separate food waste bin to reduce confusion and reluctance to contaminate green bin

*"I would do it if it was all food products, but no one wants to pay extra for a bin bag, everything is so expensive as it is" (Female; MUD; renter)*

With **food waste option 2**, the council will only be requiring its residents to think about their behaviour at two stages in the journey



# The right tone to strike in an anti-litter campaign for the Northern Beaches leverages both humour and the LGAs uniqueness

## 3. Anti-littering



### Biggest Barriers:

- Tendency to view others as the problem, not oneself
- Vague language does not bring to mind all forms of litter
- A tendency to 'pass the buck' and blame lack of adequate legislation against single use items

Combine provocative imagery and clever humour to disrupt residents' assumptions



### Disrupt existing assumptions about litter

- Use imagery to make the end point of litter front of mind (e.g. oceans)
- Call out specific forms of litter that are not front of mind for residents
- Use collective language (our / we) to combat the assumption that others are the problem

*"Do you know where that cigarette butt ends up?"*  
*"Cigarette butts. It's all litter and it's all our problem"*  
*"What small action could you take today?"*



### Leverage humour, positivity and social identity

- Leverage the Northern Beaches sense of tribalism to discourage the behaviour
- Generate a sense of reciprocity by thanking those who do the right thing
- Use tongue in cheek language that references outsiders' perceptions of NB residents (NIMBYs)

*"Littering? Not in my backyard"*  
*"We love our beaches. Littering. It's not what we do"*  
*"Thanks for keeping the Beaches how us locals like it"*

## Although most residents acknowledge waste avoidance is a structural and legislative problem, they want to see Council push for change

### 4. Waste avoidance



#### Biggest Barriers:

- Minimising waste is a more difficult task than generating it – there are few no-waste options
- The tendency for frustration to lead to inaction / feeling like the individual is too small to make a positive difference

Residents want to see council advocating for the LGA and its businesses and residents



#### Enable residents to make an informed choice

- Provide 'scores on doors' style ratings for small businesses in the LGA to encourage them to be more waste conscious
- Communicate what council is doing with other LGAs to push for progress in waste avoidance policies at the State government level

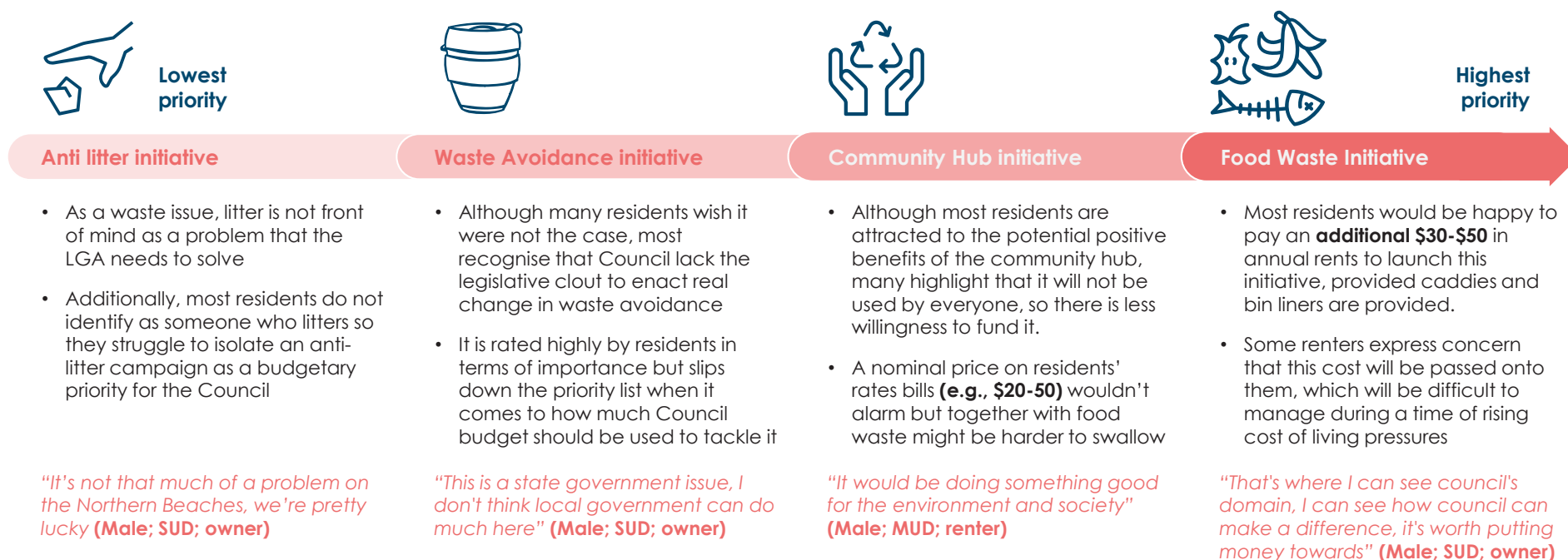


#### Make it easy for residents to choose the best option

- Throw Council support behind businesses and organisations that are more waste avoidant
- Offer financial rewards (e.g., free advertising space) to businesses for being waste avoidant to improve their exposure in the community



## The majority of residents are happy to fund the food waste concept with rates because they recognise the benefit for the entire LGA





# Thank You

Prepared by Sonja Ryals

**HONEYCOMB**

Ph: 03 9957 8822  
hello@honeycombstrategy.com.au  
Level 5, 24-26 Cubitt Street, Cremorne VIC 3121  
[www.honeycombstrategy.com.au](http://www.honeycombstrategy.com.au)

Submissions summary and responses

No.	Date Received	Issue Raised	Council Response to Issue
1	4/07/2023	<i>This application will have negative effects on the tranquility and peace of the Bible Garden; The destruction to the hillside to build a large dwelling, plus pool will undoubtedly impact the Bible Garden significantly.</i>	The Planning proposal seeks to permit a dwelling on that portion of the site directly underneath the viewing platform of the Bible Garden. There will be height restriction also imposed on this land to ensure it does not detract from views enjoyed from the viewing platform. This land was and continues to be used as a residential property since the 1960's when the Bible Garden was first established; and this Planning Proposal aims to facilitate the original planning intent for this land as agreed to by the former and original owners of the land, the Trustees of the Bible Garden. Any future proposal for a dwelling house and pool is subject to a Development Application, which will need to be lodged to Council in future and assessed on merit.
2	4/10/2023	<i>I believe this proposal will negatively impact the amenity of the Bible Garden; It will negatively impact the amenity and experience of users of the Garden; The proposal to allow the zoning to be altered to permit substantial building works for a large home, pool and garage, on a steep slope, conflicts with Council's stated desire to preserve Pittwater's natural environment, will permanently remove flora and fauna, substantially reduce important green corridors and create potential geotechnical problems; It will reduce and shrink the natural environment surrounding the Bible Garden, reduce its ability to achieve its stated purpose of providing a reflective and peaceful experience for the public from this heritage listed, community amenity, scar the natural landscape, and surround a small pocket of peace with the further intrusion of additional and over-built hard surfaces.</i>	The Bible Garden and its viewing platform is surrounded by existing residential properties. 6 Mitchell Road was previously part of the Bible Garden land and contained a dwelling house before the original owners, Trustees of the Bible Garden excised the land with the dwelling house and sold it privately. The rezoning relates to a portion of the side directly underneath the viewing platform, seeking to permit a dwelling on that very portion of the site. A provision is also applied on the height of building on the land. The rezoning facilitates the original intent for the land when it was subdivided by the original owners, to continue to accommodate a dwelling of this land. Any development on the land will be subject to a Development Application at which time, Council will need to assess the development on merit.
3	2/08/2023	<i>As Council is no doubt aware, our clients share a common boundary with No 6 Mitchell Road and have a lawful right of carriageway over No 6 Mitchell Road to access their properties at Nos 15 and 13 Florida Road, Palm Beach. So that Council, and in particular, you, as the newly-appointed CEO, can appreciate the location and relationship between our client's land, Council's land (Bible Garden – Heritage item), and the land the subject of the Planning Proposal, the photograph over the page clearly delineates the relationship between the properties. Our clients have submitted comprehensive objections to the original development application (as amended) DA2020/15906 for the erection of a dwelling house at No 6 Mitchell Road, which includes part of the dwelling that was to be located within the RE1 Public Recreation Zoned land. The objections lodged by our client were supported by comprehensive advice from Paul Vergotis, Partner, Piper Alderman and Accredited Lawyer in Planning and Environmental Matters, together with advice from Dr Steven Berveling, Barrister, who is highly respected in Planning and Environmental Law. Our clients' lawyers have also submitted comprehensive advice relating to the Planning Proposal submitted by The Planning Hub seeking to have that part of the land that adjoins Council's Bible Garden amended to permit a dwelling house to be erected on the land currently zoned RE1 Public Recreation. This advice, like most of the submissions that have been made to Council since the original DA in 2021, have been summarily dismissed by the planning officer in the reports that have been submitted to Council and to the NSW Department of Planning...</i>	Note that the author is writing/representing adjoining property and that same property has a right of carriageway over the property the subject of the exhibited Planning Proposal. The right of carriageway is not affected by the exhibited Planning Proposal. Council reiterates any submission received in relation to the current application has been duly considered, with the issues raised in such submissions responded to by Council staff in a separate document appended to a report either to the Northern Beaches Planning Panel and Council - on both occasions being when the Planning Proposal application was considered ahead of forwarding the Planning Proposal to the Department of Planning and Environment with a request for Gateway Determination.

Submissions summary and responses

No.	Date Received	Issue Raised	Council Response to Issue
		<p>One of the principal grounds of objection by our clients is the perceived conflict of interest that Northern Beaches Council and its officers have in dealing with this application. This component of the objection is based upon the following:</p> <ul style="list-style-type: none"> <li>• In respect of the original Development Application, being DA2020/1596, the applicant submitted amended plans which were the subject of a review by our clients' lawyers. Our clients' lawyers confirmed that the applicant's amended plans intended to carry out works on the Council-owned property (Bible Garden). The applicant proposed a rooftop terrace which linked it with the Council-owned land, being the Bible Garden. The applicant also proposed new balustrades adjacent to the viewing platform of the Bible Garden. Lawyers representing our clients pointed out the DA therefore embraced two parcels of land, one being Council's property and the other being the land the subject of this current Planning Proposal.</li> </ul> <p>Our clients' lawyers also pointed out that the amended plans involved development that relates to Lot 1 (applicant's land) and Lot 2 in DP108658 (Council land, the Bible Garden) and, accordingly, required the consent of all owners (one being Northern Beaches Council). Our clients' lawyers also advised in terms of the following: "17) consent from the owner of Lot 2 DP 108658 has not been obtained. The letter dated 28 April from Dr Stuart Springs to the Architect does not consent to the lodgement of the DA in accordance with the Amended Plans." Following advice from the clients' lawyers, Council was forced to admit that formal consent from Northern Beaches Council had not been obtained...</p>	<p>Issues raised relate to a perceived conflict of interest. A probity advisor has been engaged to independently audit and oversee Council staff's assessment of the Planning Proposal application and the submissions it receives to the planning proposal. It takes into account the existence of a Heads of Agreement between the former Pittwater Council and then owners of the land that resulted in the creation of 6 and 6A Mitchell Road. Nonetheless, issues raised with the DA2020/1596 are not subject of any consideration for this Planning Proposal application.</p>
		<p>It is blatantly obvious that Council and its representative, being Dr Stuart Springs, on behalf of the Trustees of the Bible Garden (Council land), had been supporting the proposal to permit a dwelling to be erected on that part of the land zoned RE1 Public Recreation since 2021. This is a fact that Council cannot deny and verifies our clients' claim that Council does have a conflict of interest in now promoting the Planning Proposal...</p>	<p>The Heads of Agreement between the former Pittwater Council and the Trustees of the Bible Garden intended that the use of that portion of land with a dwelling is to continue to have residential development on it after the land is subdivided to create 6 and 6A Mitchell Road. A proponent-initiated Planning Proposal application is still necessary as the land with the dwelling, 6 Mitchell Road, has a split zoning which is due to the circumstance of the topography as part of 6A Mitchell Road overhangs underneath a portion of 6 Mitchell Road.</p>
		<p>In our opinion, our clients' opinion and based upon other advice, it is evident that Council, who owns the adjoining land to the subject Planning Proposal have been the authors of the Planning Proposal, the authors of the reports prepared by Council Officers, the authors of the submission they made to the NSW Department of Planning and have become the Determining Authority for the making of the local plan.</p> <p>At no stage has there been any independent advice sought by Council regarding the conflict of interest between Council and the owners of No 6 Mitchell Road in regard to the rezoning of land which adjoins Council's Heritage site. The land the subject of this Planning Proposal, has been zoned for Public Recreation purposes since 2014. Council Officers have not, in any of their reports, advised Council why the land, the subject of this Planning Proposal, was zoned for Public Recreation purposes...</p>	<p>The proponent-initiated Planning Proposal application was considered by Council staff. The assessment by Council staff was audited by an independent probity advisor. The assessment by Council staff together with the probity advisor's report were firstly presented to the Northern Beaches Local Planning Panel for their consideration. This Panel made a recommendation to the elected Council in regard to the Planning Proposal. The Planning Proposal presented to the elected Council together with the assessment of same, the probity advisor's report and the Panel's recommendation were subsequently considered by Council and ratified by Council resolution. Additionally, the exhibited Planning Proposal provides the background of the property, in particular the zoning of the land when it was originally under one property and ownership and into the subdivision that created 6 and 6A Mitchell road, under Pittwater Local Environmental Plan 1993 to Pittwater Local Environmental Plan 2014. Although Council staff have assessed this Planning Proposal, the assessment has been and continues to be overseen by a probity advisor who is auditing Council's staff assessment of the Planning Proposal.</p>
		<p>It is also relevant for you and the Director of Planning and Place to note that in all the reports relating to the Planning Proposal, the Officer's reports state that "the primary reason for refusal of the Development Application in August 2021 was that the residential development proposed to be built on that portion of the site zoned RE1 Public Recreation is prohibited under the zone." What the author of the document, and other documents that have been submitted to Council, failed to advise Council, was that the application was refused on seven grounds and only one of the grounds of refusal related to the current zoning of the land being RE1 Public Recreation...</p>	<p>We note the matters of contention you raise in regard to the Development Application lodged for the subject site and subsequently determined by Council. However, if it were not for the residential DA being prohibited on that portion of 6 Mitchell Road that is zoned RE1 Public Recreation, there would be no need for this Planning Proposal exhibited by Council and is now the subject of this submission.</p>
		<p>We find it difficult to comprehend how a spot rezoning has been dealt with, with such expediency when Council is in the course of preparing a comprehensive LEP for the entire LGA. Why has this proposal been singled out and dealt with as a 'spot rezoning' as opposed to many others who are affected by current zonings and are forced to deal with their matters over many months/years when the new LEP is exhibited...</p>	<p>Proponent-initiated Planning Proposal application may be lodged at any time. Council has a responsibility to assess and consider any Planning Proposal application it receives regardless Council is preparing a comprehensive new Local Environmental Plan for the Northern Beaches.</p>

Submissions summary and responses

No.	Date Received	Issue Raised	Council Response to Issue
		<p>The NSW Government, through the Department of Planning, issued a document titled "A New Approach to Rezoning" as a discussion paper in December 2021. This document states that one of the major delays in processing Planning Proposals is having to deal with spot rezonings which have caused "major inefficiencies under the current system". A review of Council's electronic records, including the NSW Department of Planning's records, has revealed that Northern Beaches Council has only supported rezonings where they have involved major developments and NOT spot rezonings. It is reasonable to ask the question, WHY has Council singled this Planning Proposal out for such urgent and special treatment. There is no community benefit to the proposal; the only one who benefits is the owner of the land...</p>	<p>As discussed above, proponent-initiated Planning Proposal applications are being considered and determined by Council, and are spot rezonings as they potentially amend the Local Planning Instrument applying to the land. If Council did not assess a Planning Proposal application within specific timeframe, the proponent is able to request the Department of Planning and Environment to review the application. Council, in assessing applications it receives, ensures it is acting as a responsible Relevant Planning Authority. The exhibited Planning Proposal has been shown to have merit and was issued a Gateway Determination by the Department of Planning and Environment.</p>
		<p>The Department of Planning's discussion paper states that "Planning proposals should be clear and transparent in the manner in which they are dealt with". In this regard Tomasy Planning, on behalf of the client, has sought an extension of time to the submission period for the Planning Proposal on two separate occasions. Firstly, the Planning Proposal was placed on exhibition for a very limited period and a request was made for an additional 14 days to enable legal advice to be sought; however, only seven days were granted. The reason being, as advised by Council, was that "this planning proposal must be submitted to the planning panel in December 2022". Again, one must ask the question, WHY has Council granted such urgency in dealing with a spot rezoning when the owner of the land only purchased the property some two years ago with the full knowledge that part of the land was zoned for public recreation purposes. Perhaps the only person who can answer these questions is the NSW Ombudsman...</p>	<p>The Gateway Determination issued by the Department of Planning gave a minimum 20 days for the exhibition period. Council's Community Participation Plan requires the statutory exhibition of a Planning Proposal to be a minimum 28 days. This Planning Proposal was on statutory exhibition from 30 June to 27 July 2023. At the submitter's request, the exhibition was extended for another 7 days to 3 August 2023. The person who requested the extension forwarded a submission on 2 August.</p>
		<p>The proposal does not fall within the parameters of being of State or Regional significance, or development proposed around a town centre. Any spot rezoning should be dealt with by way of a strategic planning basis, that is, as part of a comprehensive review of the LEP that this Council is currently finalising. Again, this raises the same question, WHY is Council and its officers deeming this matter be of such importance to warrant a spot rezoning. It is noted in the letter from the Department of Planning and Environment of 30 May 2023, to Council's acting CEO, that that the Director of North District (Gateway Determination) noted that the inconsistency of the Planning Proposal with applicable directions of the Minister under Section 919 of the EP&amp;A Act, 1.4 Site Specific provisions and 5.2 Reserving Land for Public Purposes is justified in terms of the direction as submitted by Council's Planning staff that the inconsistency is justified. Once again, notwithstanding the inconsistency of the Planning Proposal with the Ministerial directions for spot rezonings, Council has prepared a case justifying the inconsistency to allow the rezoning to take place...</p>	<p>The exhibited Planning Proposal contains the justification and reasons why it has strategic merit for the Planning Proposal. The Department of Planning, in issuing a Gateway Determination for this Planning Proposal, concurs with the justification for the Planning Proposal.</p>
		<p>At the time the Planning Proposal by Council was placed on exhibition in late 2022, six submissions were received, and Council's listing of these submissions was by way of an annexure to their report on a half-page document with font size that was almost impossible to read. All responses by Council dismissed the matters raised by members of the community or their respective advisors...</p>	<p>Council placed the proponent-initiated Planning Proposal on non-statutory exhibition when it was initially lodged with Council. The non-statutory exhibition was from 28 September to 13 October 2022. On 12 October 2022, it was extended to 21 October 2022. At the time, 6 submissions were received and the issues raised in these submissions together with Council staff responses to them was in a summary document appended to a report for the Northern Beaches Local Planning Panel meeting of 14 December 2022 and Council meeting of 24 March 2023. For both of these meetings, the document was publicly available and could printed specific to the reader's requirements.</p>



# PLANNING PROPOSAL

Amendments to Pittwater Local Environmental Plan  
2014 (PLEP 2014)

**6 Mitchell Road, Palm Beach**

September 2023

## Table of Contents

Executive Summary Overview .....	5
Use of certain land at 6 Mitchell Road, Palm Beach.....	5
Land to Which this Planning Proposal Applies .....	8
Existing Zoning.....	9
Proposed Amendments .....	11
PART 1 – Objectives and Intended Outcomes .....	12
Use of certain land at 6 Mitchell Road, Palm Beach.....	18
PART 3 – Justification of Strategic and Site-Specific Merit.....	18
A.    NEED FOR PLANNING PROPOSAL .....	19
B.    RELATIONSHIP TO STRATEGIC PLANNING FRAMEWORK .....	22
C.    ENVIRONMENTAL, SOCIAL AND ECONOMIC IMPACT .....	38
D.    INFRASTRUCTURE (LOCAL, STATE AND COMMONWEALTH) .....	49
PART 4 – Mapping .....	50
PART 5 – Community and Key Stakeholder Consultation .....	53
PART 6 – Project Timeline.....	59
Conclusion.....	59



## Executive Summary

### Overview

This Planning Proposal seeks a site-specific amendment to the Pittwater Local Environmental Plan (LEP) 2014 for 6 Mitchell Road Palm Beach, to include:

- the additional permitted use of “dwelling house” on a portion of the site at 6 Mitchell Road, Palm Beach currently zoned RE1 Public Recreation, and
- a maximum building height of 74.5AHD for any future residential development on 6 Mitchell Road.

The additional clause in Schedule 1 of the LEP should read to the following effect:

#### **Use of certain land at 6 Mitchell Road, Palm Beach**

- 1) This clause applies to land at 6 Mitchell Road, Palm Beach, being Lot 1. DP1086858 and identified as “Area 25” on the Additional Permitted Uses Map.
- 2) Development on the part of 6 Mitchell Road, Palm Beach zoned RE1 for the purposes of a dwelling house, not exceeding RL 74.5AHD in height, is permitted with development consent.
- 3) The height limit restriction of RL 74.5AHD also applies to the remainder of 6 Mitchell Road, Palm Beach, currently zoned C4.
- 4) Subject to the restriction imposed by clause 3, the remainder of 6 Mitchell Road, Palm Beach continues to be subject to the development height controls in clause 4.3 of the Pittwater Local Environmental Plan.

The site directly adjoins and partially forms a part of the locally listed heritage item “The Bible Garden” at 6a Mitchell Road, Palm Beach as identified within the Pittwater Local Environmental Plan (LEP) 2014. A small portion of the subject site forms part of the heritage listing however it is predominantly located on 6a Mitchell Road to the south of the site. The site has a split zoning of C4 Environmental Living and RE1 Public Recreation pursuant to the Pittwater LEP 2014.

On 9 February 2004, a contract was entered into between Pittwater Council and the Trustees of the Bible Garden Memorial Trust in their capacity as owners of 6 Mitchell Road, Palm Beach (the Heads of Agreement Contract). The Heads of Agreement Contract enabled investigation of subdivision of the Original Lot to enable residential development on the Property and to allow the Bible Garden to continue in perpetuity.

On 30 March 2007 the Pittwater Local Environmental Plan (LEP) 1993 was amended to:

*Rezone 6a Mitchell Road, Palm Beach (Lot 2 DP 1086858) (The Bible Garden) from Zone No 2 (a) (Residential “A”) to Zone No 6 (a) (Existing Recreation “A”) under Pittwater Local Environmental Plan 1993, and to allow land uses permissible under the relevant plan of management for the remaining land to which this plan applies.*

The rezoning ensured the Bible Garden located at 6a Mitchell Road, Palm Beach was zoned for recreation purposes and the remainder of the site (6 Mitchell Road, Palm Beach) could be used for residential purposes in line with the subdivision and Heads of Agreement Contract.

On 26 June 2014, Pittwater LEP 1993 was repealed and the Pittwater LEP 2014 came into force. The subject site was rezoned under the Pittwater LEP 2014 as follows:

- 6a Mitchell Road, Palm Beach – RE1 Public Recreation; and
- 6 Mitchell Road, Palm Beach – part C4 Environmental Living and part RE1 Public Recreation.

The adoption of Pittwater LEP 2014 resulted in a split zoning for the subject site. The split zoning is inconsistent with the intent of the subdivision and rezoning of the site as agreed to under the Heads of Agreement Contract as it prohibited residential development on the portion of the site zoned RE1.

The Heads of Agreement Contract clearly detailed that the future lot (Lot 1 DP1086858) would be for residential purposes and detailed it as an indicative location for a garage with a viewing platform above for use by the Bible Garden as identified in the Concept Plans provided in Annexure H of the Heads of Agreement Contract.

Dwelling houses are prohibited in the RE1 zone and therefore the southern portion of site cannot accommodate any residential development or associated structures. The subject planning proposal therefore seeks to amend the Pittwater LEP 2014 to include the additional permitted use of dwelling houses on the RE1 zoned portion of the site to facilitate future residential development in line with the intended use of the site as outlined in the Heads of Agreement Contract.

This Planning Proposal outlines the intended effects of the proposed LEP amendments to Pittwater LEP 2014 and provides justification for the proposed changes.

This Planning Proposal has been prepared in accordance with:

- Section 3.33 of the Environmental Planning and Assessment Act 1979 (EP&A Act); and
- The Department of Planning – ‘Local Environmental Plan Making Guideline.’.

It is the first stage of the Planning Proposal which seeks the initial Department of Planning gateway determination to:

- Support the justification for the proposal;
- Confirm the technical investigations and consultation required; and
- Outline the process for continuing the assessment of the proposal.

As outlined in a ‘Local Environmental Plan Making Guideline’, the Planning Proposal will evolve throughout the course of preparing the amending LEP as relevant sections will be updated and amended in response to the outcomes of technical investigations and consultation.

The proposal is considered to have a high level of strategic merit based on the following key areas:

- It will facilitate the future intended residential development of the site as envisaged by Council and the Trustees of the Bible Garden;
- It will enable appropriate residential development that recognises the heritage significance of the site and surrounding area; and
- It will not adversely impact on the ecological, cultural or scenic significance of the site and surrounding area.

This Planning Proposal is accompanied by a suite of documents prepared by the applicant and considered by Council in its assessment of the planning proposal.

### Land to Which this Planning Proposal Applies

The subject site is located on the northern side of Mitchell Road to the south of Florida Road. The site is commonly known as 6 Mitchell Road, Palm Beach and legally described as Lot 1, DP 1086858. The site comprises a battle-axe lot with an area of approximately 695.1m<sup>2</sup>. The site is accessed via a shared driveway from Mitchell Road to the south of the site.

The site significantly slopes to the north with a slope of approximately 34 degrees and has views to Palm Beach to the north east of the site. The site currently contains an existing dwelling located beneath the shared driveway.

The site directly adjoins and partially forms a part of the locally listed heritage item "The Bible Garden" at 6a Mitchell Road, Palm Beach as identified within the Pittwater Local Environmental Plan (LEP) 2014.

The site sits within an established low density residential and environmental living area characterized by low density residential dwellings designed to respond to the topography and existing vegetation in the area.

The site's locational context is shown at **Figures 1 & 2** below.

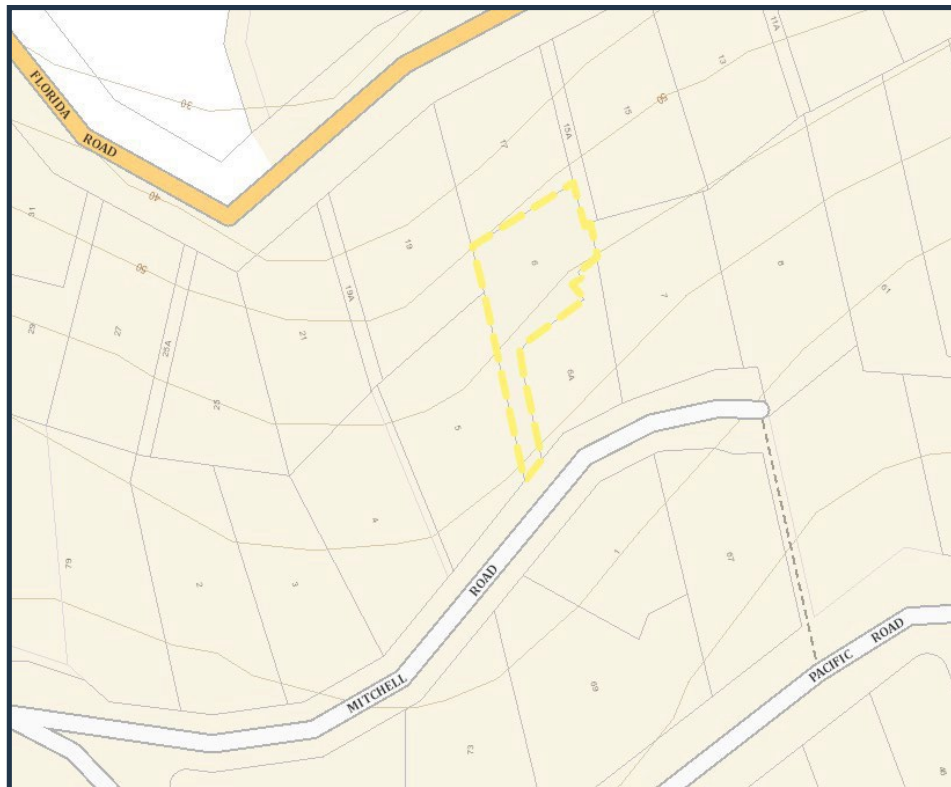


Figure 1: Locality Plan demonstrating the site outlined in yellow (Source – NSW Planning Portal)



Figure 2: Site Aerial with the subject site outlined in yellow (Source: NSW Planning Portal)

### Existing Zoning

The site is situated within the Northern Beaches Local Government Area (LGA) and part of the former Pittwater Council. The proposal is subject to the provisions of the Pittwater Local Environmental Plan (LEP) 2014. The site is zoned C4 Environmental Living and RE1 Public Recreation pursuant to the Pittwater LEP, as shown in **Figure 3**.

The site directly adjoins and partially forms a part of the locally listed heritage item "The Bible Garden" at 6a Mitchell Road, Palm Beach as identified within the Pittwater Local Environmental Plan (LEP) 2014. A small portion of the subject site forms part of the heritage listing however it is predominantly located on 6a Mitchell Road to the south of the site as detailed in **Figure 4**.



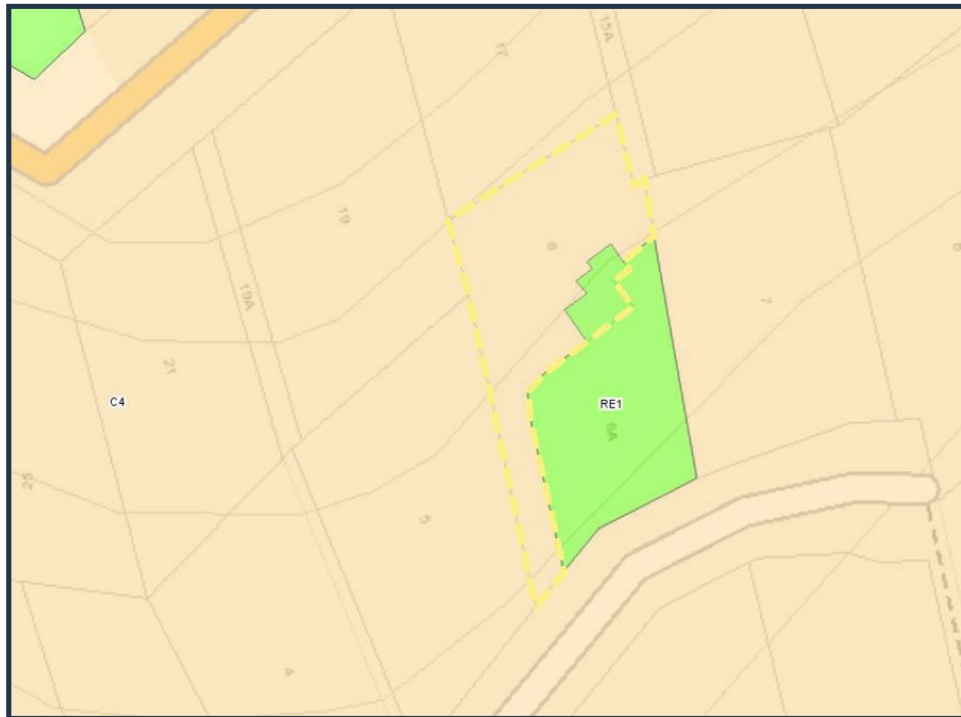


Figure 3: Map showing the land zoning of the subject site (Source: NSW Planning Portal)

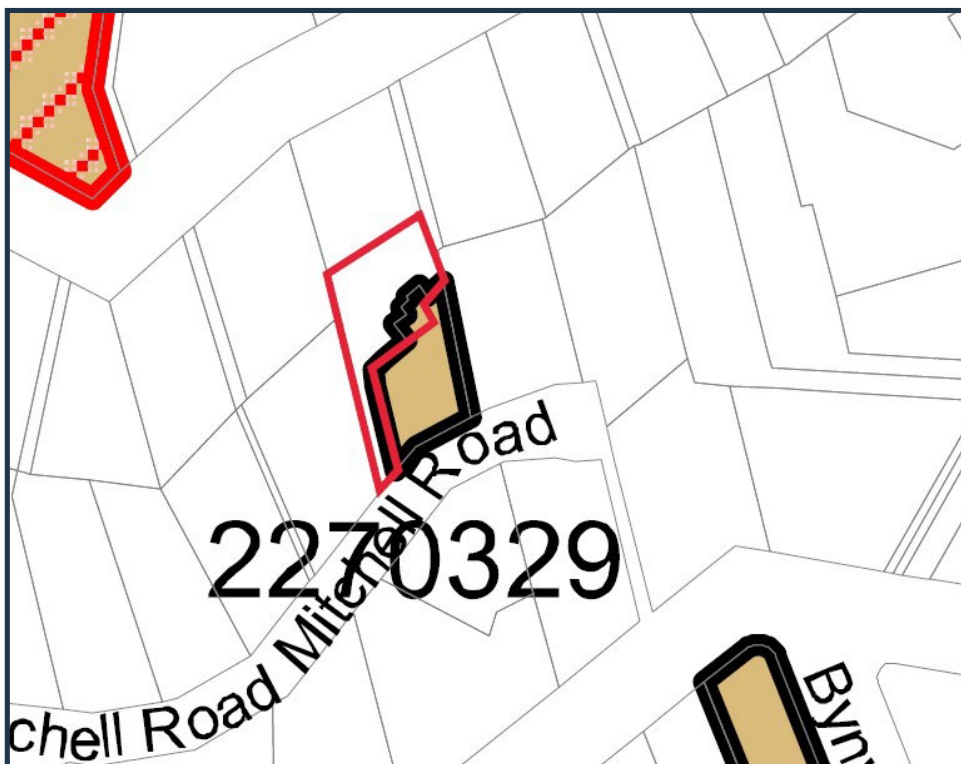


Figure 4: Heritage Map with the subject site outlined in red (Source: NSW Legislation)

### Proposed Amendments

The intent of the subject Planning Proposal is to amend the Pittwater LEP 2014 to include the additional permitted use of dwelling houses on the RE1 zoned portion of the site to facilitate future residential development in line with the intended use of the site as outlined in the Heads of Agreement Contract.

In summary, the project objectives and intended outcomes will be achieved by:

- Amending the Pittwater LEP 2014 Additional Permitted Uses Map for the subject site 6 Mitchell Road, Palm Beach (Sheet APU\_015) to identify the site for additional permitted uses referenced in Schedule 1 of Pittwater LEP 2014.
- Amending Schedule 1 of the Pittwater LEP 2014 to include a provision for 6 Mitchell Road Palm Beach to limit any future residential development on the site so it does not exceed a height of 74.5 AHD, and permit development for the purposes of a dwelling house on that portion of the site zoned RE1 Public Recreation.

The additional clause in Schedule 1 of the LEP should read to the following effect:

#### Use of certain land at 6 Mitchell Road, Palm Beach

- 1) This clause applies to land at 6 Mitchell Road, Palm Beach, being Lot 1. DP1086858 and identified as "Area 25" on the Additional Permitted Uses Map.
- 2) Development on the part of 6 Mitchell Road, Palm Beach zoned RE1 for the purposes of a dwelling house, not exceeding RL 74.5AHD in height, is permitted with development consent.
- 3) The height limit restriction of RL 74.5AHD also applies to the remainder of 6 Mitchell Road, Palm Beach, currently zoned C4.
- 4) Subject to the restriction imposed by clause 3, the remainder of 6 Mitchell Road, Palm Beach continues to be subject to the development height controls in clause 4.3 of the Pittwater Local Environmental Plan.

The proposal is considered to have a high level of strategic merit based on the following key areas:

- It will facilitate the future intended residential development of the site as envisaged by Council and the Trustees of the Bible Garden;
- It will enable appropriate residential development that recognises the heritage significance of the site and surrounding area; and
- It will not adversely impact on the ecological, cultural or scenic significance of the site and surrounding area.

The applicant and landowner, Roger Bain, had submitted Concept Plans with the application to demonstrate how the full site could be developed for residential purposes within the height limit of 74.5AHD once the planning proposal is approved. Council reviewed the concept plans and found that a future residential development can be reasonably accommodated below the 74.5AHD height level. These concept plans however, are not being referenced in the proposed amendments to Pittwater LEP 2014.



## **PART 1 – Objectives and Intended Outcomes**

The intent of the subject Planning Proposal is to amend the Pittwater LEP 2014 to include the additional permitted use of dwelling houses on the RE1 zoned portion of the site to facilitate future residential development in line with the intended use of the site as outlined in the Heads of Agreement Contract.

The site has a split zoning of C4 Environmental Living and RE1 Public Recreation pursuant to the Pittwater LEP 2014. Dwelling houses are prohibited in the RE1 zone and therefore the southern portion of site cannot accommodate any residential development or associated structures. The subject planning proposal therefore seeks to amend the Pittwater LEP 2014 to include the additional permitted use of dwelling houses on the RE1 zoned portion of the site to facilitate future residential development.

### **Site History, Project Context and Intended Outcomes**

The site directly adjoins and partially forms a part of the locally listed heritage item “The Bible Garden” at 6a Mitchell Road, Palm Beach as identified within the Pittwater Local Environmental Plan (LEP) 2014.

The Bible Garden at Palm Beach was founded by Gerald H. Robinson in 1962. From the 1970s, Mr Robinson established the garden by using plants in the Bible’s Old and New Testaments. Mr Robinson terraced the steep site and created garden beds himself. By trust deed dated 5 April 1972 GH Robinson settled the Bible Garden in a charitable trust for the construction, use and maintenance of the Bible Garden for all Christians.

A dwelling was constructed on the northern portion of the site beneath the shared driveway in 1972. In 1972 the founder’s daughter and a trustee of the Bible Garden Memorial Trust, Deaconess Beatrice Violet Robinson, became the curator of the Bible Garden, living in the dwelling under the driveway and maintaining the Bible Garden for public enjoyment. This house was occupied by Deaconess Beatrice Violet Robinson until her death in 1994.

Following the death of Deaconess Beatrice Violet Robinson, the Trustees of the Bible Garden sought to subdivide the site to form two allotments, with the sale of the residential portion of the land to fund other trust projects and the ongoing conservation of the Bible Garden.

The proposed subdivision submitted to the then Pittwater Council (now Northern Beaches Council) included the provision for a new garage for the residence at 6 Mitchell Road and the provision for a viewing deck, accessible from the Bible Garden on the roof of the new garage.

On 9 February 2004, a contract was entered into between Pittwater Council and the Trustees of the Bible Garden Memorial Trust in their capacity as owners of 6 Mitchell Road, Palm Beach (the Heads of Agreement Contract). The Heads of Agreement Contract enabled investigation of subdivision of the Original Lot to enable residential development on the Property and to allow the Bible Garden to continue in perpetuity. The Heads of Agreement Contract acknowledged that the boundary between the Property and the Bible Garden was chosen to provide space for the “eventual two car garage” on the Property, and that any approved

subdivision would have to enable the construction of the two-car garage as shown on the concept plans (Annexure H of The Heads of Agreement Contract).

The subdivision of the site utilised the existing cliff face and steep topography of the site to form the two lots which ensured the subdivision did not impact the existing bible garden use of the site. As outlined in the Heads of Agreement Contract The trustees of the Bible Garden propose to subdivide 6 Mitchell Road so as to create separate lots for the existing Bible Garden and residential uses of the land:

- The Bible Garden area (lot 2) would be vested in Pittwater Council as community land, being zoned 'Public Reserve (Bible Garden)', included as a heritage item in Pittwater Local Environmental Plan and managed by the incorporated association 'Friends of the Bible Garden Memorial'. Council would recognise the committee of the Friends as a committee of Council.
- The remainder of 6 Mitchell Road (lot 1) would continue to be used for residential purposes, and subject to development parameters consistent with protection of the view from the Bible Garden.

The Planning Process identified in Annexure K of the Heads of Agreement Contract identified the planning proposal to achieve the above subdivision as follows:

1. *Public Exhibition of Draft Heads of Agreement;*
2. *Signing of Heads of Agreement;*
3. *Lodgement of Applications - Concurrent lodgment of Development Application (DA) for subdivision, SEPP 1 submission, and application for amendment of Development Control Plan / Locality Plan (DCP), including:*
  - *public reservation of Bible Garden area (based on cultural, heritage and environmental attributes)*
  - *development parameters for the residential lot (for incorporation in DCP) as per concept sketches (Annexure H) and discussion of compliance with council requirements (Annexure I)*
4. *Public Exhibition - Public exhibition of DA, draft DCP, draft plan of management of the Bible Garden as community land.*
5. *Approvals –*
  - *granting of development consent for subdivision*
  - *public reservation of Bible Garden area*
  - *draft DCP adopted*
  - *resolution that the Bible Garden area will be classified as "community land" upon dedication to Council*
  - *obtain Sydney Water certificate*
  - *lodgment with Land and Property Information of subdivision plans endorsed with Council's subdivision certificate.*

On 30 March 2007 the Pittwater Local Environmental Plan (LEP) 1993 was amended to:

*rezone 6a Mitchell Road, Palm Beach (Lot 2 DP 1086858) (The Bible Garden) from Zone No 2 (a) (Residential "A") to Zone No 6 (a) (Existing Recreation "A") under Pittwater Local Environmental Plan 1993, and to allow land uses permissible under*

The rezoning ensured the bible garden located at 6a Mitchell Road, Palm Beach was zoned for recreation purposes and the remainder of the site (6 Mitchell Road, Palm Beach) could be used for residential purposes in line with the subdivision and Heads of Agreement Contract.

- 6a Mitchell Road, Palm Beach – RE1 Public Recreation; and
- 6 Mitchell Road, Palm Beach – part C4 Environmental Living and part RE1 Public Recreation.

A map showing the RE1 site, which is a green area. The site is bounded by a yellow dashed line. Surrounding roads include 19A, 19B, and 19C. The site is located near a river or water body on the right side of the map.

The split zoning is inconsistent with the intent of the subdivision and rezoning of the site as agreed to under the Heads of Agreement Contract as it prohibited residential development on the portion of the site zoned RE1.

14

platform above for use by the Bible Garden as identified in the Concept Plans provided in Annexure H of the Heads of Agreement Contract and detailed in **Figure 6-8** below.

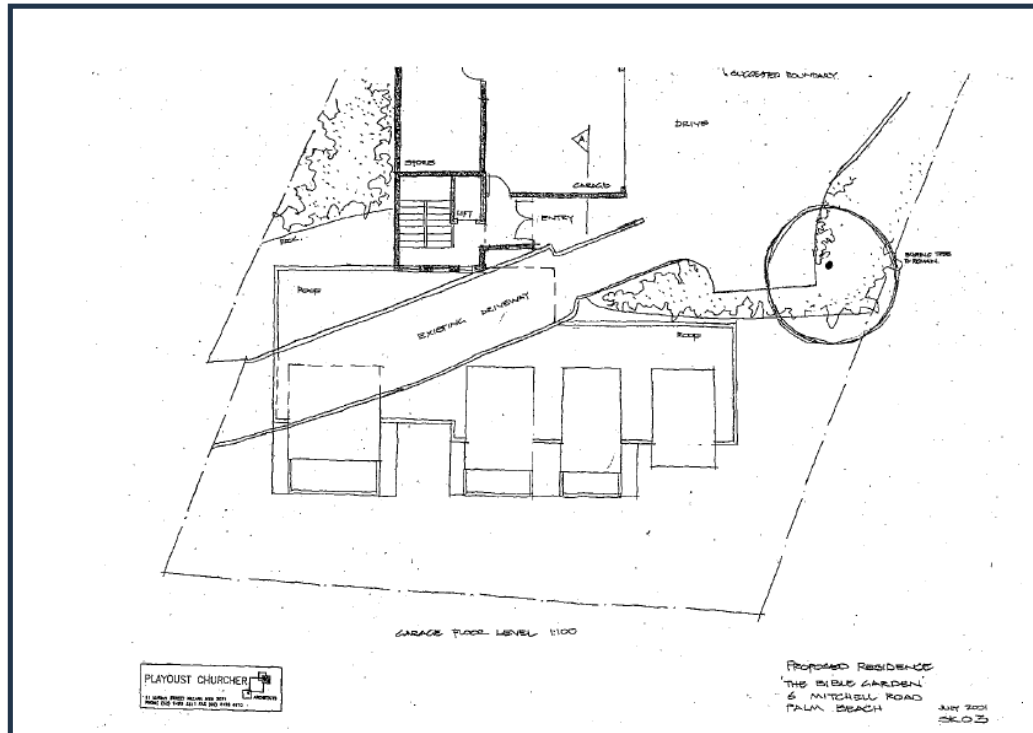


Figure 6: Concept Architectural Plans Detailing location of Garage on southern portion of 6 Mitchell Road  
(Source: Heads of Agreement Contract 2004)

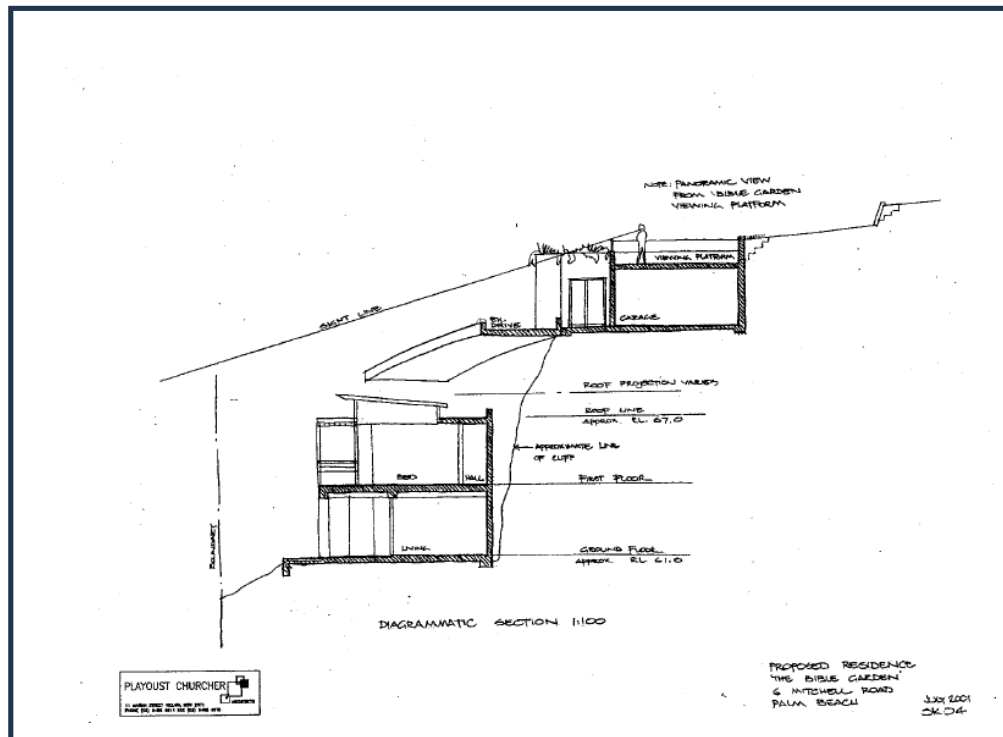


Figure 7: Concept Architectural Plans Detailing location of Garage on southern portion of 6 Mitchell Road with associated viewing platform (Source: Heads of Agreement Contract 2004)

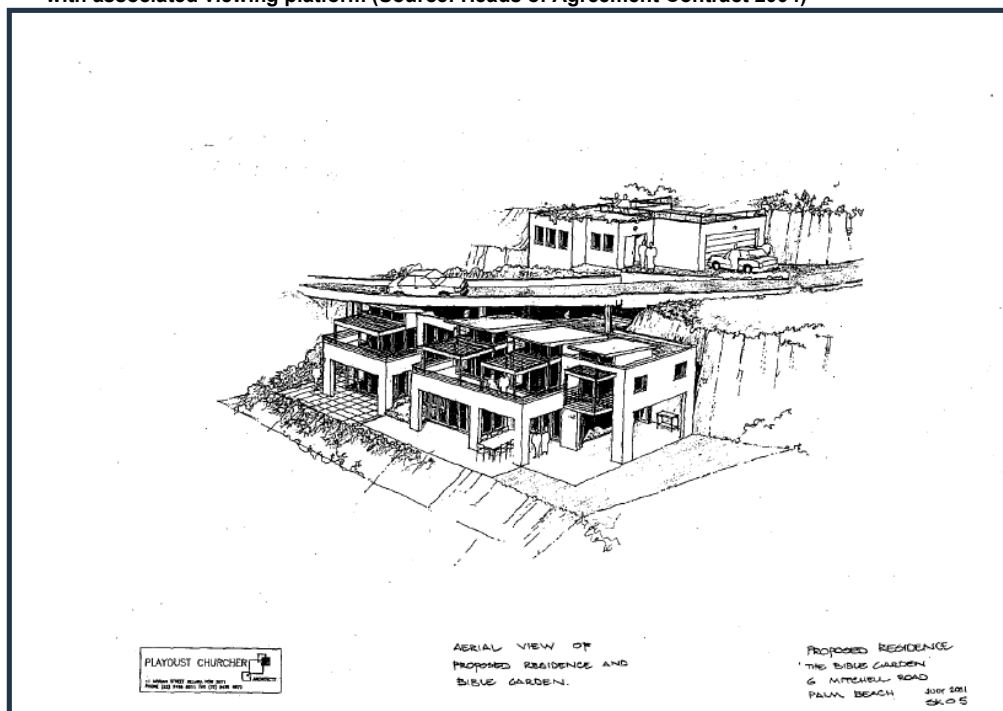


Figure 8: Concept Architectural Plans Detailing location of Garage on southern portion of 6 Mitchell Road with associated viewing platform (Source: Heads of Agreement Contract 2004)

Dwelling houses are prohibited in the RE1 zone and therefore the southern portion of site cannot accommodate any residential development or associated structures. The subject planning proposal therefore seeks to amend the Pittwater LEP 2014 to include the additional permitted use of dwelling houses on the RE1 zoned portion of the site to facilitate future residential development in line with the intended use of the site as outlined in the Heads of Agreement Contract.

### **Strategic Merit**

A key consideration for any Planning Proposal is its strategic merit. The proposal is considered to have a high level of strategic merit based on the following key areas:

- It will facilitate the future intended residential development of the site as envisaged by Council and the Trustees of the Bible Garden;
- It will enable appropriate residential development that recognises the heritage significance of the site and surrounding area; and
- It will not adversely impact on the ecological, cultural or scenic significance of the site and surrounding area.

#### Future intended residential development of the site as envisaged by Council and the Trustees of the Bible Garden

The proposal is deemed to have strategic merit in that it will ensure the site can be developed in line with the intended use and development outlined in the Heads of Agreement Contract. The subdivision and future development outlined in the Heads of Agreement Contract allowed the development of the subject site for residential purposes without impacting on the adjoining heritage item and ensuring they could coexist through appropriate design that responded to the natural characteristics of the site.

The planning proposal will allow the subject site to facilitate the development envisaged in the Heads of Agreement Contract and resolve the key issues associated with the split zoning of the site. As discussed earlier, Council reviewed the concept plans submitted to demonstrate how a future residential development can be accommodated below the 74.5AHD height level and deemed this reasonable. These concept plans however, are not being referenced in the proposed amendments to Pittwater LEP 2014.

#### Enable appropriate residential development that recognises the heritage significance of the site and surrounding area

A key consideration in the preparation of the proposal was heritage impacts and the proposal has been designed to ensure it will not result in any adverse impacts on the adjoining heritage item as outlined in the Heritage Impact Statement (submitted with the application) and the redevelopment of the site envisaged in the Heads of Agreement Contract. This will be achieved based on the topography of the site and the low scale garage development envisaged for the southern portion of the site in the Heads of Agreement Contract.

No adverse impact on the ecological, cultural or scenic significance of the site and surrounding area

The proposal has been designed to ensure that any future development on the site will be designed to ensure there are no adverse impacts on the adjoining public open space or the ecological, cultural or scenic significance of the surrounding landscape. The following specialist studies have been prepared in support of the proposal and submitted with the application to ensure all potential impacts are minimised and appropriately managed:

- Flora and Fauna Assessment
- Arborist Report
- Geotech Report.

The proposal will facilitate future sustainable residential development designed to protect and enhance the natural environment and surrounding landscape.

## **PART 2 – Explanation of Provisions**

In summary the project objectives and intended outcomes will achieved by:

- A. Amend the Pittwater LEP 2014 Additional Permitted Uses Map for the subject site 6 Mitchell Road, Palm Beach (Sheet APU\_015) to identify the site for additional permitted uses referenced in Schedule 1 of Pittwater LEP 2014.
- B. Amend Schedule 1 of the Pittwater LEP 2014 to include a provision for 6 Mitchell Road, Palm Beach.

The additional clause in Schedule 1 of the LEP should read to the following effect:

### **Use of certain land at 6 Mitchell Road, Palm Beach**

- 1) This clause applies to land at 6 Mitchell Road, Palm Beach, being Lot 1. DP1086858 and identified as “Area 25” on the Additional Permitted Uses Map.
- 2) Development on the part of 6 Mitchell Road, Palm Beach zoned RE1 for the purposes of a dwelling house, not exceeding RL 74.5AHD in height, is permitted with development consent.
- 3) The height limit restriction of RL 74.5AHD also applies to the remainder of 6 Mitchell Road, Palm Beach, currently zoned C4.
- 4) Subject to the restriction imposed by clause 3, the remainder of 6 Mitchell Road, Palm Beach continues to be subject to the development height controls in clause 4.3 of the Pittwater Local Environmental Plan.

## **PART 3 – Justification of Strategic and Site-Specific Merit**

This section establishes the reasons for the proposed outcomes of the planning proposal and proposed amendments of the LEP. It addresses the key questions to be considered when demonstrating the justification as outlined in the Local Environmental Plan Making Guideline.



The key questions outlined relate to the need for the planning proposal, its strategic planning context, the environmental, social and economic impacts and the implications for State and Commonwealth government agencies.

#### A. NEED FOR PLANNING PROPOSAL

The intent of the subject Planning Proposal is to facilitate residential development across the whole site at 6 Mitchell Road, Palm. On 9 February 2004, a contract was entered into between Pittwater Council and the trustees of the Bible Garden Memorial Trust in their capacity as owners of 6 Mitchell Road, Palm Beach (the Heads of Agreement Contract).

The Heads of Agreement Contract enabled investigation of subdivision of the Original Lot to enable residential development on the Property and to allow the Bible Garden to continue in perpetuity. The Heads of Agreement Contract acknowledged that the boundary between the Property and the Bible Garden was chosen to provide space for the “eventual two car garage” on the Property, and that any approved subdivision would have to enable the construction of the two-car garage as shown on the concept plans (Annexure H of The Heads of Agreement Contract).

The subdivision of the site utilised the existing cliff face and steep topography of the site to form the two lots which ensured the subdivision did not impact the existing bible garden use of the site. As outlined in the Heads of Agreement Contract, The Trustees of the Bible Garden propose to subdivide 6 Mitchell Road so as to create separate lots for the existing Bible Garden and residential uses of the land:

- The Bible Garden area (lot 2) would be vested in Pittwater Council as community land, being zoned 'Public Reserve (Bible Garden)', included as a heritage item in Pittwater Local Environmental Plan and managed by the incorporated association 'Friends of the Bible Garden Memorial'.

On 7 February 2006, this lot was transferred into Council ownership and is classified as community land under Council's Land Register in accordance with the Local Government Act. Although Council owns this land, it is managed by the 'Friends of the Bible Garden Memorial' via a Management Deed signed by Council, The Trustees of the Bible Garden and then owner of 6 Mitchell Road (lot 1 and is the subject site) on 23 March 2006.

- The remainder of 6 Mitchell Road (lot 1, the subject site) would continue to be used for residential purposes, and subject to development parameters consistent with protection of the view from the Bible Garden.

On 30 March 2007 the Pittwater Local Environmental Plan (LEP) 1993 was amended to:

*rezone 6a Mitchell Road, Palm Beach (Lot 2 DP 1086858) (The Bible Garden) from Zone No 2 (a) (Residential "A") to Zone No 6 (a) (Existing Recreation "A") under Pittwater Local Environmental Plan 1993, and to allow land uses permissible under the relevant plan of management for the remaining land to which this plan applies.*

The rezoning ensured the bible garden located at 6a Mitchell Road, Palm Beach was zoned for recreation purposes and the remainder of the site (6 Mitchell Road, Palm Beach) could be used for residential purposes in line with the subdivision and Heads of Agreement Contract.

On 26 June 2014, Pittwater LEP 1993 was repealed and the Pittwater LEP 2014 came into force. The subject site was rezoned under the Pittwater LEP 2014 as follows:

- 6a Mitchell Road, Palm Beach – RE1 Public Recreation; and
- 6 Mitchell Road, Palm Beach – part C4 Environmental Living and part RE1 Public Recreation.

The adoption of Pittwater LEP 2014 resulted in a split zoning for the subject site. The split zoning is inconsistent with the intent of the subdivision and rezoning of the site as agreed to under the Heads of Agreement Contract as it prohibited residential development on the portion of the site zoned RE1.

The Heads of Agreement Contract clearly detailed that the future lot (Lot 1 DP1086858) would be for residential purposes and detailed it as an indicative location for a garage with a viewing platform above for use by the Bible Garden as identified in the Concept Plans provided in Annexure H of the Heads of Agreement Contract.

Dwelling houses are prohibited in the RE1 zone and therefore the southern portion of site cannot accommodate any residential development or associated structures. The subject planning proposal therefore seeks to amend the Pittwater LEP 2014 to include the additional permitted use of dwelling houses on the RE1 zoned portion of the site to facilitate future residential development in line with the intended use of the site as outlined in the Heads of Agreement Contract.

The proposal is deemed to have strategic merit in that it will ensure the site can be developed in line with the intended use and development outlined in the Heads of Agreement Contract. The subdivision and future development outlined in the Heads of Agreement Contract allowed the development of the subject site for residential purposes without impacting on the adjoining heritage item and ensuring they could coexist through appropriate design that responded to the natural characteristics of the site.

The planning proposal will allow the subject site to facilitate the development envisaged in the Heads of Agreement Contract and resolve the key issues associated with the split zoning of the site.

**QUESTION 1 – Is the planning proposal a result of an endorsed LSPS, strategic study or report?**

The Planning Proposal is not a result of any specific strategic study or report however is a result of the development envisaged on the site under the Heads of Agreement Contract entered into between Pittwater Council and the trustees of the Bible Garden Memorial Trust in their capacity as owners of 6 Mitchell Road, Palm Beach in 2004.

The Heads of Agreement Contract involved investigations and consultation that identified the key framework to facilitate the future development of the subject site for residential purposes. The planning proposal will allow the subject site to facilitate the residential development envisaged in the Heads of Agreement Contract and resolve the key issues associated with the split zoning of the site.

In addition, a comprehensive assessment of the proposal has been undertaken against the strategic planning strategies and policies relevant to the site which is provided in the following sections of this report. The assessment has found that the Planning Proposal is generally consistent with the relevant objectives and actions of the key planning strategies and policies relevant to the site which are as follows:

- Greater Sydney Region Plan;
- Northern District Plan;
- Northern Beaches Local Strategic Planning Statement; and
- Northern Beaches Community Strategic Plan.

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

There are three options that could apply to the site regarding its potential development. These are as follows:

**Option 1: Do Nothing**

This option does not promote the social and economic potential of the site or facilitate the development envisaged in the Heads of Agreement Contract and resolve the key issues associated with the split zoning of the site.

**Option 2 – Lodge a Development Application**

A Development Application is not viable as the current zoning does not allow for the development envisaged and no other alternate pathway under current legislation would facilitate the intended outcomes. Therefore, the planning proposal is the most efficient and time effective approach to delivering the outcomes envisaged for the site.

**Option 3 – Planning Proposal**

The project objectives and intended outcomes can only be achieved through the amendment of the Pittwater Local Environmental Plan 2014. Council is supportive of this Planning

Proposal as this is the only way of achieving the objectives and intended outcomes for this site consistent with the Heads of Agreement signed by Council and the Trustees of the Bible Garden in 2004.

## **B. RELATIONSHIP TO STRATEGIC PLANNING FRAMEWORK**

**Question 3 – Will the planning proposal give effect to the objectives and actions of the applicable regional or district plan or strategy (including any exhibited draft plans or strategies)?**

The Planning Proposal is consistent with the Greater Sydney Region Plan and the North District Plan.

### **North District Plan**

The North District Plan is a guide for the implementation of *A Metropolis of Three Cities* – the Greater Sydney Region Plan at a district level.

*A Metropolis of Three Cities* – the Greater Sydney Region Plan was implemented by the Greater Sydney Commission and is built on a vision of three cities where most residents live within 30 minutes of their jobs, education and health facilities, services and great places. To meet the needs of a growing and changing population the vision seeks to transform Greater Sydney into a metropolis of three cities:

- the Western Parkland City
- the Central River City
- the Eastern Harbour City.

Greater Sydney's three cities reach across five districts: Western City District, Central City District, Eastern City District, North District and South District.

The North District consists of the City of Ryde, Hornsby, Hunters Hill, Ku-ring-gai, Lane Cove, Mosman, North Sydney, Northern Beaches and Willoughby Local Government Areas and contains the subject site.

The North District Plan is structured to implement the aim of the Greater Sydney Region Plan to provide cities where most residents live within 30 minutes of their jobs, education and health facilities, services and great places. This is to be achieved through a number of planning priorities detailed in the plan. The proposed development is considered to be consistent with the plan and a number of planning priorities.

The table below details the relevant planning priorities of the North District Plan and the proposal's consistency with those priorities.

**Table 1: Consistency with the North District Plan**

Objective	Comment
<b>Planning Priority N5</b> – Providing housing supply, choice and affordability with access to jobs, services and public transport.	The planning proposal seeks to amend the Pittwater LEP 2014 to include the additional permitted use of dwelling house on the RE1 zoned portion of the site to facilitate future residential development in line with the intended use of the site as outlined in the Heads of Agreement Contract. The proposal will positively contribute to the housing supply and choice in the area.
<b>Planning Priority N6</b> – Creating and renewing great places and local centres, and respecting the District's heritage	The proposal is consistent with this planning priority as it will ensure that any future development on the site will be designed to ensure there are no adverse impacts on the adjoining public open space or heritage item. This will be achieved based on the topography of the site and the low scale garage development envisaged for the southern portion of the site. A key consideration in the preparation of the proposal was heritage impacts and the proposal has been designed to ensure it will not result in any adverse impacts on
<b>Planning Priority N8</b> - Eastern Economic Corridor is better connected and more competitive	<p>The adjoining heritage item as outlined in the Heritage Impact Statement (submitted with the application) and the redevelopment of the site envisaged in the Heads of Agreement Contract.</p> <p>The proposal is not inconsistent with the planning priorities as it will facilitate future residential development that will provide employment during its construction and will increase housing supply in an established residential area that positively contributes to the nearby local centres, health and education precincts.</p>
<b>Planning Priority N17</b> - Protecting and enhancing scenic and cultural landscapes	<p>The proposal is consistent with this planning priority as the proposed amendment include a height limitation for any future residential development on the site to not exceed 74.5 AHD. This will be well below the level of the existing Bible Garden Terrace therefore not affect existing views of Palm Beach from neighboring property 6a Mitchell Road, Palm Beach also known as the Bible Gardens.</p> <p>A Heritage Impacts Statement was submitted with the application.</p>

Table 1: Consistency with the North District Plan	
Objective	Comment
<b>Planning Priority N20</b> - Delivering high quality open space	<p>The proposal is consistent with this planning priority as it will ensure that any future development on the site will be designed to ensure there are no adverse impacts on the adjoining public open space, heritage item or surrounding landscape. The following specialist studies have been prepared in support of the proposal to ensure all potential impacts are minimised and appropriately managed:</p> <ul style="list-style-type: none"> <li>• Heritage Impacts Statement</li> <li>• Flora and Fauna Assessment</li> <li>• Arborist Report</li> <li>• Geotech Report.</li> </ul>

**QUESTION 4 – Is the planning proposal consistent with a Council LSPS that has been endorsed by the Planning Secretary or GSC, or another endorsed local strategy or strategic plan?**

#### **Northern Beaches Local Strategic Planning Statement (LSPS)**

The Planning Proposal is consistent with the Northern Beaches Local Strategic Planning Statement (LSPS). The LSPS implements the strategic direction of The Greater Sydney Region Plan and North District Plan at the local level by setting clear local priorities for the jobs, homes, services and parks that the Northern Beaches community will require over the next 20 years. The LSPS sets short, medium and long-term actions linked to the local priorities, to deliver on the community's future vision.

The LSPS is structured around the following four key themes:

- Sustainability;
- Infrastructure and Collaboration;
- Liveability; and
- Productivity.

An assessment of the proposal against the key planning priorities of the LSPS is provided in the table below.

<b>Table 2: Consistency with the Northern Beaches Local Strategic Planning Statement</b>	
<b>Planning Priority</b>	<b>Comment</b>
<p><b>Priority 2</b> Protected and enhanced bushland and biodiversity</p> <p><b>Priority 3</b> Protected scenic and cultural landscapes</p> <p><b>Priority 4</b> Protected Metropolitan Rural Area</p> <p><b>Priority 6</b> High quality open space for recreation</p>	<p>The proposal is consistent with the planning priorities as it will ensure that any future development on the site will need to be designed to ensure there are no adverse impacts on the adjoining public open space, heritage item or surrounding landscape. The following specialist studies have been prepared in support of the proposal to ensure all potential impacts are minimised and appropriately managed:</p> <ul style="list-style-type: none"> <li>• Heritage Impacts Statement</li> <li>• Flora and Fauna Assessment</li> <li>• Arborist Report</li> <li>• Geotech Report.</li> </ul> <p>The proposal will facilitate future sustainable residential development designed to protect and enhance the natural environment and surrounding landscape.</p> <p>The proposal it only relates to a small portion of the site zoned RE1 to facilitate the residential development of the site in line with the remaining C4 zoned land. All future residential development will need to ensure it appropriately responds to the natural characteristics of the site and manages energy, water and waste efficiently.</p>



**Table 2: Consistency with the Northern Beaches Local Strategic Planning Statement**

Planning Priority	Comment
<p><b>Priority 11</b> Community facilities and services that meet changing community needs</p> <p><b>Priority 15</b> Housing supply, choice and affordability in the right locations</p> <p><b>Priority 18</b> Protected, conserved and celebrated heritage</p>	<p>The planning proposal seeks to amend the Pittwater LEP 2014 to include the additional permitted use of dwelling houses on the RE1 zoned portion of the site to facilitate future residential development in line with the intended use of the site as outlined in the Heads of Agreement Contract. The proposal will positively contribute to the housing supply and choice in the area.</p> <p>The proposal is not inconsistent with the planning priorities as it will facilitate future residential development that will provide employment during its construction and will increase housing supply in an established residential area that positively contributes to the nearby local centres, health and education precincts.</p> <p>The proposal is consistent with this planning priority as it will ensure that any future development on the site will need to be designed to ensure there are no adverse impacts on the adjoining public open space or heritage item. This will be achieved based on the topography of the site and the low scale garage development envisaged for the southern portion of the site as outlined in the Heritage Impact Statement and the Heads of Agreement Contract.</p> <p>The proposal will promote sustainable residential development on the site with a clear connection and relationship with the surrounding natural environment, public open space and cultural heritage.</p>

### Northern Beaches Community Strategic Plan

The Northern Beaches Community Strategic Plan outlines the community's vision to protect and enhance the natural and built environments, to create more connected and caring communities, to embrace our diverse sports and recreation culture, and to live more sustainably and in balance with the environment.

The key vision principles of the Strategy are:

- Community
- Safety
- Inclusion

- Extraordinary
- Connected
- Coastal and Bushland Environment
- Balance.

The strategy identifies the following key community outcomes to achieve the vision:

- Protection of the Environment
- Environmental Sustainability
- Places for People
- Community and Belonging
- Vibrant Local Economy
- Transport, Infrastructure and Connectivity
- Good Governance
- Partnership and Participation

An assessment of the proposal against the key community outcomes of the Northern Beaches Community Strategic Plan is provided in the table below.

<b>Table 3: Consistency with the Key Community Outcomes of the Northern Beaches Community Strategic Plan</b>	
<b>Community Outcome</b>	<b>Comment</b>
<b>Protection of the Environment</b>  <b>Environmental Sustainability</b>	<p>The proposal is consistent with this community outcome as it will ensure that any future development on the site will need to be designed to ensure there are no adverse impacts on the adjoining public open space, heritage item or surrounding landscape. The following specialist studies have been prepared in support of the proposal to ensure all potential impacts are minimised and appropriately managed:</p> <ul style="list-style-type: none"> <li>• Heritage Impacts Statement</li> <li>• Flora and Fauna Assessment</li> <li>• Arborist Report</li> <li>• Geotech Report.</li> </ul> <p>The proposal will facilitate future sustainable residential development designed to protect and enhance the natural environment and surrounding landscape.</p>

**QUESTION 5 – Is the planning proposal consistent with any other applicable State and regional studies or strategies?**

### **Greater Sydney Region Plan**

Greater Sydney Region Plan was finalised in March 2018 and replaces the former *A Plan for Growing Sydney (2014)*. This Plan sets the vision and the overarching planning framework to guide future transport, infrastructure, and development in Greater Sydney in concurrence with Future Transport 2056 and State Infrastructure Strategy.

The Plan provides planning priorities that will direct Sydney's growth over the next 20 years. The Region Plan identifies the overarching directions and objectives to guide growth in the Sydney region. These directions have then been used to provide more specific detail to guide growth and land use decisions in each of the districts through the relevant District Plans. As outlined further in this report, the Planning Proposal is consistent with the relevant Directions and Actions in the District Plan and therefore is consistent with the Region Plan.

### **Future Transport 2026**

The NSW Governments "*Future Transport 2056*" was released in 2018 and is an overarching strategy, supported by a suite of plans to achieve a 40-year vision for the NSW transport system. The strategy considers:

- the future road network throughout Sydney
- future light and heavy rail networks
- a future rapid bus and ferry network
- bicycle network, and
- freight network

The Planning Proposal is not inconsistent with the plan as it will facilitate future residential development that is connected to the existing transport network within the region.

**QUESTION 6 – Is the Planning Proposal consistent with applicable State Environmental Planning Policies?**

The Planning Proposal is consistent with the relevant State Environmental Planning Policies (SEPPs) that apply to the site. A detailed list of the SEPPs and commentary is provided in the table below:

Table 4: Consistency with Relevant State Environmental Planning Policies (SEPPs)		
SEPP	Aim	Comment
<b>SEPP (Resilience and Hazards) 2021</b>	<p>Chapter 4 of this Policy provides a state-wide planning approach to remediation and aims to promote the remediation of any contaminated land for the purpose of reducing the risk of harm to human health and/or the environment.</p> <p>A planning authority is to consider whether the land is contaminated and if so whether it is, or can be made, suitable for the proposed land uses.</p>	<p>The subject site is not located within an investigation area and has contained only residential land uses for an extended period of time. The site is therefore considered suitable for the intended future use. No further investigation is deemed to be necessary.</p> <p>The proposal is therefore consistent with Chapter 4 of SEPP (Resilience and Hazards) 2021.</p>
<b>SEPP (Biodiversity and Conservation) 2021</b>	<p><b>Chapter 2 – Vegetation in Non-rural Areas</b> Chapter 2 of SEPP (Biodiversity and Conservation) 2021 aims to protect the biodiversity values of trees and other vegetation in non-rural areas and to preserve the amenity of non-rural areas of the State through the preservation of trees and other vegetation.</p> <p><b>Chapter 6 – Bushland in Urban Areas</b> Chapter 6 of SEPP (Biodiversity and Conservation) 2021 aims to protect and preserve bushland within the urban areas.</p>	<p>The proposal has been designed to minimise impacts on the surrounding landscape as outlined in the following specialist studies:</p> <ul style="list-style-type: none"> <li>• Flora and Fauna Assessment</li> <li>• Arborist Report</li> <li>• Geotech Report.</li> </ul> <p>All future development will need to demonstrate consistency with the SEPP and therefore the proposal is not considered to be inconsistent with the SEPP.</p>
<b>SEPP (Building Sustainability Index: BASIX) 2004</b>	The aim of this policy is to mandate minimum sustainability targets for thermal comfort, energy and water use for residential development.	DAs for all future residential development will need to comply with the targets established under BASIX.

**Table 4: Consistency with Relevant State Environmental Planning Policies (SEPPs)**

SEPP	Aim	Comment
<b>SEPP (Exempt and Complying Codes) 2008</b>	The aims of this policy are to provide exempt and complying development codes that have State-wide application.	The Planning Proposal is not inconsistent with this SEPP which would apply to future development.
<b>SEPP (Housing) 2021</b>	The aim of this policy is to enable the development of diverse housing types, including purpose-built rental housing and encouraging the development of housing that will meet the needs of more vulnerable members of the community	The Planning Proposal is not inconsistent with this SEPP which may apply to future development.

**QUESTION 7 – Is the Planning Proposal consistent with applicable Ministerial Directions (s9.1 directions)?**

The Planning Proposal is generally consistent with the applicable Section 9.1 directions issued by the Minister for Planning. A statement of the consistency of this Planning Proposal with the relevant directions to this planning proposal is provided in the table below:

**Table 5: Consistency with Relevant Section 9.1 Ministerial Directions**

Direction	Requirement	Comment
<b>Focus Area 1 – Planning Systems</b>		
<b>1.1 Implementation of Regional Plans</b>	Planning proposals must be consistent with a Regional Plan released by the Minister for Planning.	The proposal is generally consistent with this direction as it is consistent with the Greater Sydney Region Plan as detailed above.
<b>1.4 Site Specific Provisions</b>	<p>(1) A planning proposal that will amend another environmental planning instrument in order to allow particular development to be carried out must either:</p> <p>(a) allow that land use to be carried out in the zone the land is situated on, or</p> <p>(b) rezone the site to an existing zone already in the environmental planning instrument that allows that land use without imposing any</p>	The planning proposal seeks to amend the Pittwater Local Environmental Plan (LEP) 2014 to include the additional permitted use of dwelling houses on the RE1 zoned portion of the site. The planning proposal will provide a site-specific provision for the site allowing the additional permitted use of dwelling houses whilst maintaining the RE1 zoning of the site and is therefore inconsistent with this direction.

<b>Table 5: Consistency with Relevant Section 9.1 Ministerial Directions</b>		
<b>Direction</b>	<b>Requirement</b>	<b>Comment</b>
	<p>development standards or requirements in addition to those already contained in that zone, or</p> <p>(c) allow that land use on the relevant land without imposing any development standards or requirements in addition to those already contained in the principal environmental planning instrument being amended.</p> <p>(2) A planning proposal must not contain or refer to drawings that show details of the proposed development.</p> <p>A planning proposal may be inconsistent with the terms of this direction only if the relevant planning authority can satisfy the Planning Secretary (or an officer of the Department nominated by the Secretary) that the provisions of the planning proposal that are inconsistent are of minor significance.</p>	<p>The adoption of Pittwater LEP 2014 resulted in a split zoning for the subject site. The split zoning is inconsistent with the intent of the subdivision and rezoning of the site as agreed to under the Heads of Agreement Contract as it prohibited residential development on the portion of the site zoned RE1.</p> <p>Dwelling houses are prohibited in the RE1 zone and therefore the southern portion of site cannot accommodate any residential development or associated structures. The subject planning proposal therefore seeks to amend the Pittwater LEP 2014 to include the additional permitted use of dwelling houses on the RE1 zoned portion of the site to facilitate future residential development in line with the intended use of the site as outlined in the Heads of Agreement Contract. The proposal is therefore considered to be of minor significance.</p>

<b>Focus Area 3 – Biodiversity and Conservation</b>		
<b>3.1 Conservation Zones</b>	<p>(1) A planning proposal must include provisions that facilitate the protection and conservation of environmentally sensitive areas.</p> <p>(2) A planning proposal that applies to land within a conservation zone or land otherwise identified for environment conservation/protection</p>	<p>The proposal intends to permit residential development on a small portion of land zoned RE1 Public Recreation in line with the C4 Environmental Living zoning of the remainder of the site.</p> <p>Currently, Council has placed on public exhibition a review of Conservation Zones for the Northern</p>

	<p>purposes in a LEP must not reduce the conservation standards that apply to the land (including by modifying development standards that apply to the land).</p>	<p>Beaches and affects the subject land. In this regard, for this land:</p> <ul style="list-style-type: none"> <li>• No change in zoning is proposed. The large portion of the parcel will remain within the C4 zone with the other portion proposed to be zoned RE1.</li> <li>• No proposed changes in the RE1 zone permitted uses as part of this process.</li> <li>• There are some minor proposed changes in uses for the C4 zone but they are unlikely to impact the use of that land.</li> </ul> <p>The planning proposal is considered to be of minor significance and will not amend or reduce the environmental protection standards that apply to the land.</p> <p>The proposal is therefore consistent with the direction.</p>
<b>3.2 Heritage Conservation</b>	<p>(1) A planning proposal must contain provisions that facilitate the conservation of:</p> <p>(a) items, places, buildings, works, relics, moveable objects or precincts of environmental heritage significance to an area, in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item, area, object or place, identified in a study of the environmental heritage of the area,</p> <p>(b) Aboriginal objects or Aboriginal places that are protected under the National Parks and Wildlife Act 1974, and</p>	<p>The site directly adjoins and partially forms a part of the locally listed heritage item "The Bible Garden" at 6a Mitchell Road, Palm Beach as identified within the Pittwater Local Environmental Plan (LEP) 2014. A small portion of the subject site forms part of the heritage listing however it is predominantly located on 6a Mitchell Road to the south of the site.</p> <p>A Heritage Impact Statement has been prepared in support of the proposal by Weir Phillips Heritage and</p>



	(c) Aboriginal areas, Aboriginal objects, Aboriginal places or landscapes identified by an Aboriginal heritage survey prepared by or on behalf of an Aboriginal Land Council, Aboriginal body or public authority and provided to the relevant planning authority, which identifies the area, object, place or landscape as being of heritage significance to Aboriginal culture and people.	<p>Planning. The Heritage Impact Statement concludes that the proposal will have no impact on the significance of the adjoining Bible Gardens and that the proposal complies with the provisions contained in Section 9.1 Ministerial Direction for Planning Proposals – 3.1 Heritage Conservation.</p> <p>The proposal is therefore consistent with the direction.</p>
<b>Focus Area 4 – Resilience and Hazards</b>		
<b>4.4 Remediation of Contaminated Land</b>	<p>(1) A planning proposal authority must not include in a particular zone (within the meaning of the local environmental plan) any land to which this direction applies if the inclusion of the land in that zone would permit a change of use of the land, unless:</p> <p>(a) the planning proposal authority has considered whether the land is contaminated, and</p> <p>(b) if the land is contaminated, the planning proposal authority is satisfied that the land is suitable in its contaminated state (or will be suitable, after remediation) for all the purposes for which land in the zone concerned is permitted to be used, and</p> <p>(c) if the land requires remediation to be made suitable for any purpose for which land in that zone is permitted to be used, the planning proposal authority is satisfied that the land will be so remediated before the land is used for that purpose.</p>	<p>The subject site is not located within an investigation area and has contained only residential land uses for an extended period of time. The site is therefore considered suitable for the intended future use. No further investigation is deemed to be necessary.</p> <p>The proposal is therefore consistent with the direction.</p>

	<p>In order to satisfy itself as to paragraph 1(c), the planning proposal authority may need to include certain provisions in the local environmental plan.</p> <p>(2) Before including any land to which this direction applies in a particular zone, the planning proposal authority is to obtain and have regard to a report specifying the findings of a preliminary investigation of the land carried out in accordance with the contaminated land planning guidelines.</p>	
<b>4.5 Acid Sulfate Soils</b>	<p>(1) The relevant planning authority must consider the Acid Sulfate Soils Planning Guidelines adopted by the Planning Secretary when preparing a planning proposal that applies to any land identified on the Acid Sulfate Soils Planning Maps as having a probability of acid sulfate soils being present.</p> <p>(2) When a relevant planning authority is preparing a planning proposal to introduce provisions to regulate works in acid sulfate soils, those provisions must be consistent with:</p> <p>(a) the Acid Sulfate Soils Model LEP in the Acid Sulfate Soils Planning Guidelines adopted by the Planning Secretary, or</p> <p>(b) other such provisions provided by the Planning Secretary that are consistent with the Acid Sulfate Soils Planning Guidelines.</p>	<p>The proposal only relates to a small portion of an existing site currently used for residential purposes. The site is mapped as containing Class 5 Acid Sulfate Soils as identified in the Pittwater LEP 2014. The proposal intends to permit residential development on a small portion of land zoned RE1 Public Recreation and is considered to be of minor significance. Any future development will have to take into consideration the Acid Sulfate Soil mapping of the site.</p>

	<p>(3) A relevant planning authority must not prepare a planning proposal that proposes an intensification of land uses on land identified as having a probability of containing acid sulfate soils on the Acid Sulfate Soils Planning Maps unless the relevant planning authority has considered an acid sulfate soils study assessing the appropriateness of the change of land use given the presence of acid sulfate soils. The relevant planning authority must provide a copy of any such study to the Planning Secretary prior to undertaking community consultation in satisfaction of clause 4 of Schedule 1 to the Act.</p> <p>(4) Where provisions referred to under 2(a) and 2(b) above of this direction have not been introduced and the relevant planning authority is preparing a planning proposal that proposes an intensification of land uses on land identified as having a probability of acid sulfate soils on the Acid Sulfate Soils Planning Maps, the planning proposal must contain provisions consistent with 2(a) and 2(b).</p>	
<b>4.6 Mine Subsidence and Unstable Land</b>	<p>A planning proposal may be inconsistent with the terms of this direction only if the relevant planning authority can satisfy the Planning Secretary (or an officer of the Department nominated by the Secretary that the provisions of the planning proposal that are inconsistent are:</p>	<p>The proposal only relates to a small portion of an existing site currently used for residential purposes. The site is identified as Geotechnical Hazard H1 as detailed on the Geotechnical Hazard Map in the Pittwater LEP 2014. The proposal intends to permit residential</p>

	<p>(a) justified by a strategy approved by the Planning Secretary which:</p> <p>i. gives consideration to the objective of this direction, and</p> <p>ii. identifies the land which is the subject of the planning proposal (if the planning proposal relates to a particular site or sites), or</p> <p>(b) justified by a study prepared in support of the planning proposal which gives consideration to the objective of this direction, or</p> <p>(c) in accordance with the relevant Regional Strategy, Regional Plan or District Plan prepared by the Department of Planning which gives consideration to the objective of this direction, or</p> <p>(d) of minor significance.</p>	<p>development on a small portion of land zoned RE1 Public Recreation and is considered to be of minor significance.</p> <p>A Geotechnical Report has been prepared by Davies Geotechnical Consulting Engineers in support of the proposal.</p> <p>The Geotech Report identifies management and mitigation measures to be incorporated under future development that ensures it can appropriately respond to the Geotech hazard of the site demonstrating that the proposal will not adversely impact on the site or surrounding area. The Geotech Report concludes that the proposal can be supported from a geotechnical risk standpoint. Therefore, the proposal is considered to be of minor significance.</p>
<b>Focus Area 5 – Transport and Infrastructure</b>		
<b>5.1 Integrating Land Use and Transport</b>	<p>(1) A planning proposal must locate zones for urban purposes and include provisions that give effect to and are consistent with the aims, objectives and principles of:</p> <p>(a) Improving Transport Choice – Guidelines for planning and development (DUAP 2001), and</p> <p>(b) The Right Place for Business and Services – Planning Policy (DUAP 2001).</p>	<p>The Planning Proposal is not inconsistent with the direction as it will facilitate future residential development that is connected to the existing transport network within the region. The proposal will facilitate residential development that is of a consistent and compatible scale with existing land uses in the surrounding area.</p>

<p><b>5.2 Reserving Land for Public Purposes</b></p>	<p>(1) A planning proposal must not create, alter or reduce existing zonings or reservations of land for public purposes without the approval of the relevant public authority and the Planning Secretary (or an officer of the Department nominated by the Secretary).</p> <p>A planning proposal may be inconsistent with the terms of this direction only if the relevant planning authority can satisfy the Planning Secretary (or an officer of the Department nominated by the Secretary) that:</p> <p>(a) with respect to a request referred to in paragraph (4), further information is required before appropriate planning controls for the land can be determined, or</p> <p>(b) the provisions of the planning proposal that are inconsistent with the terms of this direction are of minor significance.</p>	<p>The planning proposal seeks to resolve split zoning issues on the site and facilitate the residential development of the site in line with the intended use and development outlined in the Heads of Agreement Contract.</p> <p>The proposal seeks to include the additional permitted use of a dwelling house on the small portion of the site that is zoned RE1 Public Recreation. The portion of the site is not currently used for public recreation and the proposal will ensure the entire site can be developed for residential purposes. The proposal is therefore of minor significance.</p>
<p><b>Focus Area 6 – Housing</b></p>		
<p><b>6.1 Residential Zones</b></p>	<p>(1) A planning proposal must include provisions that encourage the provision of housing that will:</p> <p>(a) broaden the choice of building types and locations available in the housing market, and</p> <p>(b) make more efficient use of existing infrastructure and services, and</p> <p>(c) reduce the consumption of land for housing and associated urban development on the urban fringe, and</p>	<p>The proposal is consistent with this ministerial direction as it will facilitate the intended residential use of the site.</p> <p>Any future development will be required to demonstrate the site can be adequately serviced to facilitate the proposed development.</p> <p>The proposal does not contain provisions which will</p>

	<p>(d) be of good design.</p> <p>(2) A planning proposal must, in relation to land to which this direction applies:</p> <p>(a) contain a requirement that residential development is not permitted until land is adequately serviced (or arrangements satisfactory to the council, or other appropriate authority, have been made to service it), and</p> <p>(b) not contain provisions which will reduce the permissible residential density of land.</p>	<p>reduce the permissible residential density of land.</p>
--	--	--

### C. ENVIRONMENTAL, SOCIAL AND ECONOMIC IMPACT

**QUESTION 8 – Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?**

#### Ecological Impacts

The subject site is identified as having biodiversity value as detailed in the Biodiversity Map provided in the Pittwater Local Environmental Plan (LEP) 2014.

A Flora and Fauna Assessment was prepared by Ecological Consultants Australia Pty Ltd in support of the proposal. The Flora and Fauna Assessment included:

- On ground surveys on 18 August, 3 September 2019 and 14 May 2022;
- Bionet searches for flora, fauna and endangered populations to identify if there were previous records of threatened species occurring within the local area using a 10km radius around the site; and
- A review of the Planning Proposal and the proposed development it seeks to enable was evaluated for potential environmental impacts.

The Flora and Fauna Assessment concluded that:

- No threatened flora or fauna species were recorded on- site during survey or previously recorded via Bionet.
- No significant habitat features, values or landscape corridors will be impacted by the proposed development.
- The proposal does not trigger entry into the Biodiversity Offset Scheme.

- Tree protection will be consistent with the Arborist report (Beecher 2020) or any updates from Alex Austin (ArborSaw June 2022). Main trees to be managed are trees within close proximity to building works.
- The neighboring bible garden/public recreation area will remain open to the public and unaffected by the proposal; and
- All 5 part tests have concluded that the proposal is not likely to significantly affect Large Forest Owls, Grey-headed Flying-foxes or microbats and will not be likely to put the local populations at risk of extinction.

The assessment also includes a number of recommended mitigation measures to be incorporated during the construction of the development which will be implemented to ensure potential ecological impacts are minimised and appropriately mitigated.

All future development on the site will be sited and designed to best respond to the ecological value of the surrounding area and will include the provision of native landscaping to assist in the integration of the future development into the surrounding environment. It is therefore considered that the Planning Proposal will not adversely impact on critical habitat, threatened species, populations or ecological communities and their habitats.

### **Tree Impacts**

An Arborist Report was prepared by Arborsaw in support of the proposal.

The Arborist Report undertook an assessment of the existing vegetation on the site and within the surrounding area to ascertain the suitability of the proposal.

The Arborist Report concludes that the planning proposal is considered to be suitable from a tree impact perspective provided the recommendations of the report are implemented with any future development onsite.

### **QUESTION 9 – Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?**

#### **Heritage**

The site directly adjoins and partially forms a part of the locally listed heritage item “The Bible Garden” at 6a Mitchell Road, Palm Beach as identified within the Pittwater Local Environmental Plan (LEP) 2014. A small portion of the subject site forms part of the heritage listing however it is predominantly located on 6a Mitchell Road to the south of the site.

A Heritage Impact Statement has been prepared in support of the proposal by Weir Phillips Heritage and Planning. The Heritage Impact Statement concludes that the proposal will have no impact on the significance of the adjoining heritage item based on the following:

- The proposal is compatible with the concept schemes envisaged when the site was subdivided and sold as part of the Heads of Agreement Contract with The Trustees of the Bible Garden.



- The steeply topography of the existing lot, particularly the northern portion which adjoins the subject site, is not usable by patrons of the Bible Garden. The proposal will allow for the construction of a dwelling with a flat top structure (potential garage). This structure when constructed will provide additional area as part of the garden which will enhance the user experience of the Garden and offer an opportunity to expand the significant plantings on site.
- The previous residential scheme was by Stephen Lesiuk Architect has been presented and endorsed by the Trustees of the "Bible Garden" Memorial Trust in a letter dated 17th August 2020. This demonstrates that the proposed residential zoning is considered to be acceptable by the Trustees of the Bible Garden.
- The proposal will not result in a built form that when viewed from the most significant points at Mitchell Road and from within the Bible Gardens the dwelling will be concealed by the existing topography. There will no visual impact from this perspective.
- The character of the Bible Garden, as a site enjoyed for quiet contemplation and appreciation of the magnificent outlook towards Palm Beach will be unaffected by the proposed rezoning.
- The proposal is unlikely to reduce the user's ability to interpret the cultural landscape of the Bible Garden within its context.
- From Palm Beach and surrounds, the proposal would be visible as one of a number of residential developments within the escarpment behind Palm Beach as a result of the rezoning. Any new dwelling constructed as a result of the proposal would be visible in the landscape from these viewpoints but will have a lessened visual impact due to the scale and constrained nature of the site in comparison to other nearby residential developments. The visual impact from this perspective is considered to be minor.
- The proposal will likely facilitate the demolition of the dwelling on site. The existing dwelling on site is not considered to be of heritage significance, either through the assessment of Northern Beaches Council or by the authors of this statement.
- No other heritage items in the vicinity will be affected by future built form constructed as part of the proposal owing to the separation of these items from the subject site.

### View Loss

The notion of view loss is invoked when a property enjoys existing views, and a proposed development would impact on that view. View loss impacts is addressed in the planning principle established by the NSW Land & Environment Court to deal with the assessment of view loss impacts, referred to as the *Tenacity Principle* (*Tenacity Consulting v Warringah [2004] NSWLEC 140*).

To determine the impact of view loss, the following four-step assessment should be used.

- Step 1** *The first step is the assessment of views to be affected. Water views are valued more highly than land views. Iconic views (e.g. of the Opera House, the Harbour Bridge) are valued more highly than views without icons. Whole views are valued more highly than partial views, e.g. a water view in which the interface between land and water is visible is more valuable than one in which it is obscured.*
- Step 2** *The second step is to consider from what part of the property the views are obtained. For example the protection of views across side boundaries is more difficult than the protection of views from front and rear boundaries. In addition, whether the view is enjoyed from a standing or sitting position may also be relevant. Sitting views are more difficult to protect than standing views. The expectation to retain side views and sitting views is often unrealistic.*
- Step 3** *The third step is to assess the extent of the impact. This needs to be done for the whole of the property, and not just to that part where the views are affected. The views from living areas (including kitchen areas) are more significant than from bedrooms or service areas. Whilst the impact could be assessed quantitatively, it is more useful to look at the issue in a qualitative sense and ask whether the view loss is negligible, minor, moderate, severe or devastating.*
- Step 4** *The fourth step is to assess the reasonableness of the proposal that is causing the impact. A development that complies with all planning controls would be considered more reasonable than one that breaches them. Where an impact on views arises as a result of non-compliance with one or more planning controls, even a moderate impact may be considered unreasonable. With a complying proposal, the question should be asked whether a more skillful design could provide the applicant with the same development potential and amenity and reduce the impact on the views of neighbours.*

The following provides an assessment of the properties deemed to be impacted by the development using the steps established in *Tenacity Principle (Tenacity Consulting v Warringah [2004] NSW LEC 140)*.

#### **Step 1**

The existing significant views in proximity to the subject site comprise of ocean and beach views of Palm Beach located to the north east of the site.

The subject site slopes down towards the north and any future development will be designed to respond to the natural topography and step down the site. This will ensure any future development will not impact on any existing views from residential properties and the Bible Garden to the south of the site.

## Step 2

Views from the Bible Garden extend from Mitchell Road in an arch from the northwest to northeast towards Palm Beach. The land is also visible also from nearby privately owned residential properties to the north east. The views are achieved from the elevated position of the site and due to the topography, the subject site and existing dwelling are not visible from the Bible Garden as detailed in **Figure 9** and **10** below.

The existing views are achieved from a standing or seated position across the site with the only obstructions consisting of existing vegetation.



Figure 9: Existing view from the Bible Garden (Source: Weir Phillips Heritage and Planning)



Figure 10: Existing view from the Bible Garden indicating the location of the subject site (Source: Weir Phillips Heritage and Planning)

During the preparation of the proposal consultation was undertaken with the Committee of the Friends of the Palm Beach Bible Garden and height poles were installed to determine the potential impact of any future development on the RE1 zoned land. **Figure 11** and **12** below details the height poles with the yellow string identifying the existing level of the bible garden and the red string identifying the maximum height allowable on the subject site as per an existing covenant.





Figure 11: Site photo detailing the installation of the height poles in relation to the existing view  
(Source: Stephen Lesiuk Architect)



Figure 12: Site photo detailing the installation of the height poles in relation to the existing view  
(Source: Stephen Lesiuk Architect)



### Step 3

As detailed in **Figures 11 & 12** no portion of future residential development will impede on the existing views from the Bible Garden based on the topography of the site, existing covenants and the indicative location of the garage as outlined in the Heads of Agreement Contract.

### Step 4

The proposal is therefore considered to be reasonable from a view loss perspective in that any future development would be sited and designed to ensure there are no impacts on existing views obtained from the Bible Garden and surrounding area.

### Built Form

Concept Architectural Plans have been prepared in support of the proposal by Housed Architects which demonstrate how the full site could be developed for residential purposes in line with the intended outcomes of the Heads of Agreement Contract.

As demonstrated in the Concept Architectural Plans and detailed in **Figures 13-17** below, the planning proposal will facilitate the development of the whole site for the purposes of a dwelling house and associated works. The portion of the site will be utilised to provide vehicular access, parking and entry to the future dwelling house without adversely impacting on the adjoining Bible Garden or access provided to adjoining sites.

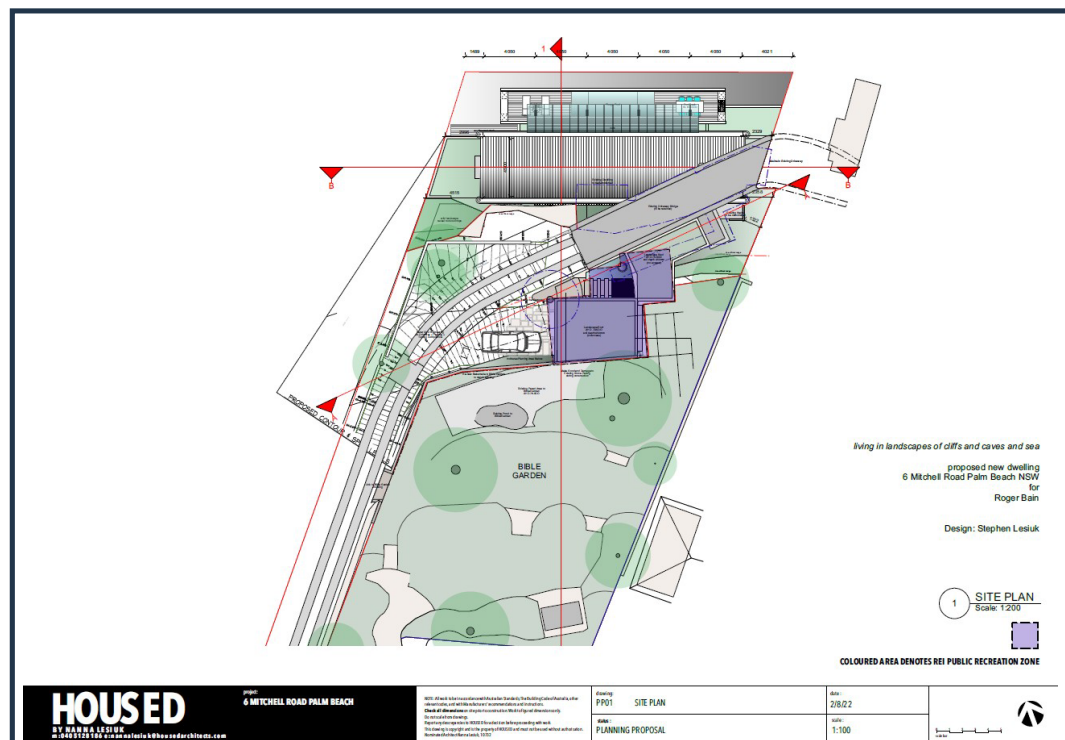


Figure 13: Concept Site Plan with the RE1 zoned portion of the site highlighted in purple (Source: Housed Architects)



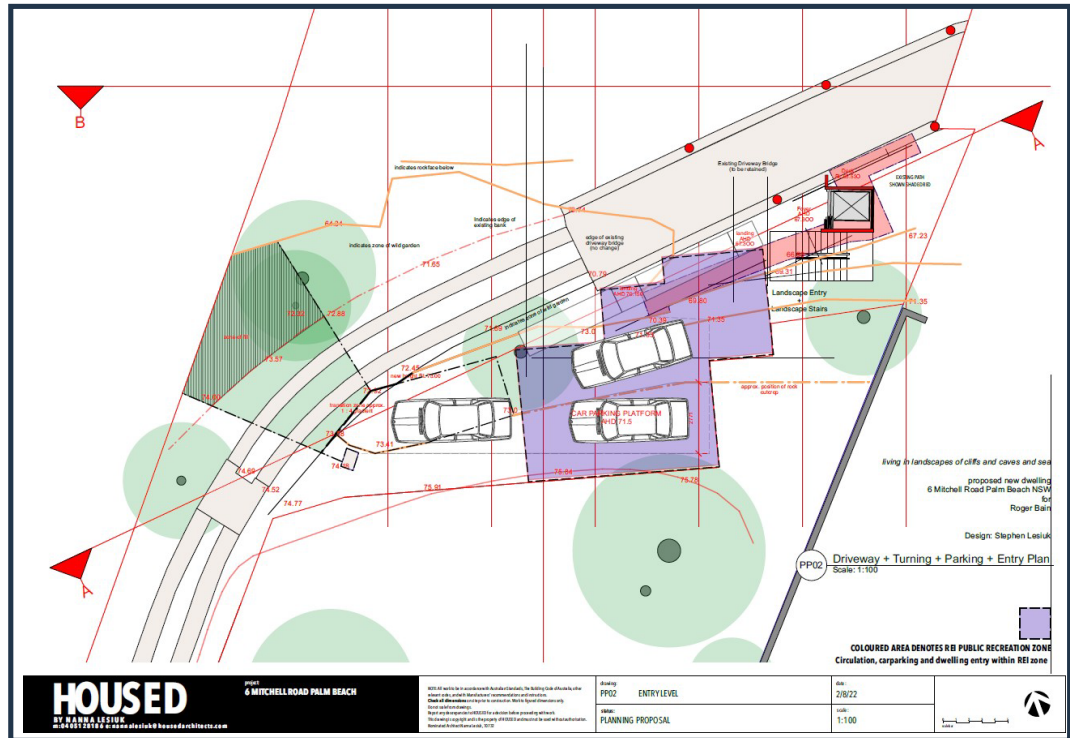


Figure 14: Concept Entry Plan detailing the RE1 zoned land as being utilized for vehicular access and garage (Source: Housed Architects)

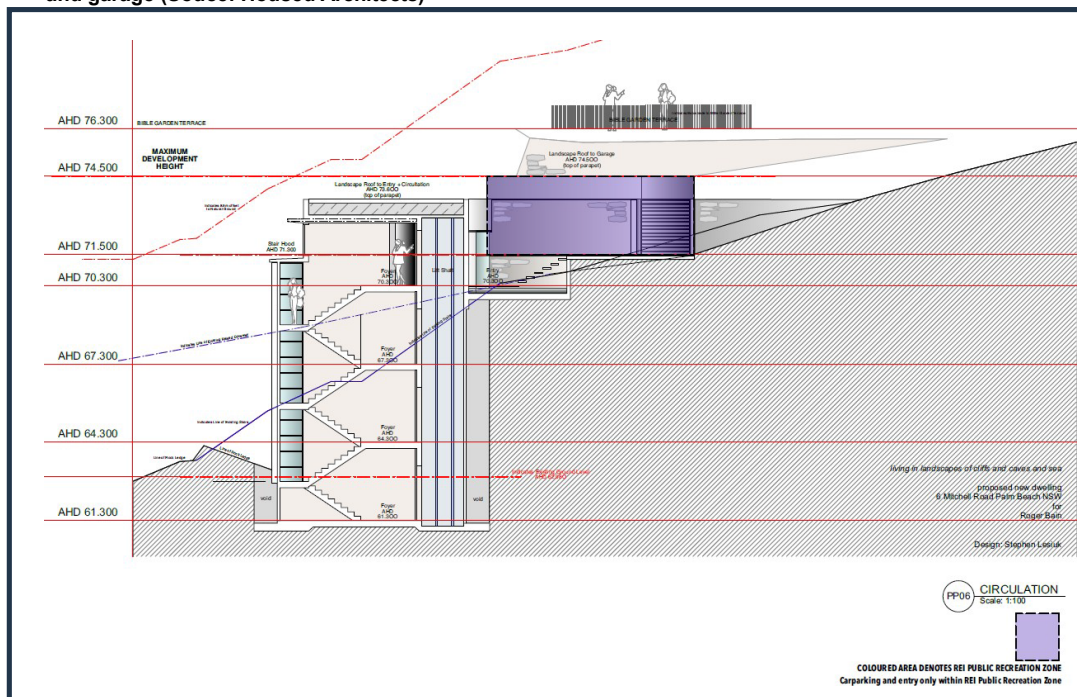


Figure 15: Concept Circulation Plan detailing the garage as below the Bible Garden and height limit (Source: Housed Architects)

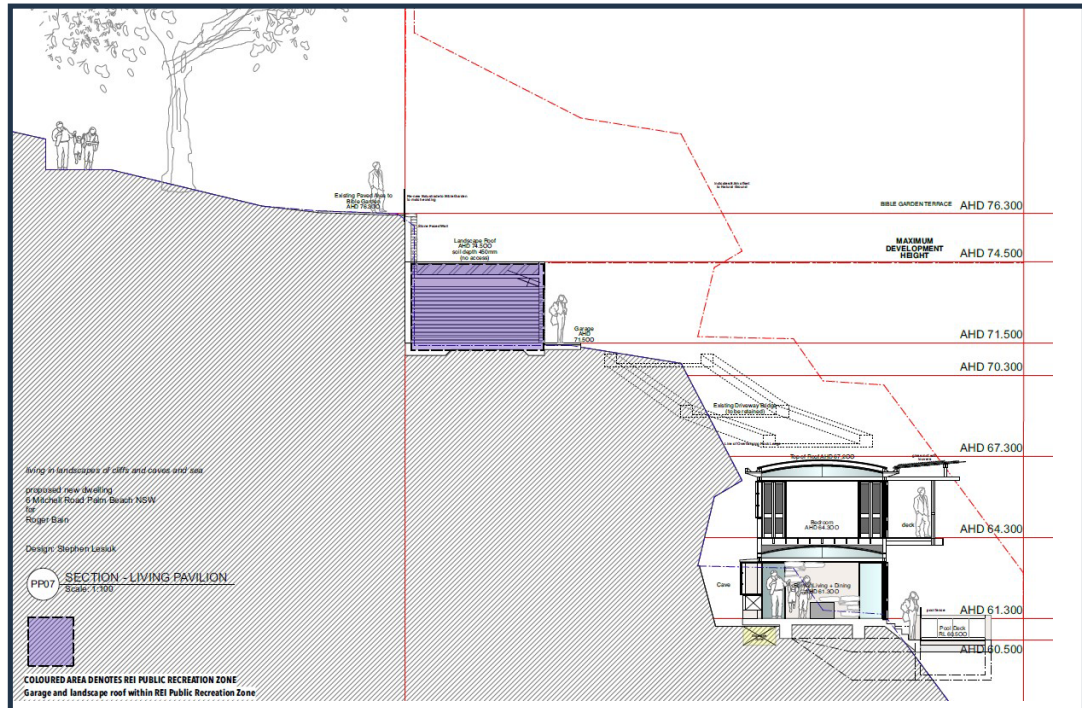


Figure 16: Concept Section detailing the garage as below the Bible Garden and height limit (Source: Housed Architects)

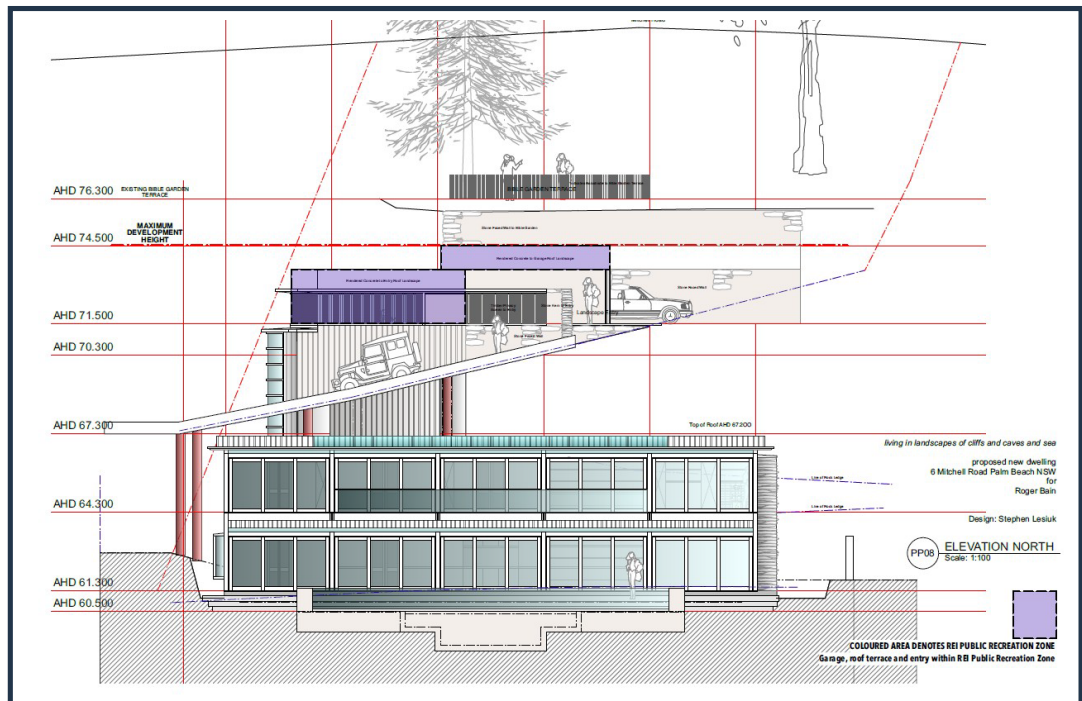


Figure 17: Concept Circulation Plan detailing the garage as below the Bible Garden and height limit (Source: Housed Architects)

As demonstrated in **Figures 13-17** above, the portion of the site zoned RE1 can be developed for the purposes of a dwelling house without adversely impacting on the setting or functionality of the adjoining Bible Garden and recreation zoned land.

The provision of the height limit for the site as part of the amendment to Schedule 1 of the Pittwater Local Environmental Plan (LEP) 2014 ensures future development will not adversely impact on the adjoining bible garden or surrounding area and an appropriate built form can be achieved onsite. Therefore, the planning proposal will not result in any adverse built form impacts.

#### **Traffic and Access**

The proposal will not result in any adverse traffic or access impacts. The portion of land identified to include the additional permitted uses is located adjacent to an existing shared driveway that was envisaged to provide access to the subject site as outlined in the Heads of Agreement Contract. The driveway is of a sufficient size to accommodate any future residential development on the site.

#### **Geotechnical Impacts**

The site is identified as Geotechnical Hazard H1 as detailed on the Geotechnical Hazard Map in the Pittwater LEP 2014. A Geotechnical Report has been prepared by Davies Geotechnical Consulting Engineers in support of the proposal.

The Geotech Report identifies management and mitigation measures to be incorporated under future development that ensures it can appropriately respond to the Geotech hazard of the site demonstrating that the proposal will not adversely impact on the site or surrounding area. The Geotech Report concludes that the proposal can be supported from a geotechnical risk standpoint.

#### **QUESTION 10 – Has the Planning Proposal adequately addressed any social and economic effects?**

The planning proposal will facilitate the development of the whole site for residential purposes as intended under the Heads of Agreement. The social and economic benefits include increased residential accommodation in the area and resolution of the issues arising from the split zoning of the site.

#### **D. INFRASTRUCTURE (LOCAL, STATE AND COMMONWEALTH)**

#### **QUESTION 11 - Is there adequate public infrastructure for the Planning Proposal?**

The site contains an existing dwelling that has connection to all services and utilities required to facilitate residential development. The provision of additional permitted uses on the portion of land zoned RE1 Public Recreation will not adversely impact on the provisions of services and utilities in the area and existing services can be utilised in any future development of the site.

**QUESTION 12 - What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?**

As the existing property is serviced land, utilized for some years as a residential property and is surrounded by residential development it was not deemed necessary to consult with utility service agencies.

Additionally, the Gateway Determination did not require consultation with other state or Commonwealth authorities.

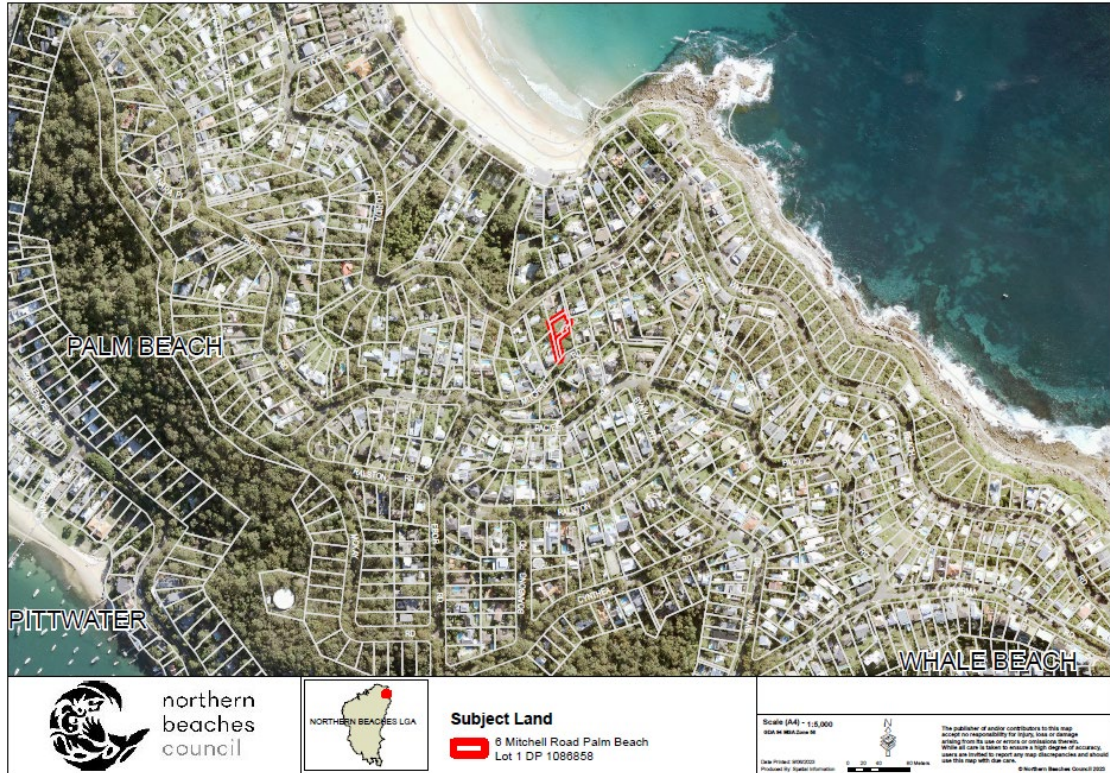
**PART 4 – Mapping**

As discussed, the Planning Proposal seeks to amend the Pittwater LEP 2014 as follows:

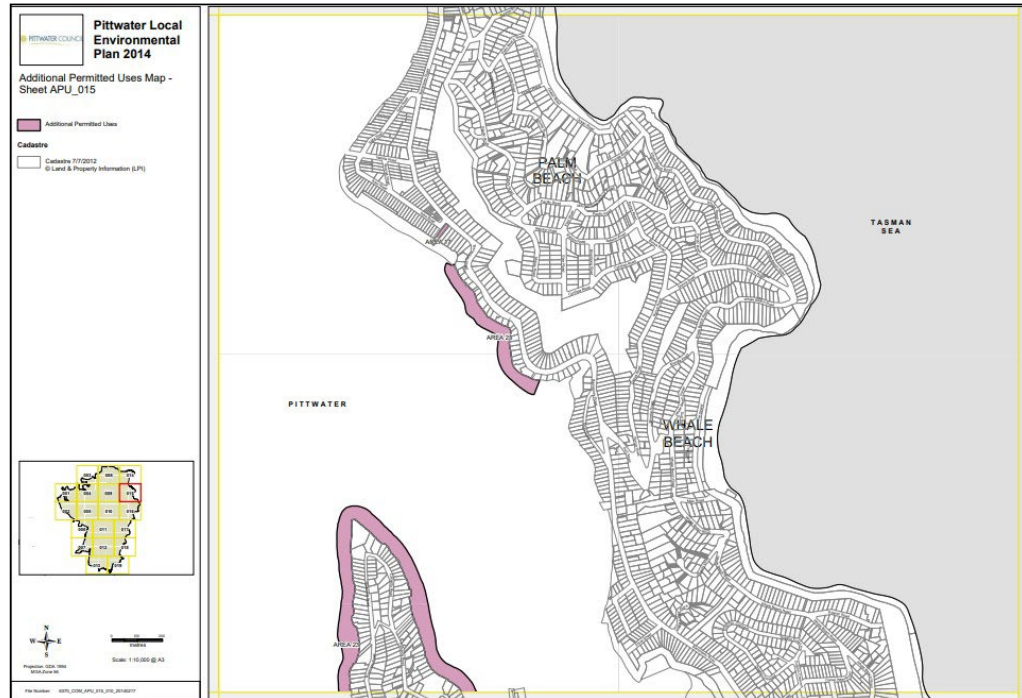
- Amend the Pittwater LEP 2014 Additional Permitted Uses Map for the subject site (Sheet APU\_015) to identify the portion of the site zoned RE1 Public Recreation for additional permitted uses referenced in Schedule 1 of the LEP.



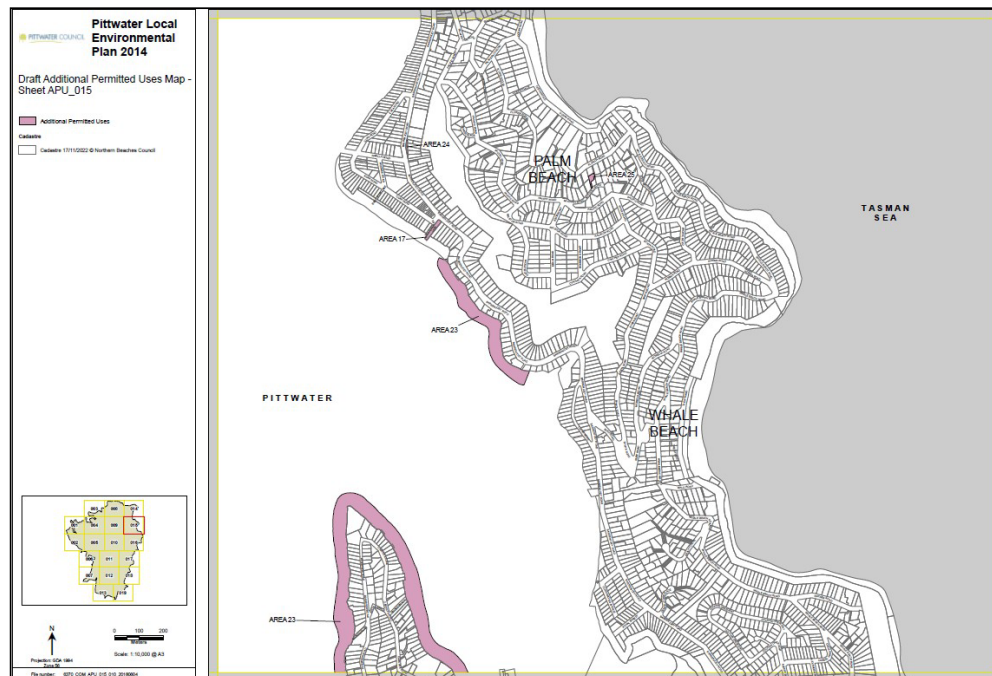
Map 1 – Site Identification Map



Map 2 – Current Additional Permitted Uses



Map 3- Proposed Additional Permitted Use



## PART 5 – Community and Key Stakeholder Consultation

### Community Engagement (Statutory)

Following the Department of Planning's Gateway determination issued on the 30<sup>th</sup> May 2023. The proposal was categorized as **standard**, and therefore must be made publicly available for a minimum of 20 days as set out for by the Local Environmental Plan Making Guidelines (Department of Planning, 2023).

The Planning Proposal was placed on statutory public exhibition for a period of 28 days, from 30 June to 27 July 2023, in accordance with the Northern Beaches Community Participation Plan.

Following a request from a submitter, the public exhibition period was extended from 27 July to 03 August 2023 making it a total of 35 days notification period.

### Submissions

Three (3) submissions were received during the statutory exhibition period. The issues raised in the three submissions are summarized and responded to in the following table.

Submission	Issue Raised	Council staff response
1	This application will have negative effects on the tranquility and peace of the Bible Garden; The destruction to the hillside to build a large dwelling, plus pool will undoubtedly impact the Bible Garden significantly.	The Planning proposal seeks to permit a dwelling on that portion of the site directly underneath the viewing platform of the Bible Garden. There will be height restriction also imposed on this land to ensure it does not detract from views enjoyed from the viewing platform. This land was and continues to be used as a residential property since the 1960's when the Bible Garden was first established; and this Planning Proposal aims to facilitate the original planning intent for this land as agreed to by the former and original owners of the land, the Trustees of the Bible Garden. Any future proposal for a dwelling house and pool is subject to a Development Application, which will need to be lodged to Council in future and assessed on merit.
2	I believe this proposal will negatively impact the amenity of the Bible Garden; It will negatively impact the amenity and experience of users of the Garden; The proposal to allow the zoning to be altered to permit substantial building works for a large home, pool and garage, on a steep slope, conflicts with Council's stated desire to preserve Pittwater's natural environment, will permanently remove flora and fauna, substantially reduce important green corridors and create potential geotechnical problems; It will reduce and shrink the natural environment surrounding the Bible Garden, reduce its ability to achieve its stated purpose of providing a reflective and peaceful	The Bible Garden and its viewing platform is surrounded by existing residential properties. 6 Mitchell Road was previously part of the Bible Garden land and contained a dwelling house before the original owners, Trustees of the Bible Garden excised the land with the dwelling house and sold it privately. The rezoning relates to a portion of the side directly underneath the viewing platform, seeking to permit a dwelling on that very portion of the site. A provision is also applied on the height of building on the land.  The rezoning facilitates the original intent for the land when it was subdivided by the original owners, to continue to accommodate a dwelling of this land.  Any development on the land will be subject to a Development Application at which time,



	experience for the public from this heritage listed, community amenity, scar the natural landscape, and surround a small pocket of peace with the further intrusion of additional and over-built hard surfaces.	Council will need to assess the development on merit.
3	As Council is no doubt aware, our clients share a common boundary with No 6 Mitchell Road and have a lawful right of carriageway over No 6 Mitchell Road to access their properties at Nos 15 and 13 Florida Road, Palm Beach. So that Council, and in particular, you, as the newly-appointed CEO, can appreciate the location and relationship between our client's land, Council's land (Bible Garden – Heritage item), and the land the subject of the Planning Proposal, the photograph over the page clearly delineates the relationship between the properties.	Note that the author is writing/representing adjoining property and that same property has a right of carriageway over the property the subject of the exhibited Planning Proposal. The right of carriageway is not affected by the exhibited Planning Proposal.
	Our clients have submitted comprehensive objections to the original development application (as amended) DA2020/15906 for the erection of a dwelling house at No 6 Mitchell Road, which includes part of the dwelling that was to be located within the RE1 Public Recreation Zoned land. The objections lodged by our client were supported by comprehensive advice from Paul Vergotis, Partner, Piper Alderman and Accredited Lawyer in Planning and Environmental Matters, together with advice from Dr Steven Berveling, Barrister, who is highly respected in Planning and Environmental Law. Our clients' lawyers have also submitted comprehensive advice relating to the Planning Proposal submitted by The Planning Hub seeking to have that part of the land that adjoins Council's Bible Garden amended to permit a dwelling house to be erected on the land currently zoned RE1 Public Recreation. This advice, like most of the submissions that have been made to Council since the original DA in 2021, have been summarily dismissed by the planning officer in the reports that have been submitted to Council and to the NSW Department of Planning...	Council reiterates any submission received in relation to the current application has been duly considered, with the issues raised in such submissions responded to by Council staff in a separate document appended to a report either to the Northern Beaches Planning Panel and Council - on both occasions being when the Planning Proposal application was considered ahead of forwarding the Planning Proposal to the Department of Planning and Environment with a request for Gateway Determination.
	One of the principal grounds of objection by our clients is the perceived conflict of interest that	The issue raised here relate to the perceived conflict of interest. A probity advisor has been engaged to independently audit and oversee

	<p>Northern Beaches Council and its officers have in dealing with this application.</p>	<p>Council staff's assessment of the Planning Proposal application and the submissions it receives to the planning proposal. It takes into account the existence of a Heads of Agreement between the former Pittwater Council and then owners of the land that resulted in the creation of 6 and 6A Mitchell Road.</p>
	<p>This component of the objection is based upon the following:</p> <ul style="list-style-type: none"> <li>• In respect of the original Development Application, being DA2020/1596), the applicant submitted amended plans which were the subject of a review by our clients' lawyers. Our clients' lawyers confirmed that the applicant's amended plans intended to carry out works on the Council-owned property (Bible Garden). The applicant proposed a rooftop terrace which linked it with the Council-owned land, being the Bible Garden. The applicant also proposed new balustrades adjacent to the viewing platform of the Bible Garden. Lawyers representing our clients pointed out the DA therefore embraced two parcels of land, one being Council's property and the other being the land the subject of this current Planning Proposal.</li> </ul> <p>Our clients' lawyers also pointed out that the amended plans involved development that relates to Lot 1 (applicant's land) and Lot 2 in DP108658 (Council land, the Bible Garden) and, accordingly, required the consent of all owners (one being Northern Beaches Council). Our clients' lawyers also advised in terms of the following: "17) consent from the owner of Lot 2 DP 108658 has not been obtained. The letter dated 28 April from Dr Stuart Springs to the Architect does not consent to the lodgement of the DA in accordance with the Amended Plans." Following advice from the clients' lawyers, Council was forced to admit that formal consent from Northern Beaches Council had not been obtained...</p>	<p>Nonetheless, issues raised with the DA2020/1596 are not subject of any consideration for this Planning Proposal application.</p>
3 Cont'd	<p>It is blatantly obvious that Council and its representative, being Dr Stuart Springs, on behalf of the Trustees of the Bible Garden (Council land), had been supporting the proposal to permit a dwelling to</p>	<p>The Heads of Agreement between the former Pittwater Council and the Trustees of the Bible Garden intended that the use of that portion of land with a dwelling is to continue to have residential development on it after the land is subdivided to create 6 and 6A Mitchell Road.</p>

	<p>be erected on that part of the land zoned RE1 Public Recreation since 2021. This is a fact that Council cannot deny and verifies our clients' claim that Council does have a conflict of interest in now promoting the Planning Proposal...</p>	<p>A proponent-initiated Planning Proposal application is still necessary as the land with the dwelling, 6 Mitchell Road, has a split zoning which is due to the circumstance of the topography as part of 6A Mitchell Road overhangs underneath a portion of 6 Mitchell Road.</p>
	<p>In our opinion, our clients' opinion and based upon other advice, it is evident that Council, who owns the adjoining land to the subject Planning Proposal have been the authors of the Planning Proposal, the authors of the reports prepared by Council Officers, the authors of the submission they made to the NSW Department of Planning and have become the Determining Authority for the making of the local plan.</p> <p>At no stage has there been any independent advice sought by Council regarding the conflict of interest between Council and the owners of No 6 Mitchell Road in regard to the rezoning of land which adjoins Council's Heritage site. The land the subject of this Planning Proposal, has been zoned for Public Recreation purposes since 2014. Council Officers have not, in any of their reports, advised Council why the land, the subject of this Planning Proposal, was zoned for Public Recreation purposes...</p>	<p>The proponent-initiated Planning Proposal application was considered by Council staff. The assessment by Council staff was audited by an independent probity advisor. The assessment by Council staff together with the probity advisor's report were firstly presented to the Northern Beaches Local Planning Panel for their consideration. This Panel made a recommendation to the elected Council in regard to the Planning Proposal. The Planning Proposal presented to the elected Council together with the assessment of same, the probity advisor's report and the Panel's recommendation were subsequently considered by Council and ratified by Council resolution. Additionally, the exhibited Planning Proposal provides the background of the property, in particular the zoning of the land when it was originally under one property and ownership and into the subdivision that created 6 and 6A Mitchell road, under Pittwater Local Environmental Plan 1993 to Pittwater Local Environmental Plan 2014. Although Council staff have assessed this Planning Proposal, the assessment has been and continues to be overseen by a probity advisor who is auditing Council's staff assessment of the Planning Proposal.</p>
3 Cont'd	<p>It is also relevant for you and the Director of Planning and Place to note that in all the reports relating to the Planning Proposal, the Officer's reports state that "the primary reason for refusal of the Development Application in August 2021 was that the residential development proposed to be built on that portion of the site zoned RE1 Public Recreation is prohibited under the zone." What the author of the document, and other documents that have been submitted to Council, failed to advise Council, was that the application was refused on seven grounds and only one of the grounds of refusal related to the current zoning of the land being RE1 Public Recreation...</p>	<p>We note the matters of contention you raise in regard to the Development Application lodged for the subject site and subsequently determined by Council.</p> <p>However, if it were not for the residential DA being prohibited on that portion of 6 Mitchell Road that is zoned RE1 Public Recreation, there would be no need for this Planning Proposal exhibited by Council and is now the subject of this submission.</p>
	<p>We find it difficult to comprehend how a spot rezoning has been dealt with, with such expediency when Council is in the course of preparing a comprehensive LEP for the entire</p>	<p>A proponent-initiated Planning Proposal application may be lodged at any time. Council has a responsibility to assess and consider any Planning Proposal application it receives regardless Council is preparing a</p>

	<p>LGA. Why has this proposal been singled out and dealt with as a 'spot rezoning' as opposed to many others who are affected by current zonings and are forced to deal with their matters over many months/years when the new LEP is exhibited...</p>	<p>comprehensive new Local Environmental Plan for the Northern Beaches.</p>
	<p>The NSW Government, through the Department of Planning, issued a document titled "A New Approach to Rezoning" as a discussion paper in December 2021. This document states that one of the major delays in processing Planning Proposals is having to deal with spot rezonings which have caused "major inefficiencies under the current system". A review of Council's electronic records, including the NSW Department of Planning's records, has revealed that Northern Beaches Council has only supported rezonings where they have involved major developments and NOT spot rezonings. It is reasonable to ask the question, WHY has Council singled this Planning Proposal out for such urgent and special treatment. There is no community benefit to the proposal; the only one who benefits is the owner of the land...</p>	<p>As discussed above, proponent-initiated Planning Proposal applications are being considered and determined by Council, and are spot rezonings as they potentially amend the Local Planning Instrument applying to the land. If Council did not assess a Planning Proposal application within specific timeframe, the proponent is able to request the Department of Planning and Environment to review the application.</p> <p>Council, in assessing applications it receives, ensures it is acting as a responsible Relevant Planning Authority. The exhibited Planning Proposal has been shown to have merit and was issued a Gateway Determination by the Department of Planning and Environment.</p>
3 Cont'd	<p>The Department of Planning's discussion paper states that "Planning proposals should be clear and transparent in the manner in which they are dealt with". In this regard Tomasy Planning, on behalf of the client, has sought an extension of time to the submission period for the Planning Proposal on two separate occasions. Firstly, the Planning Proposal was placed on exhibition for a very limited period and a request was made for an additional 14 days to enable legal advice to be sought; however, only seven days were granted. The reason being, as advised by Council, was that "this planning proposal must be submitted to the planning panel in December 2022". Again, one must ask the question, WHY has Council granted such urgency in dealing with a spot rezoning when the owner of the land only purchased the property some two years ago with the full knowledge that part of the land was zoned for public recreation purposes. Perhaps the only person who can answer these questions is the NSW</p>	<p>The Gateway Determination issued by the Department of Planning gave a minimum 20 days for the exhibition period. Council's Community Participation Plan requires the statutory exhibition of a Planning Proposal to be a minimum 28 days. This Planning Proposal was on statutory exhibition from 30 June to 27 July 2023.</p> <p>At the submitter's request, the exhibition was extended for another 7 days to 3 August 2023. The person who requested the extension forwarded a submission on 2 August.</p>

	Ombudsman...	
	<p>The proposal does not fall within the parameters of being of State or Regional significance, or development proposed around a town centre. Any spot rezoning should be dealt with by way of a strategic planning basis, that is, as part of a comprehensive review of the LEP that this Council is currently finalising. Again, this raises the same question, WHY is Council and its officers deeming this matter be of such importance to warrant a spot rezoning. It is noted in the letter from the Department of Planning and Environment of 30 May 2023, to Council's acting CEO, that that the Director of North District (Gateway Determination) noted that the inconsistency of the Planning Proposal with applicable directions of the Minister under Section 919 of the EP&amp;A Act, 1.4 Site Specific provisions and 5.2 Reserving Land for Public Purposes is justified in terms of the direction as submitted by Council's Planning staff that the inconsistency is justified. Once again, notwithstanding the inconsistency of the Planning Proposal with the Ministerial directions for spot rezonings, Council has prepared a case justifying the inconsistency to allow the rezoning to take place...</p>	<p>The exhibited Planning Proposal contains the justification and reasons why it has strategic merit for the Planning Proposal. The Department of Planning, in issuing a Gateway Determination for this Planning Proposal, concurs with the justification for the Planning Proposal.</p>
	<p>At the time the Planning Proposal by Council was placed on exhibition in late 2022, six submissions were received, and Council's listing of these submissions was by way of an annexure to their report on a half-page document with font size that was almost impossible to read. All responses by Council dismissed the matters raised by members of the community or their respective advisors...</p>	<p>Council placed the proponent-initiated Planning Proposal on non-statutory exhibition when it was initially lodged with Council. The non-statutory exhibition was from 28 September to 13 October 2022. On 12 October 2022, it was extended to 21 October 2022.</p> <p>At the time, 6 submissions were received and the issues raised in these submissions together with Council staff responses to them was in a summary document appended to a report for the Northern Beaches Local Planning Panel meeting of 14 December 2022 and Council meeting of 24 March 2023.</p> <p>For both of these meetings, the document was publicly available and could be printed specific to the reader's requirements.</p>

### Changes made to the Planning Proposal

The Planning Proposal has been updated to include the issues raised in submissions received during the statutory exhibition period. This replaces the issues raised in submissions received during the non-statutory exhibition period (conducted in 2022).

## **PART 6 – Project Timeline**

Council, as the Relevant Planning Authority (RPA), has discretion to determine the relevant project timeframe for the determination of this Planning Proposal. The information detailed within this Planning Proposal has been provided to outline any potential impacts and provide justification to support and assist the RPA's determination.

<b>Table 6: Anticipated Project Timeline</b>	
<b>Stage</b>	<b>Timeframe</b>
Report to Council on outcomes of public exhibition – scheduled meeting	24 October 2023
If Council agrees, submit to Department to finalise the LEP	November 2023
Anticipated date the local plan-making authority will make the plan (if authorised)	December 2023
Anticipated date the local plan-making authority will forward to the PCO for publication	December 2023

## **Conclusion**

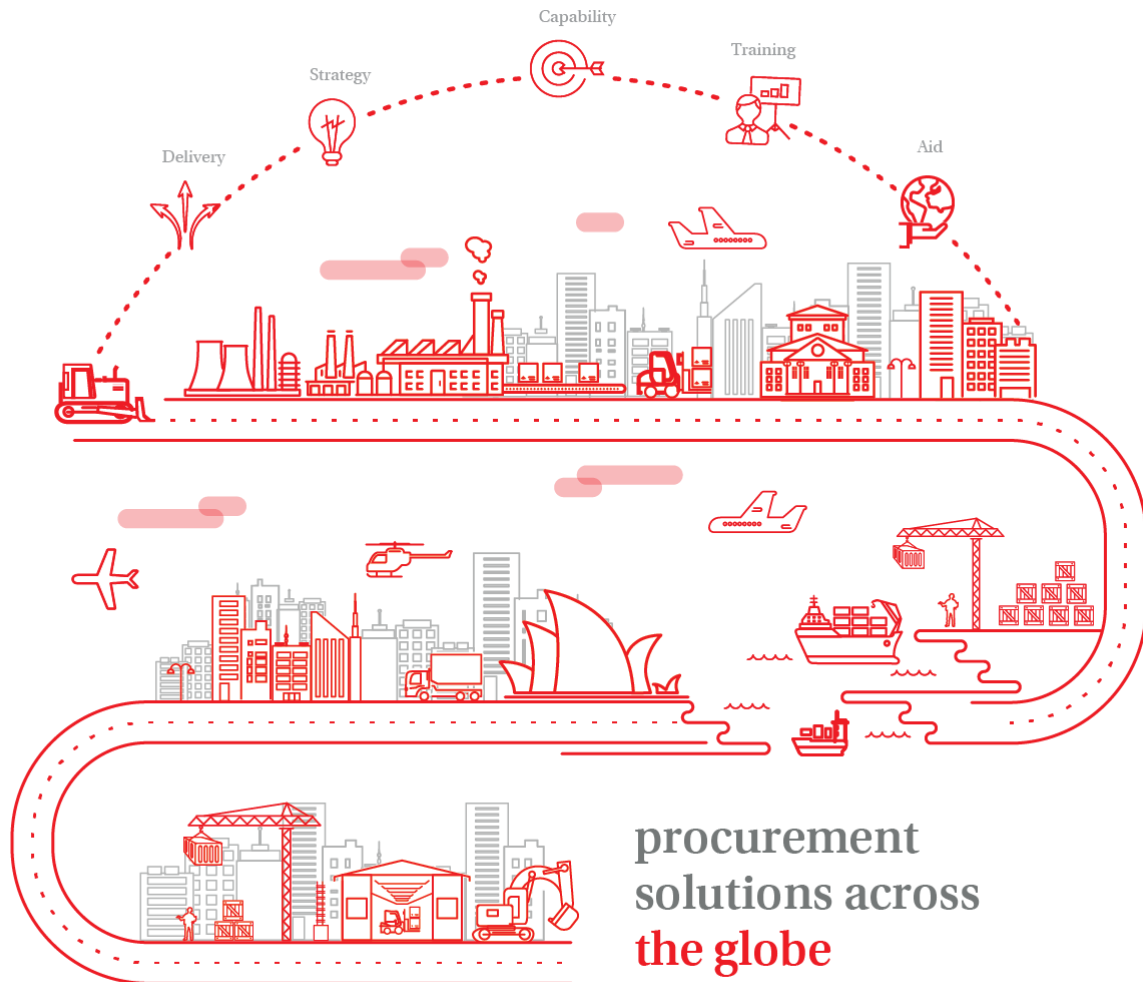
This Planning Proposal seeks to amend the Pittwater Local Environmental Plan (LEP) 2014 to include an additional permitted use of dwelling house on that portion of 6 Mitchell Road, Palm Beach currently zoned R1 Public Recreation; and to ensure that any future residential development on the land does not exceed building height 74.5AHD.

The Planning Proposal has been prepared in accordance with Section 3.33 of the Environmental Planning and Assessment Act 1979 (the EP&A Act) and The Department of Planning's 'Local Environmental Plan Making Guideline.'

The Planning Proposal provides a comprehensive justification of the proposed amendment to the Pittwater LEP 2014, and significant planning merit in the following respects:

- It will facilitate the future intended residential development of the site as envisaged by Council and the Trustees of the Bible Garden;
- It will enable appropriate residential development that recognises the heritage significance of the site and surrounding area; and
- It will not adversely impact on the ecological, cultural or scenic significance of the site and surrounding area.

Given the above significant planning merits and the absence of any adverse social, economic or environmental impacts, it is requested that the Planning Proposal be favorably considered by Council and that Council resolve to forward it to the Department of Planning to allow the Department to consider the Planning Proposal for Gateway Determination under Section 3.34 of the Environmental Planning and Assessment Act, 1979.



**Contact for this Report**

**Name:** Mark Henderson  
**Email:** m.henderson@charleskendall.com.au  
**Mobile:** +61 (0) 421 464 660  
**Phone:** +61 (0)7 3211 0275

**Address:** Level 38, 71 Eagle Street  
Brisbane QLD 4000

**Postal:** GPO Box 195  
Brisbane QLD 4001

**Website:** www.charleskendall.com.au

**Planning Proposal for 6 Mitchell  
Road, Palm Beach  
(PEX2022/0003)**

Probity Report – Post Gateway Exhibition

Northern Beaches Council

13 September 2023





## Contents

1.	Introduction .....	1
1.1	Pre-Gateway Stage .....	1
1.2	Scope of this Probity Report .....	1
2.	Probity.....	1
2.1	Probity .....	1
2.2	Specific Duties Included in the Probity Advisor Role .....	2
3.	Review of Assessment Process .....	2
3.1	Preparation.....	2
3.2	Conflicts of Interest.....	2
3.3	Consultation .....	3
3.4	Planning Proposal Assessment .....	3
4.	Findings .....	3
	Attachment A - Submissions Summary and Responses .....	5



## 1. Introduction

On 12 September 2022, Northern Beaches Council (Council) received a Planning Proposal Application relating to privately owned land located at 6 Mitchell Road, Palm Beach (Planning Proposal No: PEX2022/0003). The application is a proponent-initiated Planning Proposal under the Environmental Planning and Assessment Act. The proposal seeks to amend Pittwater Local Environmental Plan 2014 by adding “dwelling houses” as an additional permissible use on that portion of the subject land zoned RE1.

The land that is the subject of the application immediately abuts land owned by Council. In accordance with the Council’s Community Participation Plan, as Council is an affected property owner to this application. Council’s Property Team and Parks & Recreation Team (as the Asset Manager) will be invited to comment on the application along with other affected property owners.

Carriage of the assessment of the application will be by staff in Council’s Strategic and Place Planning Business Unit, with input from technical experts across various Council Business Units. To maintain compliance and support good practice, Council engaged Charles Kendall Australia (CKA) to provide probity advisory services relating to the assessment.

### 1.1 Pre-Gateway Stage

25 January 2023, CKA issued a Probity Report with respect to the Pre-gateway stage of the assessment process (titled “*Planning Proposal for 6 Mitchell Road, Palm Beach (PEX2022/0003) - Probity Report*”).

At its meeting of 28 March 2023, Council considered the Planning Proposal application and resolved as follows:

1. Submit the Planning Proposal for 6 Mitchell Road, Palm Beach to the Minister for Planning for Gateway Determination.
2. Publicly exhibit the Planning Proposal in accordance with any Gateway determination by the Minister for Planning.

On 30 May 2023, a Gateway determination was obtained for the Planning Proposal.

### 1.2 Scope of this Probity Report

This Probity Report reflects on the probity of the Post Gateway Exhibition stage of the planning process following the Gateway determination on 30 May 2023.

## 2. Probity

### 2.1 Probity

The term “probity” refers to integrity, uprightness and honesty. In the context of the assessment process, probity relates to:

- compliance with relevant legislation, policies and other applicable governance;
- maintaining fairness and impartiality;
- supporting accountability and transparency;
- ensuring confidentiality and security of information; and
- managing potential and actual conflicts of interest.

The probity advisor is able to provide independent scrutiny of the process. The probity advisor can provide advice to facilitate compliance with recognised probity principles and can assist to resolve probity-related issues.



## 2.2 Specific Duties Included in the Probity Advisor Role

The role of the probity advisor extends to the following activities.

- Act as an independent observer throughout the assessment activity.
- Scrutinise the process to provide advice with respect to compliance with relevant policies and procedures.
- Review and assess all relevant documentation to validate compliance and transparency.
- Review and provide advice regarding conflicts of interest.
- Attend meetings as required.
- Provide a final report that gives an independent view of the probity and compliance of the process.

## 3. Review of Assessment Process

### 3.1 Preparation

In preparation for the review, CKA reviewed the following documentation that relate to the Planning Proposal assessment process:

- Council's Business Process for assessment of Planning Proposal.
- Development Determination Panel (DDP) Charter (dated 30 June 2022).
- Local Environmental Plan Making Guideline (dated September 2022) Published by the NSW Department of Planning, Industry and Environment.
- Environmental Planning and Assessment Act 1979.

### 3.2 Conflicts of Interest

It was identified that as Council is an affected property owner to the application, Council has an interest and Council's Property Team and Parks & Recreation Team (as the Asset Manager) would be invited to comment on the application along with other affected property owners. This would be undertaken through the normal Council process. To manage this situation and maintain probity, Council ensured separation between the assessment of the Planning Proposal and Council's role as an affected property owner and appointed CKA as the probity advisor.

In addition, conflict of interest disclosures were received from the following Council officers involved in the process:

- Andrew Pigott
- Brendan Smith
- Joseph Tramonte
- Neil Cocks
- Amanda Clarke
- Liza Cordoba
- Nemani Robertson
- Rachael Thelander
- Robert Blackall
- Shivani Tapas
- Brendan Gavin

No individuals identified any conflicts of interest with respect to the that required management.



### 3.3 Consultation

#### 3.3.1 Notification

As the proposal was categorized as standard, it is required to be made publicly available for a minimum of 20 days as set out for by the Local Environmental Plan Making Guidelines (Department of Planning, 2023).

In accordance with the Northern Beaches Community Participation Plan, the Planning Proposal was initially placed on statutory public exhibition for a period of 28 days, from 30 June to 27 July 2023. Following a request from a landowner to extend the period a further 14 days, the public exhibition period was extended from 27 July to 03 August 2023 (an additional 7 days) making it a total of 35 days notification period. While the full 14 day extension request was not granted, this is not considered to pose a probity issue and it is considered that the period of time provided was reasonable to enable submissions.

#### 3.3.2 Submissions

A total of three (3) submissions were received from the following parties during the statutory exhibition period:

- Jacqueline Rees on 4/07/2023
- V Kim Hoggard on 4/07/2023
- Tomasey Planning on 2/08/2023 (the party that requested the extension)

The probity advisor reviewed each of the submissions received. A summary of the issues raised in the submissions and Council's responses is provided in Attachment A and the probity advisor confirms that it accurately reflects the issues raised in the submissions.

### 3.4 Planning Proposal Assessment

CKA reviewed the following documentation relating to the assessment of the Planning Proposal:

- Planning Proposal for Amendments to Pittwater Local Environmental Plan 2014 (PLEP 2014) 6 Mitchell Road, Palm Beach (post gateway exhibition) dated September 2023.
- Draft Report to Ordinary Council Meeting of 24 October 2023: Outcome of Public Exhibition of Planning Proposal at 6 Mitchell Road, Palm Beach (PEX2022/0003)
- Minutes of the Northern Beaches Local Planning Panel Meeting held via teleconference on Wednesday 14 December 2022.
- Submissions summary and responses (Council Report 24 October Attachment).
- Submitter Register- Post Gateway statutory exhibition - PEX2020 0003- 20230714.

It is the opinion of the probity advisor that the documentation accurately and transparently details the process undertaken, considerations, issues and basis for the recommendations.

## 4. Findings

Based on the probity advisor's observations and the information provided by Northern Beaches Council and reviewed by the probity advisor, it is the opinion of the probity advisor that:

- The assessment of the Planning Proposal for 6 Mitchell Road, Palm Beach (PEX2022/0003) has been undertaken in accordance with Council's procedures;
- All relevant parties were aware of responsibilities to disclose conflicts of interest and there were no conflicts of interest identified by the Council officers involved in the process;
- The interest of Council as an affected property owner was identified and effectively managed, with appropriate separation in place;

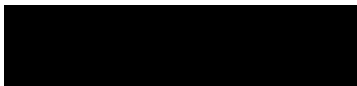


- The Planning Proposal was assessed fairly, with no evidence of bias, including with respect to Council's interest as an affected property owner;
- The submissions received through the community consultation and internal referrals were appropriately considered through the process and are accurately documented.
- The exhibition period exceeded the requirement under the Local Environmental Plan Making Guidelines (Department of Planning, 2023) and the Northern Beaches Community Participation Plan, and provided sufficient opportunity for response;
- The Planning Proposal and draft Report to Ordinary Council Meeting of 24 October 2023 accurately document the process undertaken, considerations and issues; and
- The principles of probity have been observed throughout the process.

No probity issues have been identified that would prohibit progress of the Planning Proposal.

#### Probity Advisor

Dated: 13 September 2023



Mark Henderson

Probity Advisor

#### Disclaimer:

We note that CKA is not responsible for the preparation, conduct and management of the planning assessment activities in accordance with the legislative and policy framework applicable to Council. CKA provide advice or recommendations based on our extensive experience with respect to the management of probity. Any advice or recommendations that CKA provides should be considered carefully by Council before implementation.

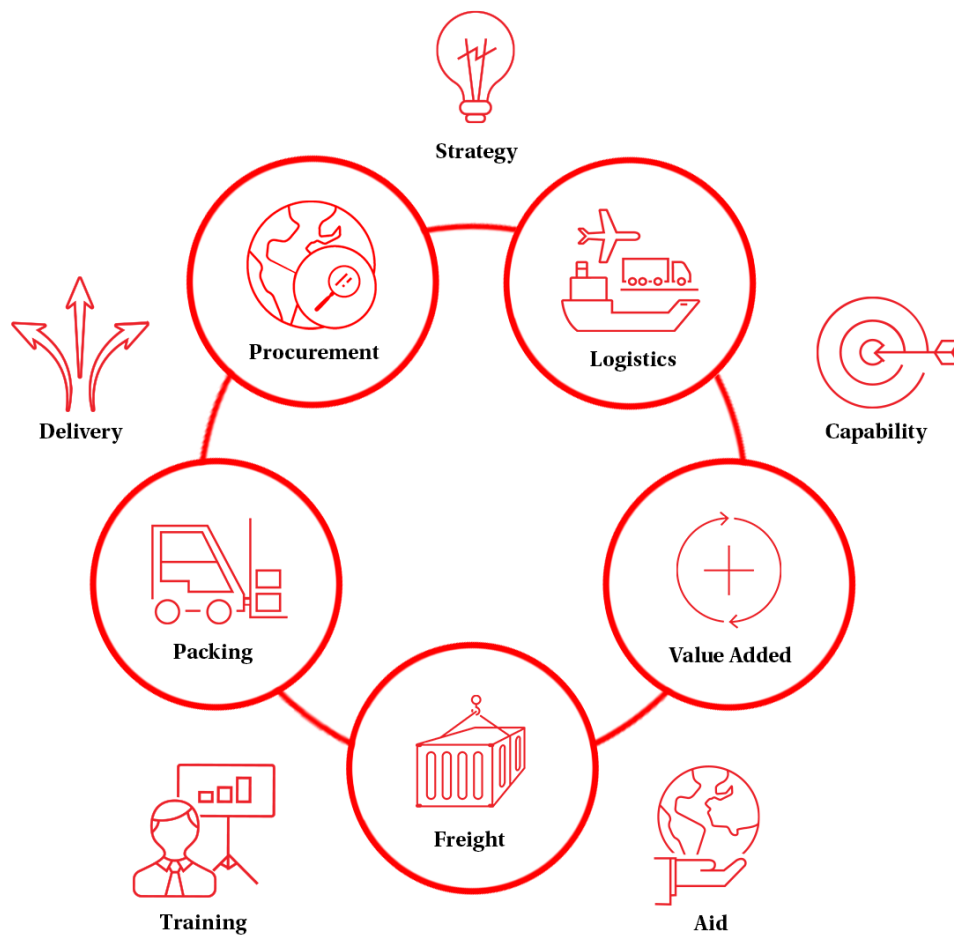
The matters raised in this report are based on that information which was provided to CKA or came to our attention while performing our work and are not necessarily a comprehensive statement of all risks or issues that exist or may have arisen through the process but of which we were not informed. Any comments or conclusions reached by CKA and documented in this report are based on the representation made by representatives of Council as we are not able to qualitatively assess the value of such information from a technical perspective.

Materiality of information was considered in both our planning and completion of our work. Judgements about materiality are made considering surrounding circumstances. Deviations from the relevant policies and guidelines are considered to be material if they, individually or in aggregate, could reasonably be expected to influence the decisions resulting from the process under review, or which could reasonably be expected to seriously affect the reputation of Council.

The comments or advice provided in this report do not provide an assurance as defined by the Australian Audit and Assurance Standards Board. This advice does not represent legal or financial advice.

This advice is provided solely to Council and should not be quoted in whole or in part without our prior written consent. We disclaim any assumption of responsibility for any reliance on this advice to any person other than Council, or for any purpose other than for which it was prepared. We disclaim all liability to any other party for all costs, loss, damages, and liability that the other party might suffer or incur arising from or relating to or in any way connected with the contents of our advice, the provision of our advice to the other party, or the reliance on our advice by the other party.

## Attachment A - Submissions Summary and Responses



No.	Date Received	Issue Raised	Council Response to Issue
1	4/07/2023	<i>This application will have negative effects on the tranquility and peace of the Bible Garden; The destruction to the hillside to build a large dwelling, plus pool will undoubtedly impact the Bible Garden significantly.</i>	The Planning proposal seeks to permit a dwelling on that portion of the site directly underneath the viewing platform of the Bible Garden. There will be height restriction also imposed on this land to ensure it does not detract from views enjoyed from the viewing platform. This land was and continues to be used as a residential property since the 1960's when the Bible Garden was first established; and this Planning Proposal aims to facilitate the original planning intent for this land as agreed to by the former and original owners of the land, the Trustees of the Bible Garden. Any future proposal for a dwelling house and pool is subject to a Development Application, which will need to be lodged to Council in future and assessed on merit.
2	4/10/2023	<i>I believe this proposal will negatively impact the amenity of the Bible Garden; It will negatively impact the amenity and experience of users of the Garden; The proposal to allow the zoning to be altered to permit substantial building works for a large home, pool and garage, on a steep slope, conflicts with Council's stated desire to preserve Pittwater's natural environment, will permanently remove flora and fauna, substantially reduce important green corridors and create potential geotechnical problems; It will reduce and shrink the natural environment surrounding the Bible Garden, reduce its ability to achieve its stated purpose of providing a reflective and peaceful experience for the public from this heritage listed, community amenity, scar the natural landscape, and surround a small pocket of peace with the further intrusion of additional and over-built hard surfaces.</i>	The Bible Garden and its viewing platform is surrounded by existing residential properties. 6 Mitchell Road was previously part of the Bible Garden land and contained a dwelling house before the original owners, Trustees of the Bible Garden excised the land with the dwelling house and sold it privately. The rezoning relates to a portion of the site directly underneath the viewing platform, seeking to permit a dwelling on that very portion of the site. A provision is also applied on the height of building on the land. The rezoning facilitates the original intent for the land when it was subdivided by the original owners, to continue to accommodate a dwelling of this land. Any development on the land will be subject to a Development Application at which time, Council will need to assess the development on merit.



No.	Date Received	Issue Raised	Council Response to Issue
3	2/08/2023	<p><i>As Council is no doubt aware, our clients share a common boundary with No 6 Mitchell Road and have a lawful right of carriageway over No 6 Mitchell Road to access their properties at Nos 15 and 13 Florida Road, Palm Beach. So that Council, and in particular, you, as the newly-appointed CEO, can appreciate the location and relationship between our client's land, Council's land (Bible Garden – Heritage item), and the land the subject of the Planning Proposal, the photograph over the page clearly delineates the relationship between the properties.</i></p> <p><i>Our clients have submitted comprehensive objections to the original development application (as amended) DA2020/15906 for the erection of a dwelling house at No 6 Mitchell Road, which includes part of the dwelling that was to be located within the RE1 Public Recreation Zoned land. The objections lodged by our client were supported by comprehensive advice from Paul Vergotis, Partner, Piper Alderman and Accredited Lawyer in Planning and Environmental Matters, together with advice from Dr Steven Berveling, Barrister, who is highly respected in Planning and Environmental Law. Our clients' lawyers have also submitted comprehensive advice relating to the Planning Proposal submitted by The Planning Hub seeking to have that part of the land that adjoins Council's Bible Garden amended to permit a dwelling house to be erected on the land currently zoned RE1 Public Recreation. This advice, like most of the submissions that have been made to Council since the original DA in 2021, have been summarily dismissed by the planning officer in the reports that have been submitted to Council and to the NSW Department of Planning...</i></p>	<p>Note that the author is writing/representing adjoining property and that same property has a right of carriageway over the property the subject of the exhibited Planning Proposal. The right of carriageway is not affected by the exhibited Planning Proposal. Council reiterates any submission received in relation to the current application has been duly considered, with the issues raised in such submissions responded to by Council staff in a separate document appended to a report either to the Northern Beaches Planning Panel and Council - on both occasions being when the Planning Proposal application was considered ahead of forwarding the Planning Proposal to the Department of Planning and Environment with a request for Gateway Determination.</p>

No.	Date Received	Issue Raised	Council Response to Issue
		<p>One of the principal grounds of objection by our clients is the perceived conflict of interest that Northern Beaches Council and its officers have in dealing with this application. This component of the objection is based upon the following:</p> <ul style="list-style-type: none"> <li>• In respect of the original Development Application, being DA2020/1596, the applicant submitted amended plans which were the subject of a review by our clients' lawyers. Our clients' lawyers confirmed that the applicant's amended plans intended to carry out works on the Council-owned property (Bible Garden). The applicant proposed a rooftop terrace which linked it with the Council-owned land, being the Bible Garden. The applicant also proposed new balustrades adjacent to the viewing platform of the Bible Garden. Lawyers representing our clients pointed out the DA therefore embraced two parcels of land, one being Council's property and the other being the land the subject of this current Planning Proposal. Our clients' lawyers also pointed out that the amended plans involved development that relates to Lot 1 (applicant's land) and Lot 2 in DP108658 (Council land, the Bible Garden) and, accordingly, required the consent of all owners (one being Northern Beaches Council). Our clients' lawyers also advised in terms of the following: "17) consent from the owner of Lot 2 DP 108658 has not been obtained. The letter dated 28 April from Dr Stuart Springs to the Architect does not consent to the lodgement of the DA in accordance with the Amended Plans." Following advice from the clients' lawyers, Council was forced to admit that formal consent from Northern Beaches Council had not been obtained... <p>It is blatantly obvious that Council and its representative, being Dr Stuart Springs, on behalf of the Trustees of the Bible Garden (Council land), had been supporting the proposal to permit a dwelling to be erected on that part of the land zoned RE1 Public Recreation since 2021. This is a fact that Council cannot deny and verifies our clients' claim that Council does have a conflict of interest in now promoting the Planning Proposal...</p> </li></ul>	<p>The issue raised here relate to the perceived conflict of interest. A probity advisor has been engaged to independently audit and oversee Council staff's assessment of the Planning Proposal application and the submissions it receives to the planning proposal. It takes into account the existence of a Heads of Agreement between the former Pittwater Council and then owners of the land that resulted in the creation of 6 and 6A Mitchell Road. Nonetheless, issues raised with the DA2020/1596 are not subject of any consideration for this Planning Proposal application.</p> <p>The Heads of Agreement between the former Pittwater Council and the Trustees of the Bible Garden intended that the use of that portion of land with a dwelling is to continue to have residential development on it after the land is subdivided to create 6 and 6A Mitchell Road. A proponent-initiated Planning Proposal application is still necessary as the land with the dwelling, 6 Mitchell Road, has a split zoning which is due to the circumstance of the topography as part of 6A Mitchell Road overhangs underneath a portion of 6 Mitchell Road.</p>

No.	Date Received	Issue Raised	Council Response to Issue
		<p><i>In our opinion, our clients' opinion and based upon other advice, it is evident that Council, who owns the adjoining land to the subject Planning Proposal have been the authors of the Planning Proposal, the authors of the reports prepared by Council Officers, the authors of the submission they made to the NSW Department of Planning and have become the Determining Authority for the making of the local plan.</i></p> <p><i>At no stage has there been any independent advice sought by Council regarding the conflict of interest between Council and the owners of No 6 Mitchell Road in regard to the rezoning of land which adjoins Council's Heritage site. The land the subject of this Planning Proposal, has been zoned for Public Recreation purposes since 2014. Council Officers have not, in any of their reports, advised Council why the land, the subject of this Planning Proposal, was zoned for Public Recreation purposes...</i></p>	<p>The proponent-initiated Planning Proposal application was considered by Council staff. The assessment by Council staff was audited by an independent probity advisor. The assessment by Council staff together with the probity advisor's report were firstly presented to the Northern Beaches Local Planning Panel for their consideration. This Panel made a recommendation to the elected Council in regard to the Planning Proposal. The Planning Proposal presented to the elected Council together with the assessment of same, the probity advisor's report and the Panel's recommendation were subsequently considered by Council and ratified by Council resolution. Additionally, the exhibited Planning Proposal provides the background of the property, in particular the zoning of the land when it was originally under one property and ownership and into the subdivision that created 6 and 6A Mitchell road, under Pittwater Local Environmental Plan 1993 to Pittwater Local Environmental Plan 2014. Although Council staff have assessed this Planning Proposal, the assessment has been and continues to be overseen by a probity advisor who is auditing Council's staff assessment of the Planning Proposal.</p>
		<p><i>It is also relevant for you and the Director of Planning and Place to note that in all the reports relating to the Planning Proposal, the Officer's reports state that "the primary reason for refusal of the Development Application in August 2021 was that the residential development proposed to be built on that portion of the site zoned RE1 Public Recreation is prohibited under the zone." What the author of the document, and other documents that have been submitted to Council, failed to advise Council, was that the application was refused on seven grounds and only one of the grounds of refusal related to the current zoning of the land being RE1 Public Recreation...</i></p>	<p>We note the matters of contention you raise in regard to the Development Application lodged for the subject site and subsequently determined by Council. However, if it were not for the residential DA being prohibited on that portion of 6 Mitchell Road that is zoned RE1 Public Recreation, there would be no need for this Planning Proposal exhibited by Council and is now the subject of this submission.</p>
		<p><i>We find it difficult to comprehend how a spot rezoning has been dealt with, with such expediency when Council is in the course of preparing a comprehensive LEP for the entire LGA. Why has this proposal been singled out and dealt with as a 'spot rezoning' as opposed to many others who are affected by current zonings and are forced to deal with their matters over many months/years when the new LEP is exhibited...</i></p>	<p>Proponent-initiated Planning Proposal application may be lodged at any time. Council has a responsibility to assess and consider any Planning Proposal application it receives regardless Council is preparing a comprehensive new Local Environmental Plan for the Northern Beaches.</p>

No.	Date Received	Issue Raised	Council Response to Issue
		<p>The NSW Government, through the Department of Planning, issued a document titled "A New Approach to Rezoning" as a discussion paper in December 2021. This document states that one of the major delays in processing Planning Proposals is having to deal with spot rezonings which have caused "major inefficiencies under the current system". A review of Council's electronic records, including the NSW Department of Planning's records, has revealed that Northern Beaches Council has only supported rezonings where they have involved major developments and NOT spot rezonings. It is reasonable to ask the question, WHY has Council singled this Planning Proposal out for such urgent and special treatment. There is no community benefit to the proposal; the only one who benefits is the owner of the land...</p>	<p>As discussed above, proponent-initiated Planning Proposal applications are being considered and determined by Council, and are spot rezonings as they potentially amend the Local Planning Instrument applying to the land. If Council did not assess a Planning Proposal application within specific timeframe, the proponent is able to request the Department of Planning and Environment to review the application. Council, in assessing applications it receives, ensures it is acting as a responsible Relevant Planning Authority. The exhibited Planning Proposal has been shown to have merit and was issued a Gateway Determination by the Department of Planning and Environment.</p>
		<p>The Department of Planning's discussion paper states that "Planning proposals should be clear and transparent in the manner in which they are dealt with". In this regard Tomasy Planning, on behalf of the client, has sought an extension of time to the submission period for the Planning Proposal on two separate occasions. Firstly, the Planning Proposal was placed on exhibition for a very limited period and a request was made for an additional 14 days to enable legal advice to be sought; however, only seven days were granted. The reason being, as advised by Council, was that "this planning proposal must be submitted to the planning panel in December 2022". Again, one must ask the question, WHY has Council granted such urgency in dealing with a spot rezoning when the owner of the land only purchased the property some two years ago with the full knowledge that part of the land was zoned for public recreation purposes. Perhaps the only person who can answer these questions is the NSW Ombudsman...</p>	<p>The Gateway Determination issued by the Department of Planning gave a minimum 20 days for the exhibition period. Council's Community Participation Plan requires the statutory exhibition of a Planning Proposal to be a minimum 28 days. This Planning Proposal was on statutory exhibition from 30 June to 27 July 2023. At the submitter's request, the exhibition was extended for another 7 days to 3 August 2023. The person who requested the extension forwarded a submission on 2 August.</p>
		<p>The proposal does not fall within the parameters of being of State or Regional significance, or development proposed around a town centre. Any spot rezoning should be dealt with by way of a strategic planning basis, that is, as part of a comprehensive review of the LEP that this Council is currently finalising. Again, this raises the same question, WHY is Council and its officers deeming this matter be of such importance to warrant a spot rezoning. It is noted in the letter from the Department of Planning and Environment of 30 May 2023, to Council's acting CEO, that the Director of North District (Gateway Determination) noted that the inconsistency of the Planning Proposal with applicable directions of the Minister under Section 919 of the EP&amp;A Act, 1.4 Site Specific provisions and 5.2 Reserving Land for Public Purposes is justified in terms of the direction as submitted by Council's Planning staff that the inconsistency is justified. Once again, notwithstanding the inconsistency of the Planning Proposal with the Ministerial directions for spot rezonings, Council has prepared a case justifying the inconsistency to allow the rezoning to take place...</p>	<p>The exhibited Planning Proposal contains the justification and reasons why it has strategic merit for the Planning Proposal. The Department of Planning, in issuing a Gateway Determination for this Planning Proposal, concurs with the justification for the Planning Proposal.</p>

No.	Date Received	Issue Raised	Council Response to Issue
		<i>At the time the Planning Proposal by Council was placed on exhibition in late 2022, six submissions were received, and Council's listing of these submissions was by way of an annexure to their report on a half-page document with font size that was almost impossible to read. All responses by Council dismissed the matters raised by members of the community or their respective advisors...</i>	Council placed the proponent-initiated Planning Proposal on non-statutory exhibition when it was initially lodged with Council. The non-statutory exhibition was from 28 September to 13 October 2022. On 12 October 2022, it was extended to 21 October 2022. At the time, 6 submissions were received and the issues raised in these submissions together with Council staff responses to them was in a summary document appended to a report for the Northern Beaches Local Planning Panel meeting of 14 December 2022 and Council meeting of 24 March 2023. For both of these meetings, the document was publicly available and could be printed specific to the reader's requirements.



# Independent Review of Proposed Amendment to Warringah LEP 2011

**Warringah Golf Club, North Manly**

Northern Beaches Council

13 September 2023

→ **The Power of Commitment**





<b>Project name</b>		Planning Proposal Assessment – Warringah Golf Course					
<b>Document title</b>		Independent Review of Proposed Amendment to Warringah LEP 2011   Warringah Golf Club, North Manly					
<b>Project number</b>		12616308					
<b>File name</b>		12616308 - Planning Proposal Assessment _ Independent Review of Planning Proposal.docx					
Status Code	Revision	Author	Reviewer		Approved for issue		
			Name	Signature	Name	Signature	Date
S4	1	R Barclay	S Lawer		S Lawer		13/09/23

**GHD Pty Ltd | ABN 39 008 488 373**  
133 Castlereagh Street, Level 15  
Sydney, New South Wales 2000, Australia  
**T** +61 2 9239 7100 | **F** +61 2 9475 0725 | **E** sydmail@ghd.com | **ghd.com**

© GHD 2023

This document is and shall remain the property of GHD. The document may only be used for the purpose for which it was commissioned and in accordance with the Terms of Engagement for the commission. Unauthorised use of this document in any form whatsoever is prohibited.



## Executive Summary

GHD have been engaged by Northern Beaches Council's Strategic and Place Planning Team ('Council') to assess a Planning Proposal (the 'Proposal') for land at part of Lot 2742 in Deposited Plan 752038, known as the Warringah Recreation Centre site (the 'WRC Site'). The Proposal (Appendix A) has been prepared by MG Planning on behalf of the Council's Property Commercial & Tourist Assets Division, Northern Beaches Council.

The Proposal seeks to amend the *Warringah Local Environmental Plan 2011* (the 'LEP') to make permissible the additional land use of a 'registered club' under Schedule 1 of the LEP, pursuant to Clause 2.5 of the LEP.

A Development Application for a golf club, community tennis facilities and associated parking has been lodged. The proposed LEP amendment will enable the lodgement of a Development Application for the use of the golf club (if approved) as a 'registered club'.

GHD's engagement involved the following:

- Review and objectively assess the application and Planning Proposal.
- Undertake a peer review of the technical studies submitted with the application.
- Consider comments received from internal staff referrals, adjoining property owners and independent parties as part of Council's non-statutory notification period.

Based on the information presented with the Proposal, it is recommended that Council support the progression of the Proposal for a Gateway determination from the NSW Department of Planning and Environment under section 3.34(1) of the *Environmental Planning and Assessment Act 1979*.

In addition to the above it is noted that any future ecological assessment submitted in support of the development application (DA) should address additional matters.

# Contents

<b>1. Introduction</b>	<b>1</b>
1.1 Purpose of this report	1
1.2 Scope and limitations	1
1.3 Assumptions	1
1.4 Subject site	2
1.5 Site context	3
1.6 Current planning provisions	3
1.7 Proposal	5
<b>2. Planning Proposal Assessment</b>	<b>6</b>
2.1 Part 1 - Objectives and intended outcomes	6
2.1.1 Proposal objectives	6
2.2 Part 2 – Explanation of provisions	6
2.3 Part 3 – Justification	7
2.3.1 Section A – Need for the Planning Proposal	7
2.3.2 Section B – Relationship to Strategic Planning Framework	8
2.3.3 Section C – Environmental, Social and Economic Impact	14
2.3.4 Section D – Infrastructure (Local, State and Commonwealth)	23
2.3.5 Section E – State and Commonwealth Interests	23
2.4 Part 4 – Maps	23
2.5 Part 5 – Community Consultation	23
2.6 Part 6 – Project Timeline	26
<b>3. Recommendations</b>	<b>27</b>

## Table index

Table 1.1	List of reports and technical studies	2
Table 1.2	LEP Provisions	4
Table 2.1	Greater Sydney Region Plan Assessment	9
Table 2.2	North District Plan Assessment	10
Table 2.3	Response to public submissions	24
Table 2.4	Timeline	26

## Figure index

Figure 1.1	The Site	2
Figure 1.2	Current development on site	3
Figure 1.3	Zoning Map	4
Figure 2.1	Table 5- DPPOM	13

## Appendices

Appendix A	Planning Proposal
Appendix B	AHIMS Search
Appendix C	State Environmental Planning Policies
Appendix D	Ministerial Directions

# 1. Introduction

GHD have been engaged by Northern Beaches Council's Strategic and Place Planning Team ('Council') to assess a Planning Proposal (the 'Proposal') for land at part of Lot 2742 in Deposited Plan 752038, the Warringah Recreation Centre site (the 'WRC site'). The Planning Proposal has been prepared by MG Planning on behalf of the Council's Property Commercial & Tourist Assets Division of Council (Property- NBC).

The Proposal seeks to amend *Warringah Local Environmental Plan 2011* (the 'LEP') to make permissible the additional land use of a 'registered club' under Schedule 1 of the LEP, pursuant to Clause 2.5 of the LEP.

A Development Application (DA) for a golf club, community tennis facilities and associated parking has been lodged. The proposed LEP amendment will enable the lodgement of a Development Application for the use of the golf club (if approved) as a 'registered club'. GHD's engagement involves an assessment of the following matters:

- Review and objectively assess the Proposal application.
- Undertake a peer review of the technical studies submitted with the application.
- Consider comments received from internal staff referrals, and the submissions received as part of Council's non-statutory notification period.

## 1.1 Purpose of this report

This report describes the site, the Proposal and provides an assessment of the relevant planning provisions and principal development issues applicable to the Proposal.

## 1.2 Scope and limitations

This report has been prepared by GHD for Northern Beaches Council and may only be used and relied on by Northern Beaches Council for the purpose agreed between GHD and Northern Beaches Council as set out in Section 1 of this report.

GHD otherwise disclaims responsibility to any person other than Northern Beaches Council arising in connection with this report. GHD also excludes implied warranties and conditions, to the extent legally permissible.

The services undertaken by GHD in connection with preparing this report were limited to those specifically detailed in the report and are subject to the scope limitations set out in the report.

The opinions, conclusions and any recommendations in this report are based on conditions encountered and information reviewed at the date of preparation of the report. GHD has no responsibility or obligation to update this report to account for events or changes occurring subsequent to the date that the report was prepared.

The opinions, conclusions and any recommendations in this report are based on assumptions made by GHD described in this report (refer Section 1.3 of this report). GHD disclaims liability arising from any of the assumptions being incorrect.

## 1.3 Assumptions

This report is based on information contained in the planning proposal document and technical studies detailed in Table 1.1.

Table 1.1 List of reports and technical studies

Title	Author	Date
Planning Proposal Warringah Recreation Centre	MG Planning	May 2023
Flora and Fauna Constraints Assessment Report	Narla Environment	December 2020
Waste Classification	Alliance Geotechnical	December 2020
Flooding Report	Stellen	October 2022
Stormwater Management Plan	Stellen	October 2022
Acid Sulphate Assessment	Ideal Geotech	November 2022
Acid Sulphate Management Plan	Ideal Geotech	November 2022
Planning Proposal Submission Form	-	May 2023

## 1.4 Subject site

The WRC site is part of Lot 2742 DP 752038. It has an area of 10,224.6 sqm and a primary frontage of approximately 80m to Kentwell Road and 120 m to Pittwater Road, as shown in Figure 1.1. Vehicular access is provided by two driveways on Kentwell Road. The land is currently developed with six (6) tennis courts, two (2) futsal courts, three (3) squash courts, and a clubhouse with refreshments, pro shop, and facilities (refer Figure 1.2). The site is enclosed by vegetation to the northern, eastern, and western boundaries. The Proposal relates to an area of approximately 2,700 m<sup>2</sup> in size.

The site is located within District Park which consists of Nolan, Passmore, Millers and David Thomas Reserves as well as the Warringah Golf Course. The park is the subject of the District Park Plan of Management and is currently classified as community land under the *Local Government Act 1993*. The park is located between the suburbs of Manly Vale and North Manly.



Figure 1.1 The Site





Figure 1.2 Current development on site

## 1.5 Site context

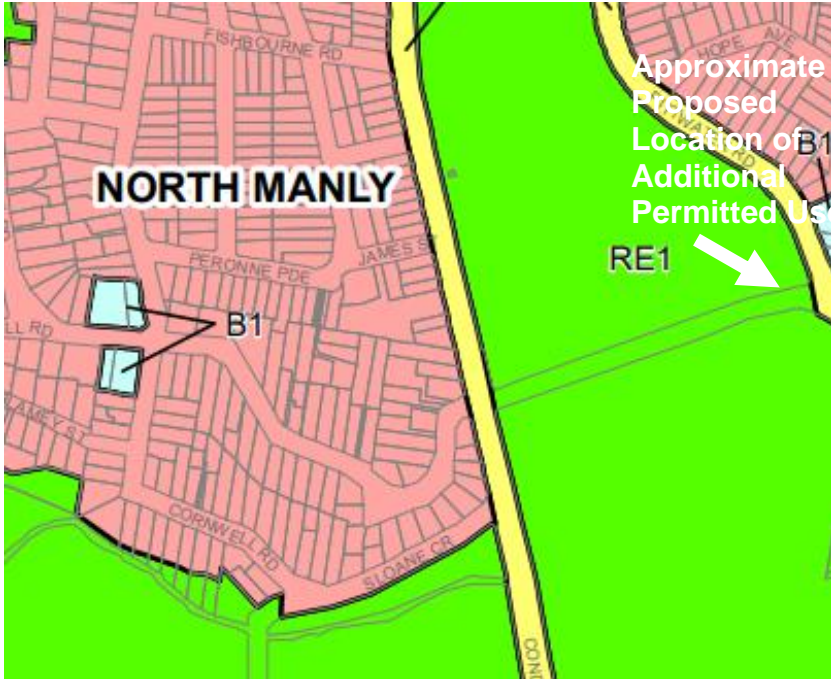
The subject site is located in the Northern Beaches Local Government Area (LGA) approximately 3 km north-west of Manly, 800 m southeast of Warringah mall, and 17 km northeast of the Sydney Central Business District.

The site is bounded by the Brookvale Creek to the west, Pittwater Road to the east, Kentwell Road to the south and the adjacent golf course to the north. The golf course extends to the south of Kentwell Road along with Nolan Reserve. There is a service station and mixed-use development immediately opposite the site on the eastern side of Pittwater Road with residential development located further to the east and north.

## 1.6 Current planning provisions

Pursuant to the LEP, the site is subject to the following provisions.

Table 1.2 LEP Provisions

Clause	Relevance
Zone	<p>The site is zoned RE1 Public Recreation as seen in Figure 1.3.</p>  <p>Figure 1.3 Zoning Map</p>
4.1 Minimum Subdivision Lot Size	The site is not identified as having a minimum lot size.
4.3 Height of Buildings	The site is not subject to a maximum building height.
4.4 Floor Space Ratio	The site is not subject to a floor space ratio.
5.2 Classification and reclassification of public land	Clause 25 of the <i>Local Government Act 1993</i> (The LG Act) requires that all public land must be classified. Clause 26 of the LG Act states that there are two classifications for public land- "community" and "operational". District Park is currently classified as community land. The Planning Proposal does not seek to reclassify the site from community to operational.
5.10 Heritage Conservation	<p>This clause relates to development applications, but the Planning Proposal should meet the objectives of the clause and consider all existing and potential heritage at the site.</p> <p>The E-spatial viewer does not reveal any State Heritage items on the site. There are no locally listed items on the site.</p> <p>An AHIMS search was undertaken on 14 August 2023, which did not reveal any Aboriginal sites or places recorded in or near the site. Four (4) Aboriginal sites are recorded to the west of Condamine Street (Appendix B). Any development approval can provide standard conditions of consent in relation to unexpected finds procedures.</p>
6.3 Flood planning	The site is identified by Council's Flood Risk Precinct Maps as being affected by flooding. A flooding report was submitted with the application. A technical peer review of the flooding report was undertaken and is provided at Section 2.3.3.2.4 of this report.
6.1 Acid Sulfate Soils	The site is identified as containing Class 2 and Class 5 Acid Sulfate Soils (ASS). A Waste Classification, Acid Sulfate Soil Assessment, and Management Plan were submitted with the application. A technical peer review of these documents was undertaken and is provided at Section 2.3.3.2.7 this report.
6.2 Earthworks	The development application (DA) will assess this matter where any earthworks are proposed.
6.4 Development on Sloping Land	The site is identified as being on Landslide Risk land. Any DA lodged over the site will require an assessment of this matter.



## 1.7 Proposal

Development Application No. DA2022/2081 (the 'Development Application') was lodged on 14 February 2023, seeking approval for the construction of a two (2) storey clubhouse including a pro-shop, garden lounge, meeting rooms, Council rooms (commercial office/meeting space), dining and function rooms, a licensed sports bar, terrace area, loading/servicing areas and nine (9) car parking spaces.

The Proposal seeks to amend the LEP by including a Schedule 1 Additional Permitted Use for a 'registered club' on the site. A registered club is defined under the LEP as follows:

*"**registered club** means a club that holds a club licence under the Liquor Act 2007".*

The District Park Plan of Management (DPPOM) contemplates the future relocation of the golf club to the District Park. The use as a registered club is permissible under the DPPOM therefore no reclassification of the land is required, nor are any changes to the DPPOM.

## 2. Planning Proposal Assessment

An assessment of the Proposal has been undertaken below against the Local Environmental Plan Making Guideline (the 'Guideline'), dated August 2023 prepared by the NSW Department of Planning, Industry and Environment (now DPE).

### 2.1 Part 1 - Objectives and intended outcomes

#### 2.1.1 Proposal objectives

As identified by the proponent, the objective and intended outcome of the Proposal are as follows:

*"The objective of this Planning Proposal is to facilitate the development of a new golf clubhouse within the site of the existing Warringah Recreation Centre.*

*The intended outcome is to enable the broader redevelopment of the Centre for community sports and recreation facilities as well as upgraded car parking. The new golf club will replace the existing golf club which is currently located at 379 Condamine Street, Allambie Heights. This will enable the Warringah Golf Club to realise the value of their existing asset to reinvest in the construction of new facilities and course improvements".*

### 2.2 Part 2 – Explanation of provisions

The Proposal seeks to amend the LEP to include site specific additional use provisions, in clause 19, which is reproduced as follows:

*"19 Use of certain land in Zone RE1*

*(1) This clause applies to the following land—*

*(a) land at Collaroy, known as Long Reef Golf Club, being Lot 1, DP 1144187, shown as "Area 19A" on the Additional Permitted Uses Map,*

*(b) land at Manly Vale, known as Manly Vale Bowling Club, being part of Lot 2743, DP 752038, shown as "Area 19B" on that map,*

*(c) land at North Balgowlah, known as Wakehurst Golf Club, being Lot 2730, DP 752038, shown as "Area 19C" on that map,*

*(d) land at North Manly, known as North Manly Bowling Club, being part of Lot 2743, DP 752038, shown as "Area 19D" on that map.*

*(2) Development for the purposes of registered clubs is permitted with consent if the registered club is incidental or ancillary to a recreation facility (indoor), recreation facility (major) or recreation facility (outdoor)".*

Pursuant to clause 2.5 of the LEP the following provisions are to be introduced to Schedule 1 Additional Permitted Uses (Clause 19(1)):

***e) land at 292 Condamine Street North Manly 2100, being part of Lot 2742 DP752038, shown as "Area 19E" on that map..***

The introduction of this provision will enable the lodgement of a DA for a 'registered club' ancillary to a recreation facility (indoor)', 'recreation facility (major)' or 'recreation facility (outdoor)'.

## 2.3 Part 3 – Justification

### 2.3.1 Section A – Need for the Planning Proposal

The Guideline requires that the Proposal demonstrates Strategic Merit. Section 2.3 reviews the Proposal against the applicable Strategic Planning matters for consideration.

#### 2.3.1.1 Is the Planning Proposal a result of an endorsed Local Strategic Planning Statement, strategic study or report?

The Proposal is not the result of an endorsed Local Strategic Planning Statement (LSPS), strategic study, or report but from negotiations between the Warringah Golf Club, and Council officers to find a more suitable location to relocate the existing club house. The Proposal states that other sites were considered, however the site was chosen based on the following:

- *“The Warringah Recreation Centre is itself an aging structure, which is in need of rejuvenation.*
- *The WRC has existing vehicular access which is important, as Kentwell Rd is the only road frontage for the Warringah Golf Club which is not a classified road, and Transport for NSW will not authorise additional vehicular access onto classified roads where there is an alternative.*
- *While the land is flood prone, it has been determined that a building could be constructed in accordance with Council’s planning controls. There are no alternate sites within the golf course which are less flood prone with appropriate vehicular access”.*

A Council resolution was made on 25 February 2020 that provided in-principle agreement to the construction of a new clubhouse on the WRC site, subject to the agreement of appropriate terms

#### 2.3.1.2 Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

The Proposal identifies that only one other option was considered which included rezoning the site to RE2 Private Recreation.

However, by default, the other options considered were to do nothing, and to lodge a DA. All four options are discussed below:

##### 2.3.1.2.1 Option 1 - Do Nothing

Option 1 involves leaving the site in its current state. The use of a new golf clubhouse as a registered club will not be permissible.

In contrast, the Proponent’s vision provides an opportunity to address the demand for a clubhouse in an alternate location (as evidenced in the submissions). In addition, the Proposal utilises the existing carparking and access, and maximises the efficient use of the site proximate to the existing facilities on site.

##### 2.3.1.2.2 Option 2 – Lodge a Development Application

As discussed in Section 1.7, a DA has y been lodged for the construction of a golf clubhouse, however the DA would not permit the operation of the clubhouse as a ‘registered club’. Notwithstanding, Property-NBC considers that in order to avoid ambiguity surrounding the permissibility of the use, and to ensure that the club is not limited in its operation, a Planning Proposal to amend the LEP to include the registered club as an additional use is necessary.

##### 2.3.1.2.3 Option 3 – Prepare a Planning Proposal to rezone the site

The Proposal states as follows:

*“Rezoning the site from its current RE1 zone to an alternative zone that permits registered clubs (for example, RE2 Private Recreation) would not be appropriate given that the site is located on land owned by Council which is a public reserve”.*

#### **2.3.1.2.4 Option 4 – Planning Proposal to allow additional use under Schedule 1 of the LEP**

The Planning Proposal as set out in this document is the best means of achieving the objectives and intended outcomes, that will give Property-NBC certainty of the development outcomes expected for the site.

The proposed LEP amendment will permit the additional use whilst maintaining the existing RE1 zoning and providing the community with certainty that this will remain the primary use of the site into the future.

Council owns the WRC site, and therefore has control over Development Applications lodged over the WRC site. The WRC site is not subject to built form controls (maximum building height and floor space ratio). Accordingly, no restrictions to the built form controls are not required as Council has control over future development outcomes.

### **2.3.2 Section B – Relationship to Strategic Planning Framework**

#### **2.3.2.1 Will the Planning Proposal give effect to the objectives and actions of the applicable regional, or district plan or strategy (including any exhibited draft plans or strategies)?**

##### **2.3.2.1.1 Greater Sydney Region Plan – A Metropolis of Three Cities**

The Greater Sydney Region Plan ('The Regional Plan') was released in March 2018. It provides a 40-year vision (to 2056) for the Greater Sydney Region and establishes a 20-year plan to manage growth and change for Greater Sydney. It identifies a vision for Greater Sydney to emerge as a metropolis of three cities comprising the Western Parkland City, the Central River City and the Eastern Harbour City.

The concept of three cities is predicated on the aspiration for its residents to live within 30-minutes of education, facilities, city-scale infrastructure and services and employment opportunities. To achieve this vision, the Greater Sydney Region Plan nominates 10 Directions centred around a framework based on the core themes of liveability, productivity and sustainability. These include:

- A city supported by infrastructure
- A collaborative city
- A city for people
- Housing the city
- A city of great places
- A well-connected city
- Jobs and skills for the city
- A city in its landscape
- An efficient city
- A resilient city

Each direction is supported by objectives and indicators that have been developed to guide the implementation of the plan. The overarching vision of the Greater Sydney Region Plan and its associated objectives are to be achieved through collaboration with all tiers of governments, the community, businesses and non-government organisations.

Table 2.1 Greater Sydney Region Plan Assessment

Direction	Objective/s	Proponent Comment	Assessment
A city supported by infrastructure	<b>Objective 4</b> Infrastructure use is optimised.	Achieving better utilisation of existing assets increases infrastructure capacity to better support communities and has the potential to minimise or avoid the need to fund additional infrastructure. Moving the clubhouse will help to facilitate the redevelopment of recreation facilities on the WRC site, optimising the use of existing Council infrastructure for the benefit of the wider community.	The location of the proposed golf clubhouse at the site is adjacent to Pittwater Road, one of the area's main roads. A northbound bus stop is located on the site's eastern boundary, and a southbound bus stop is located on the opposite side of Pittwater Road. The co-location of the clubhouse on the existing golf club site is a logical placement of the clubhouse, utilising the existing sporting and recreational infrastructure on the site.
A city for people	<b>Objective 6:</b> Services and infrastructure meet communities' changing needs. <b>Objective 7</b> Communities are healthy, resilient and socially connected.	Services and infrastructure need to be tailored to meet the varying needs of population groups and designed to be intergenerational, multipurpose and co-located. The relocation of the clubhouse and the resulting redevelopment of the WRC as a multipurpose and co-located recreation hub will support surrounding communities to be healthy, resilient and socially connected.	<p>This objective includes the following commentary:</p> <p><i>"Publicly owned land and social housing renewal may provide opportunities to co-locate social infrastructure and provide mixed uses at the heart of neighbourhoods.</i></p> <p><i>Improved health, public transport and accessibility outcomes can be achieved through the provision of schools, recreation, transport, arts and cultural, community and health facilities in walkable, mixed use places co-located with social infrastructure and local services (refer to Objective 7 and Objective 14).</i></p> <p><i>Good accessibility to local services for young people, older people and culturally and linguistically diverse communities is an important way of enabling people to age within their community. This contributes to improved mental and physical health and</i></p> <p>The central location of the WRC site, co-located with existing community sporting and recreational facilities achieves the intent of this objective. Importantly this objective includes Strategy 6.2:</p> <p><i>"Optimise the use of available public land for social infrastructure"</i></p> <p>The proposal is consistent with this strategy. The proposal achieves the intent of objective 7 for the reasons outlined in relation to Objective 6.</p>
A city of great places	<b>Objective 12:</b> Great places that bring people together.	Nil.	<p>This objective includes the following commentary:</p> <p><i>"Social infrastructure and opportunity: great places are inclusive of people of all ages and abilities, with a range of authentic local experiences and opportunities for social interaction and connections"</i></p> <p>The proposal achieves the intent of objective 12 or the reasons outlined in relation to Objective 6.</p>

Direction	Objective/s	Proponent Comment	Assessment
A city in its landscape	<b>Objective 31</b> Public open space is accessible, protected and enhanced.	The rising demand for open space needs to be met in part by using existing open space assets wisely and sharing them more broadly. The proposal to relocate the clubhouse to the WRC site and in turn redevelop the existing sporting facilities in this location will help Northern Beaches Council meet increasing demand for a range of sporting activities and recreation facilities.	The proposal is consistent with Strategy 31.1, to: <i>“Maximise the use of existing open space and protect, enhance and expand public open space by:</i> – <i>providing opportunities to expand a network of diverse, accessible, high quality open spaces that respond to the needs and values of communities as populations grow”.</i>

### 2.3.2.1.2 North District Plan

The North District Plan is intended to guide the implementation of the Greater Sydney Region Plan at a district level, bridging regional and local planning by informing Local Environmental Plans and Planning Proposals.

In particular, the District Plan provides detailed planning priorities which integrate relevant objectives, strategies, and actions in response to identified challenges and opportunities. The planning priorities relate to the key aims of the District Plan, being:

- Infrastructure and Collaboration
- A productive city
- A liveable city
- A sustainable city

Table 2.2 provides an assessment of the proposal against relevant planning priorities of the North District Plan.

Table 2.2 North District Plan Assessment

Planning Priority	Planning Priority Comment	Assessment
Planning Priority N1 - Planning for a city supported by Infrastructure Objective 4- Infrastructure use is optimised	Nil.	This priority includes the following commentary: <i>“Aligning land use and infrastructure planning will maximise the use of existing infrastructure”</i> The central location of the WRC site, co-located with existing community sporting and recreational facilities achieves the intent of this priority.
Planning Priority N3 - Providing services and social infrastructure to meet people’s changing needs	The Planning Proposal will enable the golf clubhouse and WRC recreation facilities to be upgraded to help meet the community’s needs now and into the future.	This priority includes the following commentary: <i>“The district is expected to see and 85 per cent proportional increase in the 65-85 age group and a 47 per cent increase in the 65-84 age group is expected by 2036. This means 20 per cent of the District’s population will be aged 65 or over in 2036, up from 16 per cent in 2016”.</i> The Proposal has not provided any data in relation to the demographics of the expected users of the club. However, anecdotally, it is expected that the Golf Course and clubhouse would be frequented by an older demographic.
Planning Priority N4 - Fostering healthy, creative, culturally rich and socially connected communities	Social connectivity, as well as access to opportunities for recreational physical activity are essential to improved mental and physical health outcomes. By relocating the golf clubhouse and co-locating it with an upgraded WRC, the Planning Proposal will improve opportunities for recreational activities and social connectivity.	The DPPOM contemplates the future relocation of the golf club to the District Park in Table 5 “combined sports community club building” (Figure 2.1). The Proposal is therefore consistent with the DPPOM The co-location with other sporting facilities and the existing golf course would likely assist with creating socially connected communities given the range of activities available at the site.

Planning Priority	Planning Priority Comment	Assessment
Planning Priority N6 - Creating and renewing great places and local centres, and respecting the District's heritage	District Park is one of Warringah's most significant open spaces. The Park is well used and valued by the community. The Planning Proposal will facilitate and enable the golf club and WRC to foster the development of a social and recreational hub that will bring the community together for range of social and recreation purposes.	The addition of the Golf Club will revitalise the site and provide a greater diversity of activities at the site.

The North District is experiencing notable demographic changes which influence the demand for infrastructure, services, and housing. The growth of the ageing population is a significant demographic trend affecting the North District. The North District is expected to see an 85% proportional increase in people aged 85 and over, and a 47% increase in the 65-84 age group by 2036. Of the LGAs across the North District, the Northern Beaches is anticipated to have one of the largest projected increases in the 65-84 age group. The NSW Ageing Strategy 2016–2020, prepared by the NSW Department of Family and Community Services, responds to the opportunities and challenges of the ageing population.

As outlined in Table 2.2, whilst no data has been provided in relation to the demographics of expected club users, anecdotally golf courses and consequently golf clubhouses are valued by older persons.

### 2.3.2.2 Is the planning proposal consistent with a council LSPS that has been endorsed by the Planning Secretary or GSC, or another endorsed local strategy or strategic plan?

#### 2.3.2.2.1 Northern Beaches Local Strategic Planning Statement

Towards 2040 is Northern Beaches Council's LSPS which was adopted by Council on 26 March 2020. Within the context of the LSPS, the site is situated within the coastal corridor - a key transport corridor between the centres of Manly and Brookvale.

The LSPS notes that future development and planned infrastructure are to respond to population growth and demographic changes. The Northern Beaches' population is projected to increase by around 39,000 people over the next 20 years. Of this projected growth, the LGA will accommodate a greater proportion of the ageing population relative to Greater Sydney.

The LSPS is supported by a range of planning priorities which aim to deliver on the directions of the Greater Sydney Region Plan and North District Plan. These planning priorities are underscored by a range of principles, with many directly applicable to the subject site.

The relevant Planning Priorities and associated principles are as follows:

- *Sustainability*
  - *Priority 6 High quality open space for recreation.*
- *People*
  - *Priority 11- Community facilities and services that meet changing community needs.*
  - *Priority 12- An inclusive, healthy, safe and socially connected community.*
- *Great Places*
  - *Priority 17- Centres and neighbourhoods designed to reflect local character, lifestyle and demographic changes.*
- *Jobs and Skills*
  - *Priority 30 - A diverse night time economy.*



The Planning Proposal supports the Planning Priorities reproduced above, based on the following reasons:

- Through collaboration with the local and State government, the proposal will enable the lodgement of a DA that will allow for the delivery of social infrastructure that will address the changing needs of the community, including those of the ageing population.
- The proposal will redevelop the site for a multifunctional purpose, providing opportunities for social interaction close to transport and a local centre that will accommodate a greater range of compatible uses to that currently permitted.
- The redevelopment of the site will adopt a place-based approach, conserving its local identity and social significance through the adaptive reuse of the site.

The proposal relevantly states as follows:

*“The proposed expansion of permitted land uses on the site of the Warringah Recreation Centre will facilitate the development of a new golf clubhouse and allow for the broader upgrade of the WRC for community sports and recreation facilities. The proposal will therefore improve the quality of the WRC for recreation and enable the update of sporting facilities and services on the site tailored to changing community needs. As such, the proposal is considered to be generally consistent with the priorities and actions of the Northern Beaches LSPS”.*

In summary, the proposal is consistent with several of the overarching priorities of the LSPS, and on this basis is generally consistent with the LSPS.

### 2.3.2.3 Community Strategic Plan 2040

The Northern Beaches Community Strategic Plan 2040 (the ‘CSP’) outlines the community-wide priorities and aspirations for the LGA, and provides outcomes, goals and strategies to achieve these visions. The relevant outcome and goals of the CSP are identified as follows:

- *“Outcome – Community and belonging*
  - *Goal 9 - Influence- Our community is inclusive and connected”.*
- *Outcome- Housing , Places and Spaces*
  - *Goal 11 – Influence- Our local centres are vibrant and health, catering for diverse economic and social needs.*
  - *Goal 12 – Influence- Our community has access to spaces that enable healthy and active living and allow for a broad range of creative, sporting and recreational opportunities to be enjoyed.*
- *Outcome – Vibrant Local Economy*
  - *Goal 15- Influence- Our centres are sustainable encompassing a diverse range of businesses that attract visitation and provide work, education, leisure and social opportunities”.*

The Planning Proposal will make permissible the development of a new registered club, which will assist in the support of diverse recreation needs, and facilitate social interaction. Additionally, it will provide employment opportunities. On this basis, the proposal is consistent with the intent of the CSP.

### 2.3.2.4 District Park Plan of Management

The District Park Plan of Management (DPPOM) vision is reproduced below:

*“District Park will enhance its status as an accessible, multi-purpose and high quality regional sporting, recreation and community precinct in a significant natural setting”.*

The DPPOM was adopted in September 2015. Relevant objectives are as follows:

- *“present a clear, concise, practical and performance-oriented framework for the management of District Park to Council, park users and the community.*
- *set out how District Park will be used, improved, maintained and managed into the future.*
- *establish a balanced and values-based approach to the management of the Park.*

- provide a flexible framework within which Council can respond to current needs and opportunities, as well as to future directions and pressures as demands on the Park change.
- reflect the values and expectations of the Warringah and wider community and people who will use and enjoy the Park”.

Section 4 “Action Plan” identifies strategies and actions that relate to identified opportunities. These include multiple recommendations for investigations in relation to the provision of sporting and recreational facilities.

The DPPOM contemplates the future relocation of the golf club to the District Park in Table 5 “combined sports community club building” (Figure 2.1):

Proposed use	Land to which authorisation applies	Express authorisation of lease, licence or other estate for:
<b>Combined sports community club building</b>	Land categorised as Sportsground for the use of the new combined sports club	Distribution of alcoholic beverages, restaurant food and entertainment, along with the sale and hire of sports equipment associated with use of the park. Any other activities for which a registered club would be licensed.

Figure 2.1 Table 5- DPPOM

The Proposal is therefore consistent with the DPPOM.

### 2.3.2.5 Is the planning proposal consistent with any other applicable State and regional studies or strategies?

#### 2.3.2.5.1 NSW State Plan 2021

The NSW State Plan 2021 sets the strategic direction and goals for the NSW Government across a broad range of services and infrastructure. The current focus of the Government is outlined in five (5) strategies and 32 goals. The proposal is consistent with the following goals:

- “20 -Build liveable centres.
- 24 Make it easier for people to be involved in their communities.
- 25 Increase opportunities for seniors in NSW to fully participate in community life.
- 27 Enhance cultural, creative, sporting and recreation opportunities”.

#### 2.3.2.5.2 NSW State Infrastructure Strategy 2022-2042

The NSW State Infrastructure Strategy 2022-2042 (the Strategy) sets out the NSW Government’s infrastructure vision for the State over the next 20 years. The Strategy aligns with the Greater Sydney Region Plan. The Strategy identifies that to optimise land use where infrastructure capacity exists (Section 10.1),

*“The NSW Government is increasingly focused on connecting people with jobs, services and amenity by planning for growth and development around public transport infrastructure, such as passenger rail stations, interchange hubs and freight routes”.*

The proposal is consistent with the above given the proposal will facilitate the co-location of the clubhouse with existing community facilities proximate to public transport and the existing local access network.

#### 2.3.2.5.3 Future Transport Strategy

The Future Transport Strategy sets the strategic directions for Transport to achieve world-leading mobility for customers, communities, businesses and our people. It is part of a suite of government strategies, policies and plans that integrate and guide land use and transport planning across NSW. The strategy nominates a number of key priorities. The following priorities are of relevance to the proposal:

- “C1- Connectivity is improved across NSW.
- P1Supporting growth through smarter planning”.

#### 2.3.2.5.4 NSW Ageing Strategy 2016 – 2020

The NSW Ageing Strategy 2016 – 2020 establishes the key priorities to address the needs of the ageing population across NSW. These priorities support the overarching vision for the NSW population to experience the benefits of living longer and having the opportunity to be included in their communities. The priorities and associated objectives are as follows:

- *“Priority 1: Health and Wellbeing – Older people in NSW are encouraged to live active and healthy lives with improved physical and mental wellbeing.*
- *Priority 2: Working and Retiring – Older people in NSW have opportunities to remain in the workforce, are financially secure and independent in retirement, and plan their finances based on their circumstances and needs.*
- *Priority 3: Housing Choices – Older people in NSW live in affordable accessible, adaptable and stable housing.*
- *Priority 4: Getting Around – Older people in NSW travel safely and appropriately to participate in social and economic life and access to services.*
- *Priority 5: Inclusive Communities – Older people in NSW stay connected and contribute to their communities”.*

The Proposal is consistent with the NSW Ageing Strategy 2016 – 2020 in that it will expand the range of permissible uses on part of the site to facilitate the provision of a registered club. As discussed throughout this report, it is understood that the facility is valued by older persons within the community.

#### 2.3.2.6 Is the Planning Proposal consistent with applicable State Environmental Planning Policies?

The Proposal has been assessed and is generally consistent with relevant State Environmental Planning Policies in Appendix C.

#### 2.3.2.7 Is the Planning Proposal consistent with applicable Ministerial Directions (section 9.1 directions)?

The Proposal has been assessed and is generally consistent with applicable Ministerial Directions as shown in Appendix D.

In summary, the Proposal is generally consistent with the suite of Strategic Planning documents applicable to the site.

### 2.3.3 Section C – Environmental, Social and Economic Impact

The Guideline requires that the Proposal demonstrates site-specific merit. Section 2.4 reviews the Proposal against the applicable site-specific matters for consideration.

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

The Proposal states as follows:

*“The Flora and Fauna Constraints Assessment has informed the design of the clubhouse the subject of the current DA. The broader redevelopment of the recreation centre will also seek to avoid impacts on the riparian zone, EEC and any potential threatened species habitat. Any proposed clearing of the EEC or **Calistemon linearifolius (bold added)** requires appropriate assessment in accordance with the requirements of the Biodiversity Conservation Act and the EPBC Act”.*

The Proposal states that the “broader redevelopment of the recreation centre will also seek to avoid impacts on the riparian zone, EEC and any potential threatened species habitat. Any proposed clearing of the EEC or **Calistemon linearifolius (bold added)**, as assessed in the Flora and Fauna Constraints Assessment Report (FFCA) undertaken by Narla Environmental (dated December 2020).

The FFCA report provides an assessment of the biodiversity conditions at the site and the implications for the proposal. The report notes the following:

**“5.1 Avoidance of Impacts**

**5.1.1 Swamp Oak Floodplain Forest Endangered Ecological Community**

*The vegetation mapped as S\_FoW08: Estuarine Swamp Oak Forest within the Subject Site (Figure 3) conforms to the BC Act listed EEC ‘Swamp Oak Floodplain Forest of the NSW North Coast, Sydney Basin and South East Corner Bioregions’ and the EPBC listed Coastal Swamp Oak (Casuarina glauca) Forest of South-east Queensland and New South Wales. If proposed works will involve the clearing of the EEC within the Subject Site, an ‘Assessment of Significance’, also known as a ‘5-part test’, will be required in order to determine whether the proposed activity will have a significant impact on the threatened ecological community. An assessment of significance of impact from the proposed works on Matters of National Environmental Significance (MNES) EPBC Act Assessment of Significant Impact Criteria will also be required.*

*If it is deemed that the proposed works will have a significant impact on this ecological community, further assessment of impacts pursuant to the BC Act (e.g. Biodiversity Development Assessment Report) will be required.*

**5.1.2 Threatened Flora Callistemon linearifolius**

*An ‘Assessment of Significance’, also known as a ‘5-part test’, will also be required if proposed works will have any direct or indirect impacts on the potential Callistemon linearifolius within the Subject Site. If it is deemed that the proposed works will have a significant impact on this species, further assessment of impacts pursuant to the BC Act (e.g. Biodiversity Development Assessment Report) will be required.*

These requirements can be addressed at the DA stage.

**2.3.3.1.1 Council staff comments**

Council Biodiversity Planning unit provided the following comments:

*“A Development Application (DA) was previously lodged on 14 February 2023 (Council Ref: DA2022/2081) for a Golf and Community Club development of the site. The DA included a Flora and Fauna Constraints Assessment Report (Narla December 2020) which provided an overview of ecological constraints on the subject site and adjoining riparian corridor.*

*Following assessment, the Biodiversity Planning team recommended refusal of the development application, primarily due to a lack of information. Further information regarding the potential impacts of the development to trees and native vegetation was requested, as well as the need for an assessment of the significance of potential impacts to the Estuarine Swamp Oak Forest Endangered Ecological Community (EEC) (see s7.3 Biodiversity Conservation Act 2016).*

*The additional information that was requested as part of the development application process is still outstanding, and based on that fact at this stage it cannot be concluded with certainty that significant impacts to the identified Endangered Ecological Community would not occur. This conclusion is based on the development designs as submitted with the February 2023 development application.*

*With respect to the proposed development of the site for a new clubhouse, community tennis facilities and associated parking, the Biodiversity Planning team will undertake further formal assessment of the application, including the impacts of the proposal on the natural environment. This will include the consideration of the additional information previously requested, a review of the development designs (as amended) and associated impacts, and the inclusion of suitable environmental management and mitigation measures as part of any future consent.*

*However, irrespective of further assessment of the redevelopment plans for the site, the current Planning Proposal to amend Schedule 1 Additional Permitted Use for a ‘registered club’ on the site does not raise any additional key biodiversity issues or major impact concerns that would warrant rejection”.*

In summary, despite the further information requested in relation to the DA, Council’s Biodiversity Planning Unit has no objection to the Proposal.

### 2.3.3.1.2 GHD peer review

GHD undertook a peer review of the FFCA undertaken by Narla Environmental (dated December 2020). The review notes the following inconsistencies and information gaps between the FFCA and the Proposal:

- The FFCA is focussed on assessing the land directly adjacent to the Warringah Recreation Centre only, stated as the 'subject site' covering an area of approximately 0.34 ha (we note that in Tables 4 and 5 the areas of vegetation communities are given as 0.4 ha and 0.15 ha, totalling 0.55 ha). The Masterplan provided within the Planning Proposal document shows the proposed development as covering a much broader area of the whole Warringah Recreation Centre and areas either side of the 'subject site' assessed by the FFCA. The Planning Proposal defines the 'site' as an area of approximately 1.02 ha on Lot 2742 in Deposited Plan 752038. Therefore, the FFCA does not assess the whole development area and does not provide ecological values, impacts or recommendations for areas beyond the Brookvale Creek riparian corridor immediately adjacent the existing Warringah Recreation Centre. There is no assessment of additional areas of vegetation within the broader proposed development, namely those identified in the Planning Proposal along the northern and eastern boundaries of the existing site, or of areas connected along the Brookvale Creek waterway and riparian corridor to the north and south of the site.
- The Planning Proposal (Table 3, page 14) states that the FFCA was developed 'to assess potential impacts associated with future redevelopment and to recommend appropriate measures to mitigate any potential ecological impacts. The report has identified moderate and high constraints areas where there is potential for ecological impacts. The findings of this assessment have been taken into account during the design of the new golf clubhouse the subject of the current DA (DA2022/2081). The report will also inform the design of the broader WRC redevelopment.' The FFCA does not assess the potential impacts of the future development on the ecological values identified, merely recommends significance of impact assessments to be undertaken. The FFCA does not assess the direct or indirect impacts of the design of the new golf clubhouse or the broader Warringah Recreation Centre redevelopment on the values present or potentially present within and adjacent to the 'subject site'. The FFCA has only identified moderate and high constraints areas within the 'subject site' assessed, which is only a portion of the whole redevelopment site, therefore the potential for ecological impacts on other parts of the redevelopment site are not identified or ruled out. The constraints map provided in the FFCA (Figure 5, page 66) indicates that the high constraint area (red shading) is connected to vegetated areas to the north and east of the 'subject site', which were not assessed in the field. The full extent of this high constraint area should be delineated in order to identify potential impacts from the whole redevelopment (both direct and indirect) and to protect this ecological community appropriately.
- The excerpts Of the Masterplan (Figure 1, page 2) and the architectural drawing (Figure 2, page 4) in the Planning Proposal appear to show some vegetation planting along the riparian corridor and a new footbridge across Brookvale Creek to access the site from the proposed parking area. The potential impacts of these or other activities within the Brookvale Creek riparian corridor have not been assessed within the FFCA. However, the Planning Proposal (Table 4, page 17) states that it 'does not rezone the vegetated area within the site and does not otherwise impact on this area'. Further assessment of the whole development on the ecological communities within the riparian corridor is required in order to identify both direct and indirect impacts to the riparian and waterway ecosystems and their habitat values.
- Other potential information gaps or sources of inaccuracy in the FFCA report include:
  - Desktop searches were undertaken in 2020; the desktop assessment and likelihood of occurrence tables should be updated to account for new data and mapping updates, as well as new status listings and changes of species and communities.
  - The potential presence of the threatened species *Callistemon linearifolius* has not been confirmed within the report, stating that it is awaiting the results of Herbarium specimen confirmation.
  - The patch of threatened ecological community (TEC) listed under the EPBC Act is considered as connected to another patch of the same TEC on the southern side of Kentwell Rd (less than 30 m distance). It does not appear as though the presence of the TEC has been confirmed in this southern patch, in order for these two areas to be joined for the purpose of this assessment. There also appears to be *Casuarina* species present along the northern boundary of the Warringah Recreation Centre tennis courts, which have not been assessed as part of the FFCA and therefore not confirmed whether there are any additional areas of the same TEC within or adjacent to the redevelopment site. The assessment of this TEC does not provide details on how the TEC meets the key diagnostic criteria.
  - Limited assessment of the aquatic habitat values and in-stream habitat features was undertaken.



- The hydrology section (Section 1.4) does not mention the influence of tidal or saline groundwater on the waterway. This is mentioned in the vegetation community and habitat descriptions.
- The Warringah Development Control Plan (DCP) 2011 has waterways and riparian lands mapped along the section of Brookvale Creek, as well as a wildlife corridor mapped to the south of Kentwell Rd, which is not identified in Section 1.8 under the Warringah DCP 2011 heading.
- There is no description of the proposed redevelopment areas, facilities or construction activities included, which would enable an assessment of impacts to ecological values to be undertaken.
- The scope (Section 1.5) of the FFCA includes identification of potential impacts or risks, and recommendations of controls or other actions to protect values and environmental outcomes. An assessment of direct and indirect impacts to ecological values identified at the site has not been included. No recommendations of controls or actions to protect values has been included.
- The Assessment of Significance tests have not been undertaken for the potentially occurring threatened species or ecological community listed under the BC Act.
- A significant impact assessment for the EPBC Act listed threatened ecological community has not been undertaken.

We note that Council's Biodiversity Planning Team has also requested additional information regarding the potential impacts of the development to trees and native vegetation, and an assessment of the significance of potential impacts to the ecological community. Tests of significance of impacts have not been done for any potentially occurring species or communities. The FFCA recommends that this is included within a Flora and Fauna Assessment Report or Biodiversity Development Assessment Report.

The mapped high constraints area (red shading) is categorised as having a low potential for future development without the implementation of impact mitigation strategies. However this area encompasses the EPBC Act listed TEC area, which is likely to require complete avoidance unless an approval is sought for direct impacts within this area. The Masterplan shows a footbridge through this area, therefore more detail on the potential impacts to this area is needed to inform the design footprint, construction methods, and potential approval pathways.

We provide the following recommendations:

- In order to inform the design of the proposed redevelopment, it is recommended that the assessment of ecological constraints be updated to include:
  - The broader redevelopment area.
  - Proposed construction and operation activities.
  - Recent information from available databases and mapping, and updated species and ecological community listings.
  - Assessment of potential impacts and risks to the values and to the future development.
  - Recommendations of avoidance and mitigation measures, and legislative restrictions or approval requirements.

To provide suitable avoidance and protection of the EPBC Act listed TEC, delineation of the entire patch is recommended, including assessment of the connected vegetated areas and assumed patch of TEC south of Kentwell Rd. This will enable assessing the patch against the key diagnostic criteria and condition thresholds, areas of habitat critical to the survival of the TEC, patch definitions, and buffer zone identification and protection. Suitable avoidance and management of the EPBC Act listed TEC is likely to also result in suitable avoidance of the NSW listed ecological community due to the similarity in extent and ecosystem values.

Future assessment to accompany a DA will need to assess the extent of impact associated with the proposed future development of the site to confirm the biodiversity assessment pathway and if the Biodiversity Offsets Scheme is triggered and the requirement for a Biodiversity Development Assessment Report (BDAR). A BDAR, if required, would need to assess direct and prescribed impacts of the proposed development, clearly demonstrate measures taken to avoid and mitigate impacts and identify the quantum of offset required for any residual impacts that cannot be avoided".

In summary, the GHD technical review identifies multiple inconsistencies and information gaps that need to be addressed, however for the purpose of the assessment of the Planning Proposal, these gaps and inconsistencies do not preclude the Proposal from being supported from an ecological perspective. Rather, the review provides details of requirements for the accurate assessment of the DA, that would enable a decision to be made. This aligns with the comments from Council's Biodiversity Planner who has requested further information and is not supportive of the DA at this stage.

### 2.3.3.2 Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?

#### 2.3.3.2.1 Transport

The Proposal outlines the following in relation to traffic:

- *"The site has ready access to the surrounding regional road network with Kentwell Road providing direct vehicle access to Pittwater Road and Condamine Street.*
- *The site is also situated within 400 metres of several bus stops located along Pittwater Road and Condamine Street, servicing 10 bus routes.*
- *Council is currently finalising the site masterplan which anticipates the provision of approximately 124 parking spaces on site. Further, the Traffic Impact Assessment undertaken for the clubhouse DA (PDC Consultants, November 2022) notes that:*  
*... it is evident that in the vicinity of the site there is an abundance of spare car parking spaces on both a typical weekday and Saturday, noting that the parking demand does not exceed 48% along Kentwell Road and 11% within the bowling club during a typical weekday, while during the weekend, the parking demand did not exceed 84% along Kentwell Road and 29% within the bowling club car park during a typical weekday".*

#### Council staff comments

Council Traffic Engineering Coordinator provided the following comments:

*"The Transport Network team has reviewed the proposal for a clubhouse on this land under the relevant Development Application (DA2022/2081) and supported the development subject to conditions, detailed comments regarding the development application and conditions of consent were outlined in the traffic referral comments.*

*In traffic referral comments concerns were raised regarding the shortfall in parking to support the clubhouse however as was outlined in the development's Traffic Report the required parking was to be provided separately by Council in conjunction with the Warringah Recreation Centre Masterplan. Provided the development proceeds in line with the comments made in those referral comments and subject to Council completing other works identified in the Masterplan for the development of Warringah Recreation Centre, there are no traffic engineering issues associated with the additional permitted use outlined in the planning proposal and hence no objections".*

In summary, despite the further information requested in relation to the DA, Council's Traffic Engineering Coordinator has no objection to the Proposal.

#### 2.3.3.2.2 Coast and Catchments

The Proposal outlines the following in relation to riparian impacts:

*"Brookvale Creek is located to the west of the existing Warringah Recreation Centre. Brookvale Creek is a Strahler third order stream. Works occurring within 30 metres of the highest bank of the creek would be considered a controlled activity under the Water Management Act 2000 and approval from the NSW Natural Resources Access Regulator is required before commencing the controlled activity. It is noted that the clubhouse DA is 'integrated' and that general terms of approval from the NRAR will be sought as part of the DA determination".*

As outlined in Section 2.3.2.5 the site is mapped in the coastal use and coastal environment area. It is unlikely that the additional permitted use will have any impacts on the matters for consideration in this SEPP.



### Council staff comments

Councils Catchments team has reviewed the proposal and provided the following comment:

*"The Proposal has been assessed in regard to Riparian and Water Management issues and there are no concerns with the Proposal. Riparian and Water Management issues were covered in the referral process for Development Application (DA2022/2081).*

*There are no other Riparian and Water Management issues identified with the Planning Proposal and hence no objections".*

In summary, Council's Catchment team, has no objection to the Proposal.

### 2.3.3.2.3 Landscaping

#### Council staff comment

Councils Senior Landscape Architect has reviewed the proposal and provided the following comment:

*"It is noted that the applicable District Park Plan of Management recognised this location for relocation of the Warringah Golf Clubhouse.*

*The proposed location in terms of a landscape setting is considered appropriate as the location is predominantly over area occupied by existing tennis hardcourt.*

*The proposed location of the Warringah Golf Clubhouse and associated infrastructure works such as stormwater provisions are likely to impact upon the existing stand of Swamp She-Oak trees planted post WW2 that exist between the existing tennis courts and the existing golf course practice green. However it is considered that adequate land area is available for tree replacement to offset any canopy loss, and additionally replacement tree planting along the existing Brookvale Creek riparian watercourse in close proximity provides opportunity to enhance the riparian environment within the golf course as an environmental benefit".*

In summary, Council's Senior Landscape Architect has no objection to the Proposal.

### 2.3.3.2.4 Flooding and Stormwater Management

The Proposal outlines the following in relation to flooding and stormwater management:

*"The site is flood affected. An assessment of the Planning Proposal has been undertaken by Stellen Consulting (refer Attachment 3) against the flood controls contained within the following:*

- *Warringah Development Control Plan 2011 – E11 Flood Prone Land.*
- *Guidelines for Development on Flood Prone Land (Guidelines for development on flood prone land | Northern Beaches Council (nsw.gov.au)).*
- *Northern Beaches Council Water Management Policy – Flood Risk Management (2017).*
- *Floodplain Development Manual (NSW Government, 2005).*
- *Considering flooding in land use planning guideline (2021).*
- *Ministerial Direction 9.1 – 4.1 Flood Prone Land (2022).*

*The report indicates that during the 1% AEP event, the existing District Park Tennis and Squash Centre will be inundated with floodwaters arising from flooding within Brookvale Creek. However, the depth across the site during a 1% AEP event peak is not more than 0.3m and the velocity x depth product is less than 0.3m<sub>2s-1</sub>. A Flood Planning Level of 300mm freeboard is therefore considered sufficient for the proposed planning for the registered club.*

Stellen Consulting concludes as follows:

*For any future development which includes a Registered Club use type, compliance with the controls contained within the Warringah DCP E11 ... would mean that the Planning Proposal is consistent with a floodplain risk management plan prepared in accordance with the principles and guidelines of the Floodplain Development Manual 2005 and accordingly permissible under Ministerial Section 9.1 Direction 4.1.*

*Based on the detailed review of the flooding constraints applicable to the site, the Planning Proposal, if carried out in accordance with the recommendations of the attached report, is consistent with the relevant requirements of the policies and guidelines above and is supported by Stellen Consulting.*

*Stellen Consulting has also prepared a Stormwater Management Plan for the clubhouse DA which includes water sensitive urban design measures to manage runoff water quality and quantity. A copy of the plan is included at Attachment 4".*

#### **Council staff comment**

Councils Development Engineering and Certification Unit, and Floodplain Planning and Response Unit provided the following comments:

*"As Development Engineering assessed the same proposal in the Development application (DA2022/2081), stormwater drainage issues were identified then. There are no other development engineering issues identified with the planning proposal and hence no objections."*

*The proposal is supported as being compliant with: Part 4.1 of Ministerial Direction 9.1; Chapter 10.0 of the Northern Beaches Council Water Management for Development Policy; and principles of the Floodplain Development Manual 2005.*

*It is supported that a registered club development at the site can be achieved that is compliant with Clause 5.21 of the Warringah LEP and Part E11 of the Warringah DCP.*

*The flood referral body has no objections to the proposal".*

In summary, neither the Development Engineering Unit nor the Floodplain Planning and Response Unit have any objection to the proposal.

#### **GHD review**

GHD undertook a peer review of the Stormwater Management Plan, and Flooding Assessment. The review provides the following findings and conclusions:

- Generally the findings of the flooding assessment are supported, with the exception of the hydraulic hazard for the site which should be updated.
- The assessment against the relevant provisions of the Council LEP and DCP using the "medium flood risk precinct" controls for Business and Industrial land uses is considered appropriate given the intended use of the development for a registered club.
- Consideration should be made as to the potential for flood impacts associated with infill development and raising the floor level of the proposed building to the 1% AEP flood level plus 0.3 m freeboard once plans for the site have been further developed and acceptable flood afflux criteria have been confirmed with Council".

Notwithstanding that the hydraulic hazard for the site which should be updated, and further detail is required at the DA stage, GHD is generally supportive of the flood assessment.

#### 2.3.3.2.5 Noise

The Proposal outlines the following in relation to noise:

*“Potential noise impacts associated with the establishment of a registered club on the site can be dealt with by way of compliance with the recommendations of an acoustic assessment and operation in accordance with an appropriate plan of management. It is noted that the clubhouse DA is accompanied by an Acoustic Assessment and Operational Plan of Management”.*

Any DA lodged will be subject to assessment by Council’s Environmental Health officer. Acoustic impacts can be assessed at this stage and can be mitigated by way of conditions of consent.

#### 2.3.3.2.6 Contamination

The Proposal outlines the following in relation to contamination:

*“Preliminary Site Investigation (PSI) prepared for the clubhouse DA (NEO Consulting, February 2023) noted that the continuous use of the land as recreational indicates low potential impact of any contamination. The PSI found no exceedance of the NEPM Health and Ecological Assessment Criteria for Commercial/Industrial (D) sites from soil samples and no visible indications of contamination or contaminating sources. NEO Consulting concluded that the required considerations of CI 4.6 of the Resilience and Hazards SEPP are satisfied”.*

The Preliminary Site Investigation (PSI) referenced above did not form part of the Proposal, and thus has not been reviewed as a part of this assessment. Notwithstanding, based on the existing land use, it is unlikely that contamination will be an issue, and nonetheless contamination will be assessed at the DA stage.

#### 2.3.3.2.7 Acid Sulfate Soils

##### GHD review

GHD undertook a peer review of the following documents:

- Attachment 2 – *Indicative Waste Classification Report*, Alliance Geotechnical, 1 December 2020.
- Attachment 5 – *Acid Sulphate Assessment*, Ideal Geotech, November 2022(a).
- Attachment 6 – *Acid Sulphate Management Plan*, Ideal Geotech, November 2022(b).

The review provides the following findings and conclusions:

- The report appears to adequately address the six steps outlined in Part 1: Classifying waste (NSW EPA, 2014), noting the following data gaps (which are not specifically identified in the report).
- Boreholes were situated around the perimeter of the existing sports courts (i.e. no boreholes were located within the footprint of the proposed clubhouse).
- No surface samples (i.e. 0.0-0.2 mbgl) were collected.
- No quality control field duplicate samples were collected or analysed.
- The laboratory report for ASS CRS suite analysis is not appended to the report, therefore GHD cannot verify whether the net acidity reported excludes ANC, as recommended in the National Acid Sulfate Soils Guidance (Water Quality Australia, 2018).
- The report includes the following omissions:
  - Reference to Part 4: Acid sulfate soils (NSW EPA, 2014).
  - Clarification that treatment of ASS is required prior to disposal.
  - Acknowledgement that an ASS management plan is required in accordance with the Acid Sulfate Soil Manual (ASSMAC, 1998).

However, we agree with the overall conclusion of the report, which identifies the presence of ASS on site and an indicative waste classification of General Solid Waste (pending treatment to neutralise ASS) at the five borehole locations; and we consider the findings and conclusions adequate for the purpose of informing the Planning Proposal. The ASS assessment was undertaken in general accordance with ASSMAC (1998), noting the following data gaps:

- Very limited sampling density, both spatially (for the clubhouse footprint and other proposed site construction works) and vertically at each borehole location.
- No surface samples (i.e. 0.0-0.5 mbgl) were collected.
- The National Acid Sulfate Soils Guidance (Water Quality Australia, 2018) recommends ASS CRS suite analysis for the assessment of ASS (to avoid potential false positive identification due to organic matter).

The aggressivity results (presented in Table 5 of the report, not Table 4 as stated) were appropriately assessed against the Australian Standard AS2159 Piling – Design and Installation.

However, we agree with the overall conclusion of the report, which identifies the presence of ASS on site and mildly aggressive conditions for concrete erosion; and we consider the findings and conclusions adequate for the purpose of informing the Planning Proposal.

The plan prepared by Ideal Geotech (2022b) has been prepared in accordance with ASSMAC (1998) and adequately summarises the site conditions in regard to ASS [reproduced from the Acid Sulphate Assessment report (Ideal Geotech, 2022a)] and outlines the management requirements for the treatment of identified ASS and minimisation of potential generation of acidity during proposed earthworks.

Clarification and revision of the validation (verification) testing requirements is warranted, including detailed methodology for sample collection and substitution of ASS field screening for ASS CRS suite analysis, in general accordance with the National Acid Sulfate Soils Guidance (Water Quality Australia, 2018).

Notwithstanding this recommended revision, the plan is considered suitable for the purpose of informing the Planning Proposal.

Based on the data provided by in the reports (noting the limitations, data gaps and recommended revisions outlined above) the land is considered likely to be suitable for rezoning, subject to the recommendations and management requirements outlined in the reports and management plan.

In summary the presence of ASS can be mitigated by way of the ASSMP.

#### **2.3.3.2.8 Heritage**

Refer to Table 1.2 in Section 2.3 of this report.

#### **2.3.3.3 Has the Planning Proposal adequately addressed any social and economic effects?**

The Proposal outlines the following in relation to social and economic effects:

*“The Planning Proposal will provide significant positive social and economic impacts associated with the construction of new community and recreation facilities. The purpose of the Planning Proposal is to support the development of a new golf clubhouse within the site of the existing Warringah Recreation Centre which in turn will enable the broader redevelopment of the Centre for community sports and recreation facilities as well as upgraded car parking. The new golf club will replace the existing golf club which is currently located at 379 Condamine Street, Allambie Heights. This will enable the Warringah Golf Club to realise the value of their existing asset to reinvest in the construction of new facilities and course improvements.*

*The proposal will result in positive social flow-on effects for the local area. The recreational facilities enabled by the proposal will contribute to maintaining and promoting active lifestyles for the community that will use the facility. Moreover, the facility will act as a community meeting place where social interaction and community events can occur”.*

GHD acknowledge there is a need for the relocation of the Golf Clubhouse. It is logical that the clubhouse be co-located with the golf course and other facilities. Council may consider further studies in relation to the types of recreational facilities located in District Park which may impact the siting of the proposed clubhouse. Such a study could be requested at the DA stage.

## 2.3.4 Section D – Infrastructure (Local, State and Commonwealth)

### 2.3.4.1 Is there adequate public infrastructure for the planning proposal?

The site is in an established urban area and benefits from access to a range of existing facilities and services, including utilities. The Development Engineering Unit has not raised any objections to the proposal, as outlined in Section 2.3.3.2.4 of this report.

The site is in close proximity to a number of public transport services, including bus services along Pittwater Road adjacent the site which provide connections to the Manly Town Centre and the Northern Beaches. The site is located approximately 3.5 km from the Manly Town Centre, which provides additional public transport connections to the Sydney CBD, North Sydney CBD and Chatswood.

## 2.3.5 Section E – State and Commonwealth Interests

### 2.3.5.1 What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?

The Proposal does not nominate which State and Commonwealth Public Authorities that it should be referred to. It does state that the Proposal may require consultation with Transport for NSW and the NSW Natural Resources Access Regulator. Based on the proposal scope, referral to State Agencies is not required at the Planning Proposal stage.

## 2.4 Part 4 – Maps

The Planning Proposal will introduce additional permitted uses under Schedule 1 pursuant to clause 2.5 of the LEP. The proposed amendment will require an updated Additional Permitted Uses Map (Additional Permitted Uses Map - Sheet APU\_008).

The applicant should be requested to provide the following mapping:

- Survey-accurate mapping that shows the extent of the land proposed to be included in Schedule 1 overlaid on a site aerial.
- An updated survey accurate zoning map.

## 2.5 Part 5 – Community Consultation

A Scoping Proposal was not prepared, and no pre-lodgement meeting was held. No consultation was undertaken with any State Agencies. The Proposal states that the Warringah Golf Club:

*“has been working with Council officers on the proposition to re-locate the Club’s existing clubhouse from 397 Condamine Street, Allambie Heights to a location adjacent to the golf course”*

and:

*“The site identified by the Club as the most suitable for their future clubhouse is the current Warringah Recreation Centre site. This site is in average condition and in need of rejuvenation. This Planning Proposal will facilitate the proposed re-location of the clubhouse which is seen as highly important by the Club and the community to not only deliver a greater user experience, but also to realise the value within their existing property to be able to invest both in the construction of new facilities and the improvement of the course.*

*Council has prepared a draft master plan for the site which will incorporate the clubhouse and a new tennis centre (refer Figure 1). The intention is for the joint development of the subject site between Council and Warringah Golf Club (WGC) to deliver the wider Masterplan intentions”.*

GHD has not seen any documentary evidence of any consultation with Council.

Council publicly exhibited the Proposal for 14 days (non-statutory exhibition). 39 public submissions were received, of which 33 were in support of the proposal, three (3) objected to the Proposal, and three (3) appeared to be neutral. A summary of the matters raised objecting to the Proposal is provided in the table below:

Table 2.3 Response to public submissions

Objections	Comment
Loss of Sports Courts identified in the District Park Plan of Management	<p>Section 4.2.3 of the District Park Plan of Management (DPPOM) provides background information relating to District park, including that the Warringah recreation centre has six tennis courts and three squash courts, and that there are futsal courts at the Warringah Recreation Centre. The DPPOM Actions include:</p> <ul style="list-style-type: none"> <li>– “Support provision of additional futsal/multi-use synthetic courts at locations which could include Warringah Recreation Centre and the Calabria Club.</li> <li>– Investigate upgrading tennis and squash courts at Warringah Recreation Centre</li> <li>– Identify suitable locations for multi-purpose sports courts catering for informal netball, basketball and other court sports at locations which could include Warringah Recreation Centre and Nolan Reserve.</li> <li>– Investigate the feasibility of additional squash courts”.</li> </ul> <p>Whilst the approval of the DA would prevent the provision of additional courts at the Warringah Recreation Centre, and reduce the number already constructed, it does not ‘approve the clubhouse, as the approval of the DA is required. Nor does the DPPOM strictly outline that the Warringah Recreation Centre (WRC) must accommodate any additional courts or sporting facilities. The DPPOM suggests further investigations.</p> <p>The proposal is consistent with the DPPOM. Council is preparing a masterplan for the WRC site which will be subject to future consultation. Notwithstanding, the loss of sports courts does not preclude support of the Proposal.</p>
Vegetation removal,	The FFCA has been reviewed by Council Biodiversity Planner and GHD’s Ecologist. Whilst the FFCA has provided insufficient information, the inconsistencies and gaps can be addressed at the DA stage.
Licensed Alcohol and Gambling Venue	<p>The objection expresses concern at the social impacts of alcohol and gambling if the venue is a licensed venue.</p> <p>The proposal does not stipulate whether or no gambling would be permitted at the club. By definition a Registered club “means a club that holds a club licence under the Liquor Act 2007”.</p> <p>The consumption of alcohol does contribute to social problems, as discussed in the objection and as is commonly understood. Notwithstanding, GHD understand that the golf club currently operates as a ‘registered club’. The Proposal will therefore not result in a net increase in registered clubs. This is, however, not strictly a planning matter.</p>
Traffic	As discussed in Section 2.3.3.2 of this report, the traffic engineering coordinator has no objections to the Proposal.
Golf is an elitist sport	Golf as an activity may not be financially accessible to all, however this is not strictly a matter for planning consideration. The equitable provision of a variety of activities is within the remit of Council, and as discussed in relation to the loss of sports courts, Council may consider requesting a social study that seeks community input in relation to this matter.
The land should be used for a better purpose or more public recreation	The proposal is consistent with the DPPOM. Council is preparing a masterplan for the WRC site which will be subject to future consultation.
Encroachment into the riparian lands including earthworks and increased impervious areas	Refer to comments in relation to vegetation removal.
Impacts of the proposal on Brookvale Creek, vegetation, Flooding and Acid Sulphate soils as identified in the District Park Plan of Management	<p>These matters are addressed in the following sections of this report:</p> <ul style="list-style-type: none"> <li>– Brookvale Creek – Refer to Section 2.3.3.2.2</li> <li>– Vegetation – Refer to Section 2.3.3.1</li> <li>– Flooding – Refer to Section 2.3.3.2.4</li> <li>– Acid Sulphate soils – Refer to Section 2.3.3.2.7</li> </ul> <p>None of these matters preclude supporting the Proposal.</p>

The matters raised in the submissions in support of the proposal are summarised as follows:

- Gathering place for families.
- Food and relaxed atmosphere.
- Indoor and outdoor areas.
- Funded by the Golf Club.
- Golf facilities.
- No poker machines.
- District Park Plan of Management contains a provision for a licensed club.
- Noise mitigation measures.
- Ample parking and Public transport.
- Function Venue.
- Use of funds generated for local sporting bodies.
- Licensed Venue.
- Utilisation of the site.
- Traffic management provisions.
- Playing Golf is an active option for Seniors.
- Provide a venue of this type that the local community can utilise and not have to travel farther afield to access.
- Sufficient studies have been completed in relation to traffic and parking, environmental impacts and noise that demonstrate positive outcomes.
- The design is sympathetic to the local environment, is sustainable and the landscaping proposed will enhance the areas adjacent to Brookvale Creek.
- It is not intended to be a 'mega club'.
- Council ownership.
- It assists in balancing the needs of various sporting communities.

In summary, most of the objections can be addressed at the DA stage. The impacts of the proposed location of the clubhouse reducing the availability/ variety of other courts is the subject of the future masterplan for the WRC site.

The majority of the submissions were in support of the Proposal.

GHD has concluded that the community is generally supportive, and that the objections raised are matters for assessment at the DA stage.

The Proposal sets out that:

*“Council will place the Planning Proposal on public exhibition in accordance with the Gateway Determination and requirements of the Local Environmental Plan Making Guideline (NSW Department of Planning, Industry and Environment, September 2022). The Guideline indicates that consultation will be tailored to specific Proposals. The exhibition period for standard Planning Proposals is 20 days”.*

The Guideline states that the statutory public exhibition period recommended for standard proposals is 20 days.



## 2.6 Part 6 – Project Timeline

Table 2.4 Timeline

Stage	
Consideration by Council	October
Council Decision	October
Gateway Determination	Late 2023
Commencement and completion of public exhibition period	Early 2024
Consideration of submissions	Early 2024
Post-exhibition review and additional studies	Early 2024
Submission to the Department for finalisation (where applicable)	Mid 2024
Gazettal of LEP amendment	Mid 2024

### 3. Recommendations

GHD's engagement involved the following:

- Review and objectively assess the application and Proposal.
- Undertake a peer review of the technical studies submitted with the application.
- Consider comments received from internal staff referrals, adjoining property owners and independent parties as part of Council's non-statutory notification period.

On the basis of the information presented with the Proposal, it is recommended that Council support the progression of the Proposal for a Gateway determination from DPE under section 3.34(1) of the EP&A Act.

Any future ecological assessment submitted in support of the DA should address the following matters:

- The broader redevelopment area.
- Proposed construction and operation activities.
- Recent information from available databases and mapping, and updated species and ecological community listings.
- Assessment of potential impacts and risks to the values and to the future development.
- Recommendations of avoidance and mitigation measures, and legislative restrictions or approval requirements.
- To provide suitable avoidance and protection of the EPBC Act listed TEC, delineation of the entire patch is recommended, including assessment of the connected vegetated areas and assumed patch of TEC south of Kentwell Rd. This will enable assessing the patch against the key diagnostic criteria and condition thresholds, areas of habitat critical to the survival of the TEC, patch definitions, and buffer zone identification and protection. Suitable avoidance and management of the EPBC Act listed TEC is likely to also result in suitable avoidance of the NSW listed ecological community due to the similarity in extent and ecosystem values.
- Future assessment to accompany a development application will need to assess the extent of impact associated with the proposed future development of the site to confirm the biodiversity assessment pathway and if the Biodiversity Offsets Scheme is triggered and the requirement for a Biodiversity Development Assessment Report (BDAR). A BDAR, if required, would need to assess direct and prescribed impacts of the proposed development, clearly demonstrate measures taken to avoid and mitigate impacts and identify the quantum of offset required for any residual impacts that cannot be avoided".

# Appendices

# Appendix A

## Planning Proposal



## PLANNING PROPOSAL

Amendment to Warringah LEP 2011  
Warringah Golf Club, North Manly

Submitted to Northern Beaches Council  
On behalf of Property Commercial & Tourist Assets, Northern Beaches Council

1 May 2023

© MG Planning Pty Ltd 2023

All Rights Reserved. No material may be reproduced without prior permission.  
While we have tried to ensure the accuracy of the information in this publication,  
the Publisher accepts no responsibility or liability for any errors, omissions or  
resultant consequences including any loss or damage arising from reliance in  
information in this publication.

MG Planning Pty Ltd  
ABN 48 098 191 443  
[www.mgplanning.com.au](http://www.mgplanning.com.au)  
PO Box 197, Drummoyne, NSW, 1470  
+61 405 180 116

1 INTRODUCTION .....	1
1.1 Background.....	1
1.2 Development Applicatin for new clubhouse .....	3
2 THE SITE .....	5
2.1 Site location and context.....	5
2.2 Site description.....	6
2.3 Surrounding context .....	7
2.4. Existing planning controls .....	7
3 PLANNING PROPOSAL.....	9
3.1 Part 1 Objectives or intended outcomes.....	9
3.2 Part 2 Explanation of provisions.....	9
3.3 Part 3 Justification .....	9
3.3.1 Section A: Need for the Planning Proposal.....	9
3.3.2 Section B: Relationship to Strategic Planning Framework.....	10
3.3.3 Section C: Environmental, Social and Economic Impact.....	19
3.3.4 Section D: State and Commonwealth Interests .....	23
3.5 Part 4 Mapping .....	23
3.6 Part 5 Consultation.....	23
3.7 Part 6 Project Timeline .....	24
4 CONCLUSION.....	24

#### **ATTACHMENTS**

Attachment 1	Flora and Fauna Constraints Assessment Report
Attachment 2	Waste Classification
Attachment 3	Flood Assessment
Attachment 4	Stormwater Management Plan
Attachment 5	Acid Sulphate Assessment
Attachment 6	Acid Sulphate Management Plan



## 1 INTRODUCTION

This Planning Proposal has been prepared by MG Planning on behalf of the Property Commercial and Tourist Assets Division of Northern Beaches Council. It seeks to amend the Warringah Local Environmental Plan 2011 (WLEP 2011) by including a Schedule 1 Additional Permitted Use for a 'registered club' on the site of the Warringah Recreation Centre, North Manly. The objectives of this Planning Proposal are to seek an amendment to the Warringah LEP to:

- facilitate the relocation of the Warringah Golf Club clubhouse to the Warringah Recreation Centre site
- enable the re-development of the Warringah Recreation Centre incorporating a new clubhouse, community tennis facilities and associated parking.

A Development Application (DA) for a new Golf and Community Club on the subject site was lodged by the Warringah Golf Club (the Club) on 14 February 2023 (Council Ref: DA2022/2081). For the purposes of the DA, the Club has argued that the proposed development is ancillary to the Warringah Golf Course which is considered to fall under the definition of a 'recreation facility (outdoor)' and is permissible in the RE1 zone (refer discussion in Section 1.2). Notwithstanding the lodgement of the DA, Council's Property Team is of the view that a 'registered club' should be added as an Additional Permitted Use in the WLEP 2011 to avoid any ambiguity around the permissibility of the use and to enable the operation of the Warringah Golf Club in its own right.

The Planning Proposal has been prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979* (NSW) (EP&A Act), and includes the requirements as set out in *A Guide to Preparing Planning Proposals* published by the then Department of Planning and Environment in August 2016 as follows:

- **Part 1** – A statement of the objectives and intended outcomes of the proposed instrument
- **Part 2** – An explanation of the provisions that are to be included in the proposed instrument
- **Part 3** – The justification for those objectives, outcomes and the process for their implementation
- **Part 4** – Maps, where relevant, to identify the intent of the Planning Proposal and the area to which it applies
- **Part 5** – Details of the community consultation that is to be undertaken on the Planning Proposal
- **Part 6** – Details of the project timeline

### 1.1 Background

District Park is a 62-hectare site in North Manly comprising multiple sporting reserves, an 18-hole golf course (Warringah Golf Course) and the recreation centres currently known as Warringah Recreation Centre (tennis, squash, futsal) and the former North Manly Leagues Club (bowling club now vacant). The facilities in District Park cater to various community sporting interests and sporting clubs.

The District Park Plan of Management (the PoM) was adopted in August 2015 and envisaged retaining an 18-hole golf course. Subsequently in July 2017 the Northern Beaches Sportsground Strategy was endorsed which proposed solutions to the shortfall in playing fields across the LGA including the modification of the Warringah Golf Club to a 9-hole facility. However, this option to convert part of the golf course to sports fields was not progressed. Instead, in April 2019 Council resolved to enter into a 20 year lease for the Warringah Golf Course with the Club and to enter into licences with the Warringah Recreation Centre operators Voyager Tennis Pty Ltd, Luik Holdings Pty and Northern

Beaches Futsal Association Inc for an interim period of one year from 1 September 2019 to 31 August 2020 pending the finalisation of the future direction of the site.

Since that time the Club has been working with Council officers on the proposition to re-locate the Club's existing clubhouse from 397 Condamine Street, Allambie Heights to a location adjacent to the golf course. The PoM envisages the relocation of the clubhouse to an alternate location within District Park, possibly within a multipurpose modern sporting and community facility in District Park which consolidates existing clubhouses.

The site identified by the Club as the most suitable for their future clubhouse is the current Warringah Recreation Centre site. This site is in average condition and in need of rejuvenation. This Planning Proposal will facilitate the proposed re-location of the clubhouse which is seen as highly important by the Club and the community to not only deliver a greater user experience, but also to realise the value within their existing property to be able to invest both in the construction of new facilities and the improvement of the course.

Council has prepared a draft master plan for the site which will incorporate the clubhouse and a new tennis centre (refer Figure 1). The intention is for the joint development of the subject site between Council and Warringah Golf Club (WGC) to deliver the wider Masterplan intentions.



Figure 1: Proposed Warringah Recreation Centre Masterplan

## 1.2 Development Application for new clubhouse

On 14 February 2023 Warringah Golf Club lodged a DA for a new Golf and Community Club on the subject site (DA2022/2081). The DA seeks approval for:

- New two-storey clubhouse with a total 1,201.17m<sup>2</sup> GFA, including:
  - pro shop (retail)
  - garden lounge
  - meeting room(s) and Council room(s) (commercial office/meeting space)
  - dining and function rooms
  - sports bar (licensed bar)
  - terrace area across ground and first floor
- Loading / servicing areas, nine (9) car parking spaces, and pick-up / drop-off area.

The DA contends that the proposed development would be considered an Ancillary Building to the Warringah Golf Course, which falls under the definition of a 'recreation facility (outdoor)' and is permitted with consent under the RE1 Public Recreation Zone. The proposed clubhouse is considered to be subordinate and subservient to the predominate use of the wider site for the Warringah Golf Course. In coming to this view, the DA has considered the principles which apply to 'ancillary use' which were expressed by the Court of Appeal in the judgment of *Foodbarn Pty Ltd v Solicitor General (1975) 32 LGERA 157 (Foodbarn)*. The DA argues that the proposed clubhouse supports and subserves the primary Warringah Golf Course use on-site and is properly characterised as ancillary.

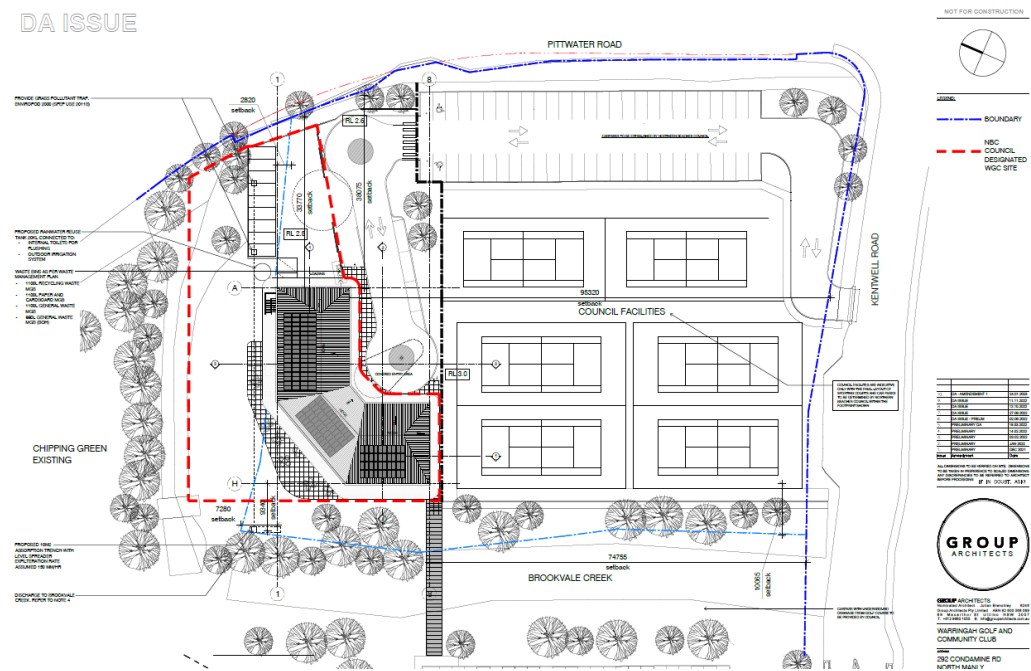
As detailed in the DA, site preparation works (earthworks), infrastructure servicing and landscaping is proposed to be carried out by Council while compensatory (replacement) tree planting is to be carried out by the Warringah Golf Club.

At the time of writing the DA had not yet been determined.

Notwithstanding the lodgement of the DA, Council's Property Team is of the view that a 'registered club' should be added as an Additional Permitted Use in the WLEP 2011 to avoid any ambiguity around the permissibility of the use and to enable the operation of the club in its own right.

Warringah Golf Club | Planning Proposal | May 2023

DA ISSUE



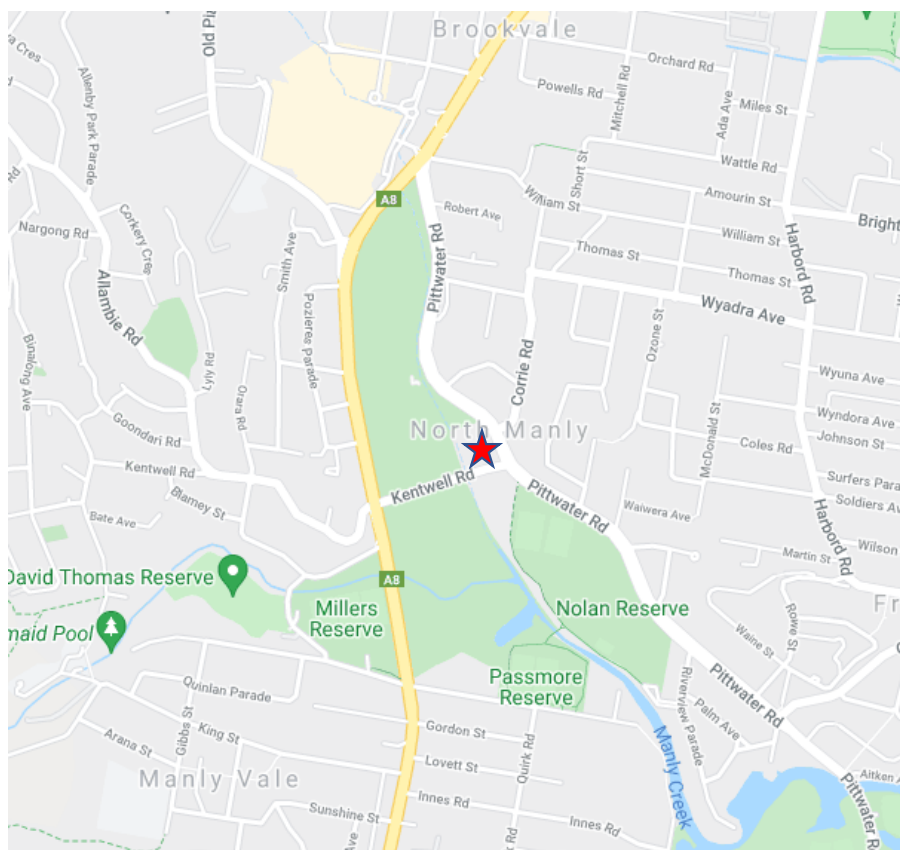
## 2 THE SITE

### 2.1 Site location and context

The Warringah Recreation Centre site ('the site') is located on the corner of Kentwell Road and Pittwater Road, North Manly within the Northern Beaches Local Government Area. It is situated approximately 11km to the north-east of the Sydney Central Business District, 800m to Warringah Mall and 3km to Manly Wharf.

The site is located within District Park which consists of the area commonly known as Nolan, Passmore, Millers and David Thomas Reserves as well as the Warringah Golf Course. The park is located at the boundary between the suburbs of Manly Vale and North Manly. District Park is one of Warringah's most significant reserves in terms of its sporting, recreational and open space potential. It is a complex and regional resource containing a number of different categories of community land.

The site's location is shown in Figure 3.



**Figure 3: Site location**  
(Source: [www.nearmap.com](http://www.nearmap.com))



## 2.2 Site description

The site is part of Lot 2742 in Deposited Plan 752038 and is owned by Northern Beaches Council. It has an area of 10,224.6 sqm and a frontage of approximately 80m to Kentwell Road and 120m to Pittwater Road. The site is relatively flat.

The site currently comprises six tennis courts with synthetic grass and clay surfaces and a dedicated 'Hot Shots' court. In addition, there are two new synthetic grass futsal courts and three squash courts. There is also a clubhouse with refreshments, pro shop and changing rooms with showers.

There are two entry points to the site off Kentwell Road, one approximately 75m and the other approximately 40m from the intersection with Pittwater Road. Off street car parking is available along both internal access driveways within the southern and eastern sections of the site. On-street 90-degree parking is located on the south side of Kentwell Road.

The site is bordered by vegetation on its western, northern and eastern sides. Riparian vegetation to the west adjacent to Brookvale Creek has been identified as poor-moderate quality Estuarine Swamp Oak Forest (refer discussion in Section 3.3.3 for further detail).

The site is identified on Council's Flood Hazard Map as a medium risk precinct and the adjoining riparian corridor is identified as a high risk precinct.



Figure 4: Site aerial (Source: [www.nearmap.com](http://www.nearmap.com))

### 2.3 Surrounding context

The site is bounded by the Brookvale Creek to the west, Pittwater Road to the east, Kentwell Roads to the south and the adjacent golf course to the north. The golf course extends to the south of Kentwell Road along with Nolan Reserve. There is a service station and mixed use development immediately opposite the site on the eastern side of Pittwater Road with residential development located further to the east and north. The former North Manly Bowling club is located opposite the site, on the southern side of Kentwell Road.

The existing Warringah Golf Club clubhouse is located on the western side of Condamine St, approximately 100m north of the intersection of Condamine St and Kentwell Road. The existing clubhouse is surrounded by low density residential dwellings on its northern, western and southern boundaries.



Figure 5: Surrounding context (Source: [www.nearmap.com](http://www.nearmap.com))

### 2.4. Existing planning controls

The Warringah Local Environmental Plan 2011 (WLEP 2011) is the primary environmental planning instrument that applies to the site. Under WLEP 2011 the site is zoned RE1 Public Recreation, as shown in Figure 6. The Planning Proposal seeks to retain the existing RE1 Public Recreation zone and incorporate an additional permitted use pursuant to Schedule 1 of the LEP.

The remainder of the District Park is also zoned RE1 Public Recreation. Surrounding residential areas are zoned R2 Low Density Residential while land immediately opposite the site on the eastern side of



Pittwater Road is zoned B1 Neighbourhood Centre. Both Pittwater Road and Condamine Street are zoned SP2 Classified Road.

There are no height or floor space ratio controls applying to the site under LEP 2011 and no listed heritage items within or in the vicinity of the site.

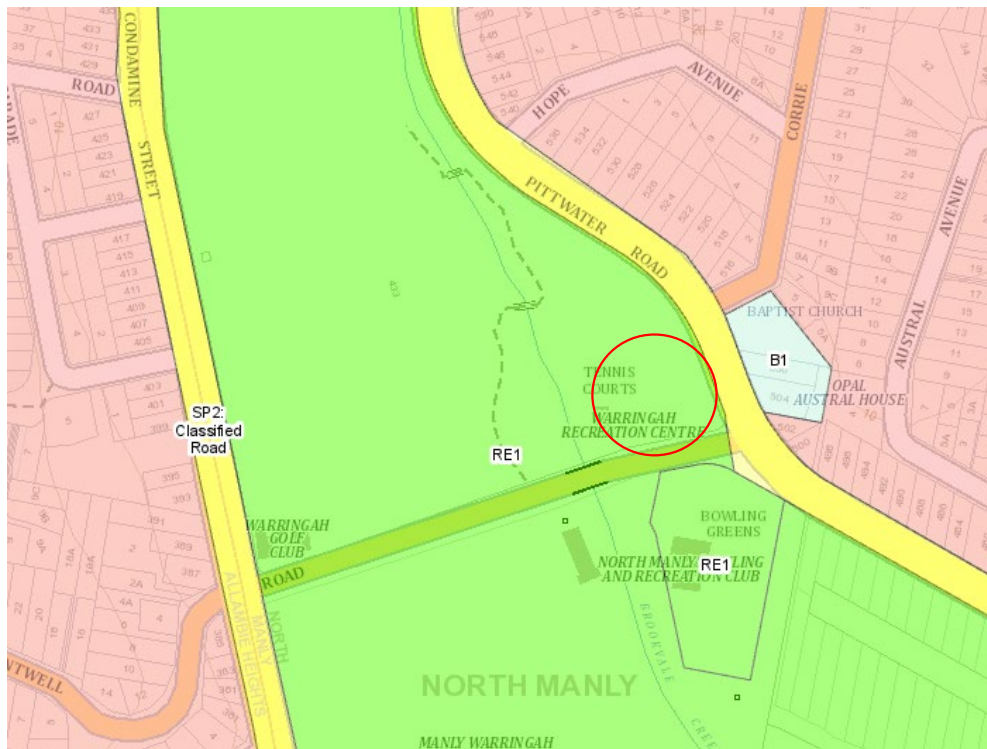


Figure 6: Existing zoning (Source: EPlanning Spatial Viewer)

### 3 PLANNING PROPOSAL

In accordance with 'A Guide to Preparing Planning Proposals' and the 'Local Environmental Plan Making Guideline', this Section addresses the following matters:

- the objectives or intended outcomes of the amendment to the LEP
- explanation of provisions
- justification, including:
  - relationship to strategic planning frameworks
  - environmental, social and economic impact
  - State and Commonwealth interests
- maps
- community consultation.

#### 3.1 Part 1 Objectives or intended outcomes

The objective of this Planning Proposal is to facilitate the development of a new golf clubhouse within the site of the existing Warringah Recreation Centre.

The intended outcome is to enable the broader redevelopment of the Centre for community sports and recreation facilities as well as upgraded car parking. The new golf club will replace the existing golf club which is currently located at 379 Condamine Street, Allambie Heights. This will enable the Warringah Golf Club to realise the value of their existing asset to reinvest in the construction of new facilities and course improvements.

#### 3.2 Part 2 Explanation of provisions

It is proposed to amend Schedule 1 of WLEP 2011 to allow a 'registered club' as an Additional Permitted Use on the Warringah Recreation Centre site.

#### 3.3 Part 3 Justification

##### 3.3.1 Section A: Need for the Planning Proposal

###### 1. Is the Planning Proposal a result of any strategic study or report?

The Planning Proposal is not the result of any endorsed Local Strategic Planning Statement, strategic study or report. It is the result of extensive negotiations between the Warringah Golf Club and Council officers to re-locate the Club's existing clubhouse to a more suitable location. Following detailed examination of various sites, the Warringah Recreation Centre was chosen for the proposed relation of the Clubhouse for the following reasons:

- The Warringah Recreation Centre is itself an aging structure, which is in need of rejuvenation.
- The WRC has existing vehicular access which is important, as Kentwell Rd is the only road frontage for the Warringah Golf Club which is not a classified road, and Transport for NSW will not authorise additional vehicular access onto classified roads where there is an alternative.

- While the land is flood prone, it has been determined that a building could be constructed in accordance with Council's planning controls. There are no alternate sites within the golf course which are less flood prone with appropriate vehicular access.

Having regard to these considerations Council resolved at its meeting of 25 February 2020 as follows:

- Agreed in principle to the proposal for the Warringah Golf Club to build a new clubhouse on the current Warringah Recreation Centre site, subject to appropriate terms being agreed by the parties.
- Delegated to the Chief Executive Officer to carry out all things necessary to give effect to this resolution including the execution of any required documentation under Delegated Authority, subject to his satisfaction that the terms agreed have met with Council's requirements.

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

As noted in Section 1.2, a DA has been lodged by the Warringah Golf Club for a new clubhouse which relies on the facility being considered an 'ancillary use'. While Council's Property Team considers that this interpretation is valid, it potentially imposes limitations on the operations of the club. In the Property Team's view, the Planning Proposal is the best means to allow for the use of the site for the Club's clubhouse and in turn facilitate the redevelopment of the WRC, including the construction of new facilities and the improvement of the golf course.

Rezoning the site from its current RE1 zone to an alternative zone that permits registered clubs (for example, RE2 Private Recreation) would not be appropriate given that the WRC is located on land owned by Council which is a public reserve.

### **3.3.2 Section B: Relationship to Strategic Planning Framework**

## **3. Will the Planning Proposal give effect to the objectives and actions of the applicable regional, or district plan or strategy (including any exhibited draft plans or strategies)?**

The Planning Proposal is limited to a single small site and is not of a scale that is likely to cause an inconsistency with any metropolitan, regional, or district strategic plan. Nevertheless, as assessment of the Planning Proposal against relevant planning strategies is provided below:

### **The Greater Sydney Region Plan - A Metropolis of Three Cities**

The Greater Sydney Region Plan sets a 40-year vision to 2056 and establishes a 20-year plan to manage growth and change for Greater Sydney. It sets out 10 Directions which set out the aspirations for the region and objectives to support the Directions. The 10 Directions are:

- A city supported by infrastructure
- A collaborative city
- A city for people
- Housing the city
- A city of great places
- A well-connected city
- Jobs and skills for the city

- A city in its landscape
- An efficient city
- A resilient city

The Plan provides 40 objectives related to these directions and the themes of infrastructure and collaboration, liveability, productivity, sustainability and implementation. The following table summarises the proposal's consistency with relevant objectives of the Plan:

**Table 1: Consistency of Planning Proposal with relevant GSRP Objectives**

Objective	Comment	Consistent
<b>A city supported by infrastructure</b>		
Infrastructure use is optimised	Achieving better utilisation of existing assets increases infrastructure capacity to better support communities and has the potential to minimise or avoid the need to fund additional infrastructure. Moving the clubhouse will help to facilitate the redevelopment of recreation facilities on the WRC site, optimising the use of existing Council infrastructure for the benefit of the wider community.	Yes
<b>A city for people</b>		
Communities are healthy, resilient and socially connected.	Services and infrastructure need to be tailored to meet the varying needs of population groups and designed to be intergenerational, multipurpose and co-located. The relocation of the clubhouse and the resulting redevelopment of the WRC as a multipurpose and co-located recreation hub will support surrounding communities to be healthy, resilient and socially connected.	Yes
<b>A city in its landscape</b>		
Public open space is accessible, protected and enhanced	The rising demand for open space needs to be met in part by using existing open space assets wisely and sharing them more broadly. The proposal to relocate the clubhouse to the WRC site and in turn redevelop the existing sporting facilities in this location will help Northern Beaches Council meet increasing demand for a range of sporting activities and recreation facilities.	Yes

### North District Plan

The North District Plan sets out a 20-year vision for the North District, providing the district level framework to implement the directions, objectives, strategies and actions outlined in the Greater Sydney Region Plan. The North District covers Northern Beaches, Hornsby, Hunter's Hill, Ku-ring-gai, Lane Cove, Mosman, North Sydney, Ryde and Willoughby local government areas.

The following table summarises the Planning Proposal's consistency with relevant components of the North District Plan:

**Table 2: Consistency with relevant North District Plan Planning Priorities**

Planning Priority	Comment	Consistent
Planning Priority N3 Providing services and social infrastructure to meet people's changing needs	The Planning Proposal will enable the golf clubhouse and WRC recreation facilities to be upgraded to help meet the community's needs now and into the future.	Yes
Planning Priority N4 – Fostering healthy, creative, culturally rich and socially connected communities.	Social connectivity, as well as access to opportunities for recreational physical activity are essential to improved mental and physical health outcomes. By relocating the golf clubhouse and co-locating it with an upgraded WRC, the Planning Proposal will improve opportunities for recreational activities and social connectivity.	Yes
Planning Priority N6 - Creating and renewing great places and local centres, and respecting the District's heritage	District Park is one of Warringah's most significant open spaces. The Park is well used and valued by the community. The Planning Proposal will facilitate and enable the golf club and WRC to foster the development of a social and recreational hub that will bring the community together for range of social and recreation purposes.	Yes

**4. Will the Planning Proposal give effect to a council's endorsed local strategic planning statement, or another endorsed local strategy or strategic plan?**

**Northern Beaches Local Strategic Planning Statement**

On 26 March 2020, Council resolved to adopt a Local Strategic Planning Statement (LSPS) for the LGA. The LSPS expresses the desired future direction for housing, employment, transport, recreation, environment and infrastructure for the LGA as a whole and reflects the outcomes sought by the Greater Sydney Region Plan and North District Plan.

The relevant Local Planning Priorities of the LSPS are identified as follows:

*Priority 6 High quality open space for recreation*

*Priority 11 Community facilities and services that meet changing community needs*

The proposed expansion of permitted land uses on the site of the Warringah Recreation Centre will facilitate the development of a new golf clubhouse and allow for the broader upgrade of the WRC for community sports and recreation facilities. The proposal will therefore improve the quality of the WRC for recreation and enable the update of sporting facilities and services on the site tailored to changing community needs. As such, the proposal is considered to be generally consistent with the priorities and actions of the Northern Beaches LSPS.

**Community Strategic Plan 2040**

The Northern Beaches Community Strategic Plan 2040 (CSP) outlines the community-wide priorities and aspirations for the LGA, and provides outcomes, goals and strategies to achieve these visions. The relevant Outcomes, Goals and Strategies of the CSP are identified as follows:

*Community Outcome: Places for People We aspire to create welcoming, accessible and affordable private and public places that foster good health and social interaction*

*Goal 9: Our community is healthy, active and enjoys a broad range of creative, sporting and recreational opportunities*

*Strategies*

- a. Provide well-maintained and safe spaces that equitably support active and passive recreation*
- b. Foster partnerships with government agencies, community and sporting groups to facilitate and promote healthy and active living*
- c. Encourage a broad range of activities that enable social interaction, stimulate wellbeing, and support people at each stage of their lives.*

The Planning Proposal will enable the development not only of a new clubhouse but an enhanced community recreation facility that will be well-designed, support diverse recreation needs, facilitate social interaction and facilitate healthy and active living. It is therefore consistent with the intent of the CSP.

#### **District Park Plan of Management**

The District Park Plan of Management (PoM) identifies the vision for the park as follows:

*District Park will enhance its status as an accessible, multi-purpose and high quality regional sporting, recreation and community precinct in a significant natural setting.*

As noted in Section 1.1, a Plan of Management (PoM) for the District Park was adopted in 2015. The PoM includes a Landscape Concept Plan which shows the location of the spatial works and actions in proposed to be implemented to achieve the objectives and desired outcomes for District Park. An excerpt from the Landscape Concept Plan is shown in Figure 7. The intent of the District Park PoM and Landscape Concept Plan, as it relates to the Warringah Recreation Centre site, has since been superseded, as discussed in Section 1.1.





Figure 7: Excerpt from District Park PoM Landscape Concept Plan.

#### 5. Is the Planning Proposal consistent with applicable state environmental planning policies?

The Planning Proposal is consistent with those State Environmental Planning Policies (SEPPs) or relevance, as demonstrated in Table 3.

Table 3: Assessment against relevant SEPPs

SEPP/PROVISION	CONSISTENCY	COMMENT
<b>SEPP (Biodiversity and Conservation) 2021</b>		
Vegetation in Non Rural Areas	Yes, subject to appropriate assessment at DA stage.	A Flora and Fauna Constraints Assessment Report has been prepared (refer Attachment 1) to assess potential impacts associated with future redevelopment and to recommend appropriate measures to mitigate any potential ecological impacts. The report has identified moderate and high constraints areas where there is potential for ecological impacts. The findings of this assessment have been taken into account during the design of the new golf clubhouse the subject of the current DA (DA2022/2081). The report will also inform the design of the broader WRC redevelopment. Further discussion on this matter is provided in Section 3.3.3.
Koala Habitat Protection	Yes	The Flora and Fauna Constraints Assessment provides an assessment of the likelihood of threatened fauna, including koalas, inhabiting the site. It concludes that the site is unlikely to provide suitable habitat for koalas due to the heavily altered environment surrounded by urban development.



SEPP/PROVISION	CONSISTENCY	COMMENT
<b>SEPP (Resilience and Hazards) 2021</b>		
Coastal Management	Yes	<p>The site is located within a 'coastal use area' and a 'coastal environment area'. The SEPP requires consideration of certain environmental issues which are required to be addressed at DA stage.</p> <p>The site is not mapped as containing land identified as 'coastal wetlands', 'littoral rainforest', or proximity to either on the 'Coastal Wetlands and Littoral Rainforests Area Map'.</p> <p>The site is located within an urbanised area located more than 2km from the coastal foreshore. The Planning Proposal will not adversely affect any ecological, natural or scenic qualities of the foreshore or broader coastal zone.</p> <p>The Planning Proposal will not cause any loss or disruption of public access to the foreshore area.</p> <p>A stormwater and drainage plan accompanies this report and demonstrates that the site has the potential to manage all stormwater on site without adverse impact upon receiving waters including Brookvale Creek and Manly Creek.</p>
Remediation of Land	Yes	<p>The land has been filled but is not identified as contaminated land.</p> <p>An indicative waste classification of in-situ soil materials has been undertaken for the site (refer Attachment 2). The assessment identified the presence of benzo(a)pyrene. Subsequent analysis was undertaken which returned values less than the general solid waste criteria for benzo(a)pyrene. Soil samples were also below the revised specific contamination concentration criteria for benzo(a)pyrene.</p> <p>In addition, the waste is not classified as special waste, liquid waste or hazardous waste.</p> <p>The report also found that sulfate soils are present within the in-situ soil materials down to a depth of 5.0 meters below ground level (limit of investigation).</p> <p>The waste classification indicates that there are no major contaminants of concern on the site that would preclude the development of a clubhouse and redevelopment of the recreation centre and that waste can be appropriately disposed of to a site that is licensed by the NSW EPA.</p>

SEPP/PROVISION	CONSISTENCY	COMMENT
		The DA for the clubhouse (DA2022/2081) contains a Preliminary Site Investigation (NEO Consulting, February 2023) which concludes that the potential for significant contamination of soil is low and that the site can be made suitable for the proposed development and land use subject to implementation of recommendations. The DA also includes an Acid Sulfate Management Plan (Ideal Geotech, Nov 2022).

## 6. Is the Planning Proposal consistent with applicable Ministerial Directions (S9.1 directions)?

Table 4 summarises the Planning Proposal's consistency with applicable Ministerial Directions.

**Table 4: Assessment against relevant Section 9.1 Ministerial Directions**

Section 9.1 Direction	Comment	Consistency
<b>Focus Area 1: Planning Systems</b>		
1.1 Implementation of the Ministers Planning Principles	N/A – Principles deleted	
1.2 Implementation of Regional Plans	The Greater Sydney Region Plan applies to the subject site and triggers consideration of this direction - refer discussion above.	Consistent
1.3 Development of Aboriginal Land Council land	N/A	
1.4 Approval and referral requirements	The Planning Proposal does not include provisions that require the concurrence, consultation or referral of development	Consistent
1.5 Site Specific Provisions	The Planning Proposal is seeking to amend the WLEP 2011 to include a 'registered club' on the site as an additional Permitted Use within Schedule 1. The Planning Proposal does not propose the imposition of any development standards or requirements beyond those existing within the WLEP 2011.	Consistent
<b>Focus Area 1 Planning System – Place Based</b>	N/A	N/A
<b>Focus Area 2: Design and Place</b>	N/A	
<b>Focus Area 3: Biodiversity and Conservation</b>		
3.1 Conservation zones	N/A	
3.2 Heritage conservation	N/A	
3.3 Sydney Drinking Water Catchments	N/A	
3.4 Application of C3 and C4 and Environmental Overlays in the Far North Coast LEP	N/A	
3.5 Recreation Vehicle Area		
3.6 Strategic Conservation Planning	N/A.	

Section 9.1 Direction	Comment	Consistency
	The site is not 'avoided land' or a 'strategic conservation area'	
3.7 Public Bushland	<p>A Flora and Fauna Constraints Report has been prepared (Attachment 1). Estuarine Swamp Oak Forest has been identified within the site which conforms to the Biodiversity and Conservation Act listed Endangered Ecological Community (EEC) 'Swamp Oak Floodplain Forest of the NSW North Coast, Sydney Basin and South East Corner Bioregions' and the EPBC listed Coastal Swamp Oak (<i>Casuarina glauca</i>) Forest of South-east Queensland and New South Wales.</p> <p>The Planning Proposal does not rezone the vegetated area within the site and does not otherwise impact on this area.</p> <p>The Flora and Fauna Constraints Report has also informed the current clubhouse DA.</p>	Consistent
3.9 Sydney Harbour Foreshores and Waterways Area	N/A	
<b>Focus Area 4: Resilience and Hazards</b>		
4.1 Flooding	<p>The site is located within the Manly Lagoon catchment and is subject to flooding during large storm events.</p> <p>An assessment of the Planning Proposal against relevant flood controls, including those contained in the Floodplain Development Manual and Considering flooding in land use planning guideline has been undertaken and is included at Attachment 3. The assessment demonstrates that the Planning Proposal is consistent with Ministerial Direction 4.1</p> <p>Refer Section 3.3.3 of this report for further discussion.</p>	Consistent
4.2 Coastal Management	<p>As noted in Table 3, the site is within the 'coastal use area' and the 'coastal environment area'. The site is not:</p> <ul style="list-style-type: none"> <li>a coastal vulnerability area,</li> <li>affected by a current or future coastal hazard,</li> </ul>	Consistent

Section 9.1 Direction	Comment	Consistency
	<ul style="list-style-type: none"> <li>coastal wetlands or</li> <li>littoral rainforests.</li> </ul> <p>The Planning Proposal is not proposing to amend any coastal maps.</p>	
4.3 Planning for Bushfire Protection	<p>The site is not identified as bushfire prone land.</p> <p>N/A</p>	
4.4 Remediation of Contaminated Land	<p>As noted in Table 3, an indicative waste classification of in-situ soil materials has been undertaken for the site (refer Attachment 2). The waste classification indicates that there are no major contaminants of concern on the site that would preclude the proposed additional use and that waste can be appropriately disposed of to a site that is licensed by the NSW EPA.</p> <p>Refer Section 3.3.3 for further discussion.</p>	Consistent
4.5 Acid Sulfate Soils	<p>An Acid Sulphate Assessment has been undertaken having regard to the Acid Sulfate Soils Planning Guidelines and an Acid Sulphate Management Plan has been prepared (refer Attachments 5 and 6).</p>	Consistent
<b>Focus area 5: Transport and Infrastructure</b>		
5.1 Integrating Land Use and Transport	<p>N/A</p> <p>The Planning Proposal will not create, alter or remove a zone or a provision relating to urban land, including land zoned for residential, employment, village or tourist purposes.</p>	
<b>Focus area 6: Housing</b>	N/A	
<b>Focus area 7: Industry and Employment</b>	N/A	
<b>Focus area 8: Resources and Energy</b>	N/A	
<b>Focus area 9: Primary Production</b>	N/A	

### 3.3.3 Section C: Environmental, Social and Economic Impact

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

A Flora and Fauna Constraints Assessment has been prepared by Narla Environmental to determine the ecological constraints on the site. A copy of the report is included at Attachment 1.

Two vegetation communities within the site were identified during field survey (Figure 8):

- Estuarine Swamp Oak Forest
- Weeds and Exotics.

The Estuarine Swamp Oak Forest was identified as being of low-moderate condition as much of the groundcover and mid-storey species are dominated by exotic species. A native canopy of *Casuarina glauca* dominated areas mapped under this community. Areas mapped as 'Weeds and Exotics' were dominated by exotic grasses and bordered the eastern and western extent of the Estuarine Swamp Oak Forest.

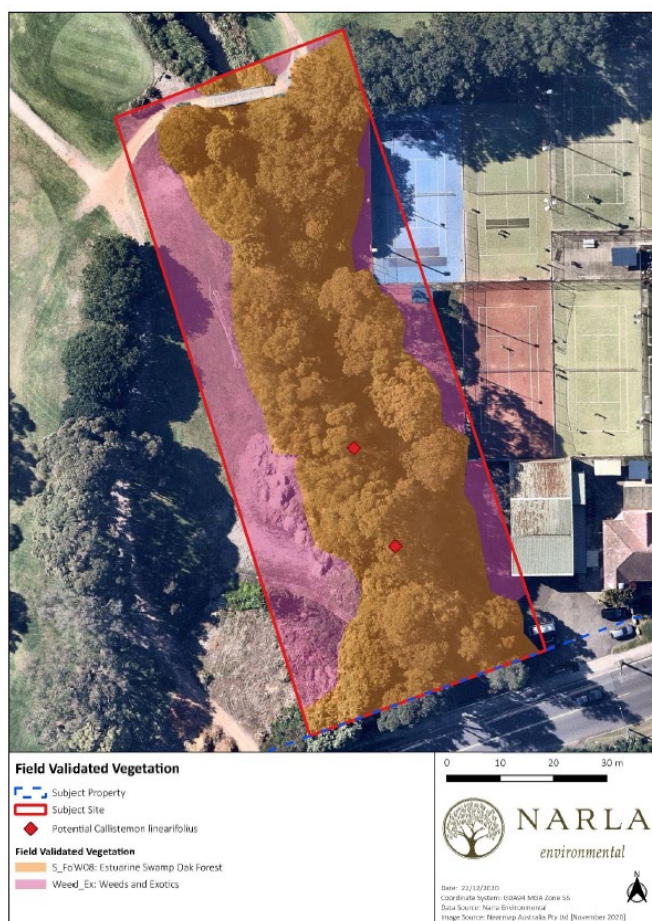


Figure 8: Field validated vegetation

The characteristics of the site, including the presence of saltmarsh species such as *Phragmites australis* and canopy dominated by *Casuarina glauca*, are consistent with that of the Estuarine Swamp Oak Forest vegetation community. Estuarine Swamp Oak Forest conforms to the *Biodiversity Conservation Act 2016* (BC Act) listed EEC 'Swamp Oak Floodplain Forest of the NSW North Coast, Sydney Basin and South East Corner Bioregions' and the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) listed Coastal Swamp Oak (*Casuarina glauca*) Forest of South-east Queensland and New South Wales.

Potential suitable habitat is also present for the BC Act listed *Callistemon linearifolius*.

A few predominantly native, common avian and reptile fauna species were identified within and surrounding the site during the assessment. All native fauna species encountered were listed as 'protected' under the BC Act. No threatened fauna species were observed within site during the field survey.

To guide future redevelopment of the clubhouse and recreation facility, Narla Environmental has developed a Biodiversity Development Constraints map, reproduced at Figure 9. The interpretation for the map is provided in Table 5.

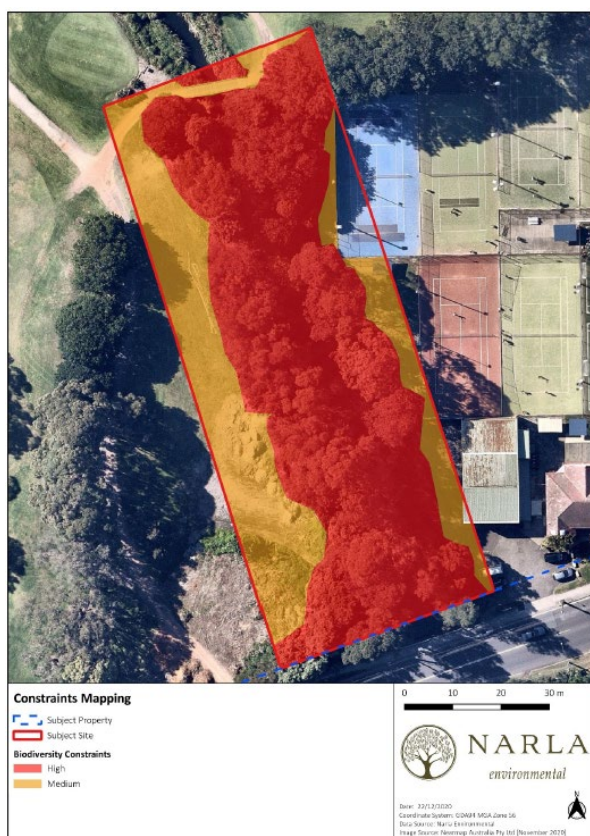


Figure 9: Vegetation constraints map



**Table 5: Biodiversity development constraints mapping key**

Zone	Description
Moderate Constraints Area - Orange	This zone is deemed to have medium potential for future development with accompaniment of the appropriate environmental assessments and implementation of appropriate restrictions and guidelines (e.g. the implementation of a Vegetation Management Plan). This zone encompasses: <ul style="list-style-type: none"> <li>The Vegetated Riparian Zone (VRZ) for a 3rd order stream (30m each side of watercourse).</li> </ul>
High Constraints Area - Red	This zone is deemed to have a low potential for future development without the implementation of impact mitigation strategies. This zone encompasses: <ul style="list-style-type: none"> <li>Potential threatened species habitat; and</li> <li>Swamp Oak Floodplain Forest (SOFF) in the Sydney Basin Bioregion EEC.</li> </ul>

The Flora and Fauna Constraints Assessment has informed the design of the clubhouse the subject of the current DA. The broader redevelopment of the recreation centre will also seek to avoid impacts on the riparian zone, EEC and any potential threatened species habitat. Any proposed clearing of the EEC or *Calistemon linearifolius* requires appropriate assessment in accordance with the requirements of the Biodiversity Conservation Act and the EPBC Act.

#### **8. Are there any likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?**

##### Flooding and stormwater management

The site is flood affected. An assessment of the Planning Proposal has been undertaken by Stellen Consulting (refer Attachment 3) against the flood controls contained within the following:

- Warringah Development Control Plan 2011 – E11 Flood Prone Land
- Guidelines for Development on Flood Prone Land ([Guidelines for development on flood prone land | Northern Beaches Council \(nsw.gov.au\)](#))
- Northern Beaches Council Water Management Policy – Flood Risk Management (2017)
- Floodplain Development Manual (NSW Government, 2005)
- Considering flooding in land use planning guideline (2021)
- Ministerial Direction 9.1 – 4.1 Flood Prone Land (2022)

The report indicates that during the 1% AEP event, the existing District Park Tennis and Squash Centre will be inundated with floodwaters arising from flooding within Brookvale Creek. However, the depth across the site during a 1% AEP event peak is not more than 0.3m and the velocity x depth product is less than  $0.3\text{m}^{2\text{s}^{-1}}$ . A Flood Planning Level of 300mm freeboard is therefore considered sufficient for the proposed planning for the registered club.

Stellen Consulting concludes as follows:



*For any future development which includes a Registered Club use type, compliance with the controls contained within the Warringah DCP E11 ... would mean that the Planning Proposal is consistent with a floodplain risk management plan prepared in accordance with the principles and guidelines of the Floodplain Development Manual 2005 and accordingly permissible under Ministerial Section 9.1 Direction 4.1.*

*Based on the detailed review of the flooding constraints applicable to the site, the Planning Proposal, if carried out in accordance with the recommendations of the attached report, is consistent with the relevant requirements of the policies and guidelines above and is supported by Stellen Consulting.*

Stellen Consulting has also prepared a Stormwater Management Plan for the clubhouse DA which includes water sensitive urban design measures to manage runoff water quality and quantity. A copy of the plan is included at Attachment 4.

#### Riparian impacts

Brookvale Creek is located to the west of the existing Warringah Recreation Centre. Brookvale Creek is a Strahler third order stream. Works occurring within 30 metres of the highest bank of the creek would be considered a controlled activity under the *Water Management Act 2000* and approval from the NSW Natural Resources Access Regulator is required before commencing the controlled activity. It is noted that the clubhouse DA is 'integrated' and that general terms of approval from the NRAR will be sought as part of the DA determination.

#### Traffic

The site has ready access to the surrounding regional road network with Kentwell Road providing direct vehicle access to Pittwater Road and Condamine Street. The site is also situated within 400 metres of several bus stops located along Pittwater Road and Condamine Street, servicing 10 bus routes.

In terms of car parking, Council is currently finalising the site masterplan which anticipates the provision of approximately 124 parking spaces on site. Further, the Traffic Impact Assessment undertaken for the clubhouse DA (PDC Consultants, November 2022) notes that:

*... it is evident that in the vicinity of the site there is an abundance of spare car parking spaces on both a typical weekday and Saturday, noting that the parking demand does not exceed 48% along Kentwell Road and 11% within the bowling club during a typical weekday, while during the weekend, the parking demand did not exceed 84% along Kentwell Road and 29% within the bowling club car park during a typical weekday.*

Given the relationship of the site to the surrounding regional road network and the provision of both existing and proposed parking, the traffic and parking impacts of the Planning Proposal can be appropriately addressed at DA stage.

#### Noise

Potential noise impacts associated with the establishment of a registered club on the site can be dealt with by way of compliance with the recommendations of an acoustic assessment and operation in accordance with an appropriate plan of management. It is noted that the clubhouse DA is accompanied by an Acoustic Assessment and Operational Plan of Management.

#### Contamination

A Preliminary Site Investigation (PSI) prepared for the clubhouse DA (NEO Consulting, February 2023) noted that the continuous use of the land as recreational indicates low potential impact of any contamination. The PSI found no exceedance of the NEPM Health and Ecological Assessment Criteria for Commercial/Industrial (D) sites from soil samples and no visible indications of contamination or contaminating sources. NEO Consulting concluded that the required considerations of CI 4.6 of the Resilience and Hazards SEPP are satisfied.

#### **9. Has the Planning Proposal adequately addressed any social and economic effects?**

The Planning Proposal will provide significant positive social and economic impacts associated with the construction of new community and recreation facilities. The purpose of the Planning Proposal is to support the development of a new golf clubhouse within the site of the existing Warringah Recreation Centre which in turn will enable the broader redevelopment of the Centre for community sports and recreation facilities as well as upgraded car parking. The new golf club will replace the existing golf club which is currently located at 379 Condamine Street, Allambie Heights. This will enable the Warringah Golf Club to realise the value of their existing asset to reinvest in the construction of new facilities and course improvements.

The proposal will result in positive social flow-on effects for the local area. The recreational facilities enabled by the proposal will contribute to maintaining and promoting active lifestyles for the community that will use the facility. Moreover, the facility will act as a community meeting place where social interaction and community events can occur.

#### **3.3.4 Section D: State and Commonwealth Interests**

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

The site has access to all essential services.

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

Relevant public authorities will be consulted following the Gateway determination.

### **3.5 Part 4 Mapping**

The Planning Proposal will require an amendment to the Additional Permitted Uses Map - Sheet APU\_008.

### **3.6 Part 5 Consultation**

Council will place the Planning Proposal on public exhibition in accordance with the Gateway Determination and requirements of the Local Environmental Plan Making Guideline (NSW Department of Planning, Industry and Environment, September 2022). The Guideline indicates that consultation will be tailored to specific Proposals. The exhibition period for standard Planning Proposals is 20 days.

In accordance with the Guideline, notification of the Planning Proposal at the public exhibition stage will occur:

- on Council's website
- on the Planning Portal
- in writing to affected and adjoining landowners.

### 3.7 Part 6 Project Timeline

Table 6 provides an indicative timeframe for the Planning Proposal.

**Table 6: Indicative Planning Proposal timeline**

Task	Timing
Council report endorsing Planning Proposal for Gateway determination	July 2023
Gateway determination	August 2023
Government agency consultation (if required – possibly Transport for NSW and the NSW Natural Resources Access Regulator)	August-September 2023
Public exhibition	October/November 2023
Consideration of submissions in report to Council	December 2023
Relevant Planning Authority makes the LEP (Council if under delegation)	January 2024
Council to forward final Planning Proposal to Department of Planning and Environment for notification – LEP notified.	February 2024

## 4 CONCLUSION

The Planning Proposal seeks to introduce a new permissible use on the Council-owned site at the corner of Kentwell and Pittwater Roads, North Manly, so as to enable it to be used for the purposes of a Registered Club (Warringah Golf Club), in conjunction with the Warringah Recreation Centre.

It is proposed to amend Schedule 1 of WLEP 2011 to allow a 'registered club' as an Additional Permitted Use on the site. The Planning Proposal will also require an amendment to the Additional Permitted Uses Map - Sheet APU\_008.

The main reasons for support of the proposed LEP amendment include the following:

- The Warringah Recreation Centre is an aging structure in need of rejuvenation.
- The proposal will enable the development of a new golf clubhouse on the Warringah Recreation Centre site, which in turn will enable the broader redevelopment of the Centre for community sports and recreation facilities as well as upgraded car parking.
- The new golf club will replace the existing golf club, enabling the Warringah Golf Club to realise the value of their existing asset to reinvest in the construction of new facilities and course improvements.

- The Warringah Recreation Centre has existing vehicular access which is important, as Kentwell Rd is the only road frontage for the Warringah Golf Club which is not a classified road, and Transport for NSW will not authorise additional vehicular access onto classified roads where there is an alternative.
- While the land is flood prone, it has been determined that a building could be constructed in accordance with Council's planning controls. There are no alternate sites within the golf course which are less flood prone with appropriate vehicular access.
- The recreational facilities enabled by the proposal will contribute to maintaining and promoting active lifestyles for the community that will use the facility.

While the Warringah Golf Club has lodged a DA for the new golf club as an ancillary use to the golf course, Council's Property Team is of the view that a 'registered club' should be added as an Additional Permitted Use in the WLEP 2011 to avoid any ambiguity around the permissibility of the use and to enable the operation of the club in its own right.

# Appendix B

## AHIMS Search



## AHIMS Web Services (AWS) Search Result

Your Ref/PO Number : 12616308

Client Service ID : 809140

Rochelle Barclay

Date: 14 August 2023

230 Harbour Drive

Coffs Harbour New South Wales 2450

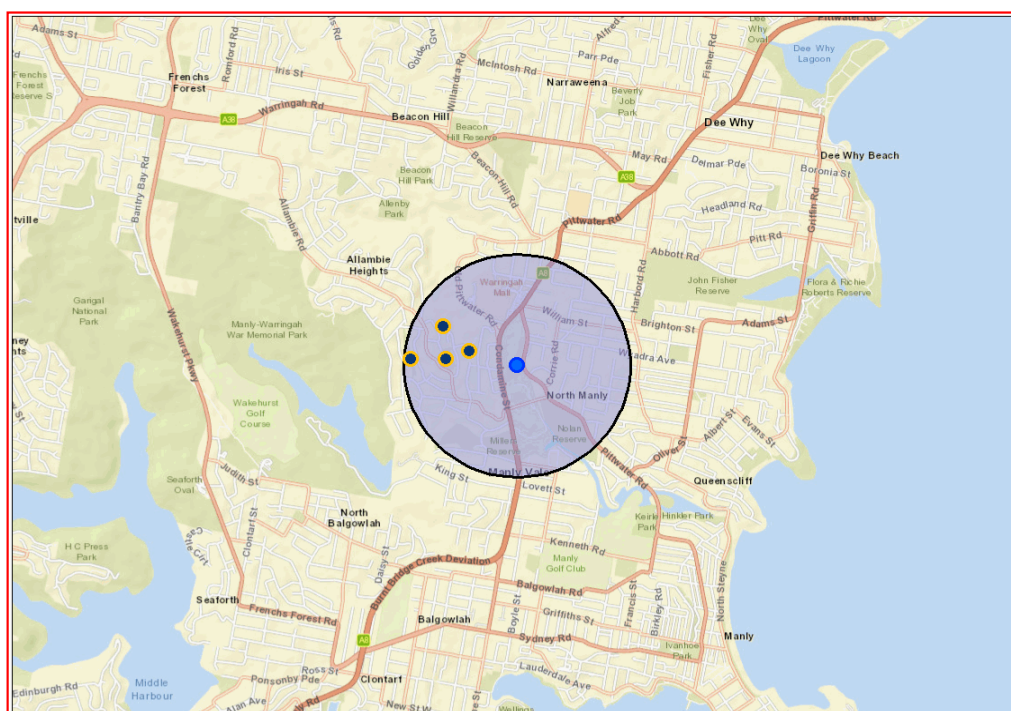
Attention: Rochelle Barclay

Email: rochelle.barclay@ghd.com

Dear Sir or Madam:

**AHIMS Web Service search for the following area at Address : 292 CONDAMINE STREET NORTH MANLY  
2100 with a Buffer of 1000 meters, conducted by Rochelle Barclay on 14 August 2023.**

The context area of your search is shown in the map below. Please note that the map does not accurately display the exact boundaries of the search as defined in the paragraph above. The map is to be used for general reference purposes only.



A search of Heritage NSW AHIMS Web Services (Aboriginal Heritage Information Management System) has shown that:

4	Aboriginal sites are recorded in or near the above location.
0	Aboriginal places have been declared in or near the above location. *

**If your search shows Aboriginal sites or places what should you do?**

- You must do an extensive search if AHIMS has shown that there are Aboriginal sites or places recorded in the search area.
- If you are checking AHIMS as a part of your due diligence, refer to the next steps of the Due Diligence Code of practice.
- You can get further information about Aboriginal places by looking at the gazettal notice that declared it. Aboriginal places gazetted after 2001 are available on the [NSW Government Gazette](https://www.legislation.nsw.gov.au/gazette) (<https://www.legislation.nsw.gov.au/gazette>) website. Gazettal notices published prior to 2001 can be obtained from Heritage NSW upon request

**Important information about your AHIMS search**

- The information derived from the AHIMS search is only to be used for the purpose for which it was requested. It is not to be made available to the public.
- AHIMS records information about Aboriginal sites that have been provided to Heritage NSW and Aboriginal places that have been declared by the Minister;
- Information recorded on AHIMS may vary in its accuracy and may not be up to date. Location details are recorded as grid references and it is important to note that there may be errors or omissions in these recordings,
- Some parts of New South Wales have not been investigated in detail and there may be fewer records of Aboriginal sites in those areas. These areas may contain Aboriginal sites which are not recorded on AHIMS.
- Aboriginal objects are protected under the National Parks and Wildlife Act 1974 even if they are not recorded as a site on AHIMS.
- This search can form part of your due diligence and remains valid for 12 months.



# Appendix C

## State Environmental Planning Policies

Compliance with State Environmental Planning Policies (SEPPs)

Applicable	Applicable	Proponent Comment	Consistent
<b>State Environmental Planning Policy (Biodiversity and Conservation) 2021</b>	Yes	<p><b><u>Chapter 2- vegetation in non-rural areas</u></b></p> <p>A Flora and Fauna Constraints Assessment Report has been prepared (refer Attachment 1) to assess potential impacts associated with future redevelopment and to recommend appropriate measures to mitigate any potential ecological impacts. The report has identified moderate and high constraints areas where there is potential for ecological impacts. The findings of this assessment have been taken into account during the design of the new golf clubhouse the subject of the current DA (DA2022/2081). The report will also inform the design of the broader WRC redevelopment. Further discussion on this matter is provided in Section 2.3.3.1.</p> <p><b><u>Chapter 4 Koala Habitat Protection 2021</u></b></p> <p>The Flora and Fauna Constraints Assessment provides an assessment of the likelihood of threatened fauna, including koalas, inhabiting the site. It concludes that the site is unlikely to provide suitable habitat for koalas due to the heavily altered environment surrounded by urban development.</p>	Section 2.4 of this report provides the details of a technical review which concludes that further information will be required at the DA stage to assess the impacts of proposed vegetation removal that would be required to facilitate the proposal
<b>State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004</b>	No		
<b>State Environmental Planning Policy (Exempt and Complying Development Codes) 2008</b>	No		
<b>State Environmental Planning Policy (Housing) 2021</b>	No		
<b>State Environmental Planning Policy (Industry and Employment) 2021</b>			
<b>State Environmental Planning Policy No 65—Design Quality of Residential Apartment Development</b>	No		
<b>State Environmental Planning Policy (Planning Systems) 2021</b>	No		
<b>State Environmental Planning Policy (Precincts—Central River City) 2021</b>	No		
<b>State Environmental Planning Policy (Precincts—Eastern Harbour City) 2021</b>	No		

Applicable	Applicable	Proponent Comment	Consistent
<b>State Environmental Planning Policy (Precincts—Regional) 2021</b>	No		
<b>State Environmental Planning Policy (Precincts—Western Parkland City) 2021</b>	No		
<b>State Environmental Planning Policy (Primary Production) 2021</b>	No		
<b>State Environmental Planning Policy (Resilience and Hazards) 2021</b>	Yes	<p><b>Chapter 2</b></p> <p>The site is located within a 'coastal use area' and a 'coastal environment area'. The SEPP requires consideration of certain environmental issues which are required to be addressed at DA stage. The site is not mapped as containing land identified as 'coastal wetlands', 'littoral rainforest', or proximity to either on the 'Coastal Wetlands and Littoral Rainforests Area Map'. The site is located within an urbanised area located more than 2km from the coastal foreshore. The Planning Proposal will not adversely affect any ecological, natural or scenic qualities of the foreshore or broader coastal zone. The Planning Proposal will not cause any loss or disruption of public access to the foreshore area. A stormwater and drainage plan accompanies this report and demonstrates that the site has the potential to manage all stormwater on site without adverse impact upon receiving waters including Brookvale Creek and Manly Creek.</p> <p><b>Chapter 4</b></p> <p>The land has been filled but is not identified as contaminated land. An indicative waste classification of in-situ soil materials has been undertaken for the site (refer Attachment 2). The assessment identified the presence of benzo(a)pyrene. Subsequent analysis was undertaken which returned values less than the general solid waste criteria for benzo(a)pyrene. Soil samples were also below the revised specific contamination concentration criteria for benzo(a)pyrene. In addition, the waste is not classified as special waste, liquid waste or hazardous waste. The report also found that sulfate soils are present within the in-situ soil materials down to a depth of 5.0 meters below ground level (limit of investigation). The waste classification indicates that there are no major contaminants of concern on the site that would preclude the development of a clubhouse and redevelopment of the recreation centre and that waste can be appropriately disposed of to a site that is licensed by the NSW EPA.</p> <p>The DA for the clubhouse (DA2022/2081) contains a Preliminary Site Investigation (NEO Consulting, February 2023) which concludes that the potential for significant contamination of soil is low and that the site can be made suitable for the proposed development and land use subject to implementation of recommendations. The DA also includes an Acid Sulfate Management Plan (Ideal Geotech, Nov 2022).</p>	<p>This matter will be assessed at the DA Stage.</p> <p>The Preliminary Site Investigation (PSI) referenced above did not form part of the Proposal, and thus has not been reviewed as a part of this assessment.</p> <p>Notwithstanding, based on the existing land use, it is unlikely that contamination will be an issue, and nonetheless contamination will be assessed at the DA stage.</p>

Applicable	Applicable	Proponent Comment	Consistent
<i>State Environmental Planning Policy (Resources and Energy) 2021</i>	No		
<i>State Environmental Planning Policy (Sustainable Buildings) 2022</i>	No		
<i>State Environmental Planning Policy (Transport and Infrastructure) 2021</i>	No		Referral to TfNSW and Essential Energy will be considered at the DA stage.

# Appendix D

## Ministerial Directions

*Compliance with Ministerial Directions*

List of local planning directions issued by the Minister on or after 1 July 2009- latest version issued on 20 February 2023				
No.	Title	Applicable	Proponent Comment	Assessment
<b>Focus Area 1: Planning Systems</b>				
1.1	<p>Implementation of Regional Plans</p> <p><u>Direction 1.1</u></p> <p>(1) Planning proposals must be consistent with a Regional Plan released by the Minister for Planning.</p> <p><u>Consistency</u></p> <p>A planning proposal may be inconsistent with the terms of this direction only if the relevant planning authority can satisfy the Planning Secretary (or an officer of the Department nominated by the Secretary), that:</p> <p>(a) the extent of inconsistency with the Regional Plan is of minor significance, and</p> <p>(b) the planning proposal achieves the overall intent of the Regional Plan and does not undermine the achievement of the Regional Plan's vision, land use strategy, goals, directions or actions.</p>	Yes	The Greater Sydney Region Plan applies to the subject site and triggers consideration of this direction - refer discussion above.	The Proposal is not inconsistent with the Regional Plan and District Plan.
1.2	Development of Aboriginal Land Council Land.	No	N/A	N/A
1.3	Approval and referral Requirements.		The Planning Proposal does not include provisions that require the concurrence, consultation or referral of development.	The Proposal does not recommend referral to any Minister or Public Authority.

List of local planning directions issued by the Minister on or after 1 July 2009- latest version issued on 20 February 2023				
No.	Title	Applicable	Proponent Comment	Assessment
1.4	Site Specific Provisions.		The Planning Proposal is seeking to amend the WLEP 2011 to include a 'registered club' on the site as an additional Permitted Use within Schedule 1. The Planning Proposal does not propose the imposition of any development standards or requirements beyond those existing within the WLEP 2011.	The Proposal seeks to amend the LEP to make a 'registered club' an additional permitted use on the land. No additional standards or requirements are proposed. The Proposal (when prepared) will not refer to any drawings or plans of the proposed development.
Focus Area 1 Planning Systems- Place based				
1.5	Parramatta Road Corridor Urban Transformation Strategy	Not Applicable.		
1.6	Implementation of North West Priority Growth Area Land Use and Infrastructure Implementation Plan	Not Applicable.		
1.7	Implementation of North West Priority Growth Area Land Use and Infrastructure Implementation Plan	Not Applicable.		
1.8	Implementation of Wilton Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	Not Applicable.		
1.9	Implementation of Wilton Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	Not Applicable.		
1.10	Implementation of the Western Sydney Aerotropolis Plan	Not Applicable.		
1.11	Implementation of Bayside West Precincts 2036 Plan	Not Applicable.		
1.12	Implementation of Planning Principles for the Cooks Cove Precinct	Not Applicable.		
1.13	Implementation of St Leonards and Crows Nest 2036 Plan	Not Applicable.		



List of local planning directions issued by the Minister on or after 1 July 2009- latest version issued on 20 February 2023				
No.	Title	Applicable	Proponent Comment	Assessment
1.14	Implementation of Greater Macarthur 2040	Not Applicable.		
1.15	Implementation of the Pyrmont Peninsula Place Strategy	Not Applicable.		
1.16	North West Rail Link Corridor Strategy	Not Applicable.		
1.17	Implementation of the Bays West Place Strategy	Not Applicable.		
1.18	Implementation of the Macquarie Park Innovation Precinct	Not Applicable.		
1.19	Implementation of the Westmead Place Strategy	Not Applicable.		
1.20	Implementation of the Camellia-Rosehill Place Strategy	Not Applicable.		
1.21	Implementation of South West Growth Area Structure Plan	Not Applicable.		
1.22	Implementation of the Cherrybrook Station Place Strategy	Not Applicable.		
Focus area 2: Design and Place – [This Focus Area was blank when the Directions were made]				
Focus area 3: Biodiversity and Conservation				
3.1	Conservation Zones	Not Applicable.		
3.2	Heritage Conservation			Heritage is considered in Table 1.2 of this report. There are no listed Heritage items on the site. Conditions of consent can be applied to any Development Approval in relation to Aboriginal Cultural Heritage and unexpected finds.
3.3	Sydney Drinking Water Catchments	Not Applicable.		
3.4	Application of C2 and C3 Zones and Environmental Overlays in Far North Coast LEPs	Not Applicable.		
3.5	Recreation Vehicle Areas	Not Applicable.		
3.6	Strategic Conservation Planning		The site is not ‘avoided land’ or a ‘strategic conservation area’.	The site is not mapped as ‘avoided land’ or a ‘strategic conservation area’.

List of local planning directions issued by the Minister on or after 1 July 2009- latest version issued on 20 February 2023				
No.	Title	Applicable	Proponent Comment	Assessment
3.7	Public Bushland	Applicable.	<p>A Flora and Fauna Constraints Report has been prepared (Attachment 1). Estuarine Swamp Oak Forest has been identified within the site which conforms to the Biodiversity and Conservation Act listed Endangered Ecological Community (EEC) 'Swamp Oak Floodplain Forest of the NSW North Coast, Sydney Basin and South East Corner Bioregions' and the EPBC listed Coastal Swamp Oak (<i>Casuarina glauca</i>) Forest of South-east Queensland and New South Wales.</p> <p>The Planning Proposal does not rezone the vegetated area within the site and does not otherwise impact on this area.</p> <p>The Flora and Fauna Constraints Report has also informed the current clubhouse DA.</p>	Section 2.4.1. of this report provides the details of a technical review which concludes that further information will be required at the DA stage to assess the impacts of proposed vegetation removal that would be required to facilitate the Proposal.
3.8	Willandra Lakes Region	Not Applicable.		
3.9	Sydney Harbour Foreshores and Waterways Area	Not Applicable.		
3.10	Water Catchment Protection	Not Applicable.		
Focus area 4: Resilience and Hazards				
4.1	Flooding	Applicable.	<p>The site is located within the Manly Lagoon catchment and is subject to flooding during large storm events.</p> <p>An assessment of the Planning Proposal against relevant flood controls, including those contained in the Floodplain Development Manual and Considering flooding in land use planning guideline has been undertaken and is included at Attachment 3. The assessment demonstrates that the Planning Proposal is consistent with Ministerial Direction 4.1</p> <p>Refer Section 2.3.3.2.4 of this report for further discussion.</p>	Section 2.4.2.4 of this report provides the details of a technical review. There are no objections to the Proposal in relation to 2.3.3.2.4.

List of local planning directions issued by the Minister on or after 1 July 2009- latest version issued on 20 February 2023				
No.	Title	Applicable	Proponent Comment	Assessment
4.2	Coastal Management	Yes	As noted in C, the site is within the 'coastal use area' and the 'coastal environment area'. The site is not: <ul style="list-style-type: none"><li>– a coastal vulnerability area</li><li>– affected by a current or future coastal hazard</li><li>– coastal wetlands, or</li><li>– littoral rainforests</li></ul> The Planning Proposal is not proposing to amend any coastal maps.	This matter will be assessed at the DA Stage.
4.3	Planning for Bushfire Protection	No	The site is not identified as bushfire prone land.	
4.4	Remediation of Contaminated Land		As noted in Table 3, an indicative waste classification of in-situ soil materials has been undertaken for the site (refer Attachment 2). The waste classification indicates that there are no major contaminants of concern on the site that would preclude the proposed additional use and that waste can be appropriately disposed of to a site that is licensed by the NSW EPA.  Refer Section 2.3.3.2.6 for further discussion.	The Preliminary Site Investigation (PSI) referenced above did not form part of the Proposal, and thus has not been reviewed as a part of this assessment. Notwithstanding, based on the existing land use, it is unlikely that contamination will be an issue, and nonetheless contamination will be assessed at the DA stage.
4.5	Acid Sulfate Soils		An Acid Sulphate Assessment has been undertaken having regard to the Acid Sulfate Soils Planning Guidelines and an Acid Sulphate Management Plan has been prepared (refer Attachments 5 and 6).	Section 2.3.3.2.7 of this report provides the details of a technical review which concludes that the presence of ASS can be mitigated by way of the ASSMP.
4.6	Mine Subsidence and Unstable Land	Not Applicable.		
Focus area 5: Transport and Infrastructure				
5.1	Integrating Land Use and Transport		The Planning Proposal will not create, alter or remove a zone or a provision relating to urban land, including land zoned for residential, employment, village or tourist purposes.	This direction applies to all relevant planning authorities when preparing a planning proposal that will create, alter or remove a zone or a provision relating to urban land, including land zoned for residential, employment, village or tourist purposes.  The additional permitted use will require an assessment of traffic impacts, however based on the size of the proposal, this can be assessed at the DA stage.
5.2	Reserving Land for Public Purposes			

List of local planning directions issued by the Minister on or after 1 July 2009- latest version issued on 20 February 2023				
No.	Title	Applicable	Proponent Comment	Assessment
5.3	Development Near Regulated Airports and Defence Airfields	Not Applicable.		
5.4	Shooting Ranges	Not Applicable.		
Focus area 6: Housing				
6.1	Residential Zones	Not Applicable.		
6.2	Caravan Parks and Manufactured Home Estates	Not Applicable.		
Caravan Parks and Manufactured Home Estates				
7.1	Employment Zones	Not Applicable.		
7.2	Reduction in non-hosted short-term rental accommodation period	Not Applicable.		
7.3	Commercial and Retail Development along the Pacific Highway, North Coast	Not Applicable.		
Focus area 8: Resources and Energy				
8.1	Mining, Petroleum Production and Extractive Industries	Not Applicable.		
Mining, Petroleum Production and Extractive Industries				
9.1	Rural Zones	Not Applicable.		
9.2	Rural Lands	Not Applicable.		
9.3	Oyster Aquaculture	Not Applicable.		
9.4	Farmland of State and Regional Significance on the NSW Far North Coast	Not Applicable.		



[ghd.com](https://ghd.com)

→ The Power of Commitment



# PLANNING PROPOSAL

*Amendments to Warringah Local Environmental  
Plan 2011*

**Additional Permitted Use for a ‘registered club’  
at part of Lot 2742 in Deposited Plan 752038, at  
the Warringah Recreation Centre**

September 2023

## Executive Summary

Site Details	
Legal description	Lot 2742 DP 752038
Address	Lot 2742 DP 752038
Current planning provisions	
Clause	Relevance
2.1 Land Use Zones	The site is zoned RE1 Public Recreation.
2.5 Additional permitted uses for particular land	<p>No existing additional permitted uses apply to the site.</p> <p>The Planning Proposal (the 'Proposal') seeks to amend <i>Warringah Local Environmental Plan 2011</i> to make a 'registered club' permissible with development consent on part of the land known as Warringah Recreation Centre.</p> <p>A 'registered club' is defined under the LEP as follows:  <i>"registered club means a club that holds a club licence under the Liquor Act 2007"</i>.</p> <p>The proposed LEP amendment will enable the lodgement of a future development application for the use of a future golf clubhouse as a 'registered club'.</p>
Land Use Table	<p>The zone objectives and Land Use Table are reproduced below:</p> <p><b>"Zone RE1 Public Recreation"</b></p> <p><b>1 Objectives of zone</b></p> <ul style="list-style-type: none"> <li>To enable land to be used for public open space or recreational purposes.</li> <li>To provide a range of recreational settings and activities and compatible land uses.</li> <li>To protect and enhance the natural environment for recreational purposes.</li> <li>To protect, manage and restore public land that is of ecological, scientific, cultural or aesthetic value.</li> <li>To prevent development that could destroy, damage or otherwise have an adverse effect on those values.</li> </ul> <p><b>2 Permitted without consent</b>  Environmental facilities; Environmental protection works; Roads</p> <p><b>3 Permitted with consent</b>  Aquaculture; Boat building and repair facilities; Boat sheds; Building identification signs; Business identification signs; Car parks; Centre-based child care facilities; Community facilities; Emergency services facilities; Kiosks; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Respite day care centres; Restaurants or cafes; Water recreation structures</p> <p><b>4 Prohibited</b>  Any development not specified in item 2 or 3"</p> <p>A 'registered club' is not listed and therefore is prohibited in the RE1 zone. The proposal is not inconsistent with the objectives.</p>
4.1 Minimum Subdivision Lot Size	The site is not identified as having a minimum lot size.
4.3 Height of Buildings	The site is not subject to a maximum building height.
4.4 Floor Space Ratio	The site is not subject to a floor space ratio.



Site Details	
<b>5.2 Classification and reclassification of public land</b>	Clause 25 of the <i>Local Government Act 1993</i> (The LG Act) requires that all public land must be classified. Clause 26 of the LG Act states that there are 2 classifications for public land - "community" and "operational". The WRC site is currently classified as community land. The Proposal does not require the reclassification of the WRC site from community to operational.
<b>5.10 Heritage Conservation</b>	The E-spatial viewer does not reveal any State Heritage items on the site. There are no locally listed items on the site. An AHIMS search was undertaken on 14 August 2023, which did not reveal any Aboriginal sites or places recorded in or near the site. Four (4) Aboriginal sites are recorded to the west of Condamine Street (Appendix A). Any development approval can provide standard conditions of consent in relation to unexpected finds procedures.
<b>6.3 Flood planning</b>	The site is identified by Council's Flood Risk Precinct Maps as being affected by flooding. A flooding report was submitted with the application. A technical peer review of the flooding report was undertaken.
<b>6.1 Acid Sulfate Soils</b>	The site is identified as containing Class 2 and Class 5 Acid Sulfate Soils (ASS). A Waste Classification, ASS Assessment and ASS Management Plan were submitted with the application. A technical peer review of these documents was undertaken.
<b>6.2 Earthworks</b>	Any DA lodged over the site will assess this matter where any earthworks are proposed.
<b>6.4 Development on Sloping Land</b>	The site is identified as being on Landslide Risk land. Any DA lodged over the site will require an assessment of this matter.
<b>Schedule 1 Additional permitted uses</b>	The Proposal seeks to amend the LEP to include site specific additional permitted use provisions for part of the land.
Proposed Amendment	
<ul style="list-style-type: none"> <li>Amend the WLEP Additional Permitted Uses Map (Sheet APU_008) to identify a portion of the subject site as Area 19E, and</li> <li>Amend clause 19 in Schedule 1 of WLEP to add a new point e) as identified in <b>bold</b> below:</li> </ul> <p>19 Use of certain land in Zone RE1</p> <p>(1) This clause applies to the following land—</p> <p>(a) land at Collaroy, known as Long Reef Golf Club, being Lot 1, DP 1144187, shown as "Area 19A" on the Additional Permitted Uses Map,</p> <p>(b) land at Manly Vale, known as Manly Vale Bowling Club, being part of Lot 2743, DP 752038, shown as "Area 19B" on that map,</p> <p>(c) land at North Balgowlah, known as Wakehurst Golf Club, being Lot 2730, DP 752038, shown as "Area 19C" on that map,</p> <p>(d) land at North Manly, known as North Manly Bowling Club, being part of Lot 2743, DP 752038, shown as "Area 19D" on that map.</p> <p><b>(e) land at North Manly, known as the Warringah Golf Club, being part of Lot 2742, DP 752038, shown as "Area 19E" on that map.</b></p> <p>(2) Development for the purposes of registered clubs is permitted with consent if the registered club is incidental or ancillary to a recreation facility (indoor), recreation facility (major) or recreation facility (outdoor)".</p>	

Supporting Documents	Author	Date
Planning Proposal Warringah Recreation Centre	MG Planning	May 2023
Flora and Fauna Constraints Assessment Report	Narla Environment	December 2020
Waste Classification	Alliance Geotechnical	December 2020
Flood Assessment Report	Stellen Civil Engineering	May 2023
Stormwater Management Plan	Stellen Civil Engineering	October 2022
Acid Sulphate Assessment	Ideal Geotech	November 2022
Acid Sulphate Management Plan	Ideal Geotech	November 2022

## **Table of Contents**

<b>Part 1 – Objectives and intended outcomes</b>	<b>6</b>
<b>Part 2 – Explanation of provisions</b>	<b>7</b>
<b>Part 3 – Justification of strategic and site-specific merit</b>	<b>9</b>
<b>Part 4 – Maps</b>	<b>24</b>
<b>Part 5 – Community Consultation</b>	<b>26</b>
<b>Part 6 – Project Timeline</b>	<b>28</b>
<b>Appendix A AHIMS Search</b>	<b>30</b>

### **Figures**

<i>Figure 1 Existing Additional Permitted Uses Map – Sheet APU_008</i>	8
<i>Figure 2 Proposed Additional Permitted Uses Map – Sheet APU_008</i>	8
<i>Figure 3 – Existing Additional Permitted Uses Map (Sheet APU_008)</i>	24
<i>Figure 4 – Proposed Additional Permitted Uses Map (Sheet APU_008)</i>	25

### **Tables**

<i>Table 1 Greater Sydney Region Plan (A Metropolis of Three Cities)</i>	10
<i>Table 2 North District Plan</i>	11
<i>Table 3 Local Strategic Planning Statement (Towards 2040)</i>	13
<i>Table 4 Community Strategic Plan (Northern Beaches Community Strategic Plan 2040)</i>	13
<i>Table 5 District Park Plan of Management</i>	14
<i>Table 6 Compliance with State Environmental Planning Policies (SEPPs)</i>	14
<i>Table 7 Compliance with Ministerial Directions</i>	17
<i>Table 8 Assessment of Environmental Effects</i>	21
<i>Table 9 Issues Raised in Public Submissions</i>	26
<i>Table 10 Project Timeline</i>	28

## Part 1 – Objectives and intended outcomes

### Objective

The objective of this Planning Proposal (the 'Proposal') is to amend *Warringah Local Environmental Plan 2011* (the 'LEP') to make the additional land use of a 'registered club' permissible, under Schedule 1 of the LEP, pursuant to Clause 2.5 of the LEP.

### Intended outcomes

- To remove any ambiguity in relation to the permissibility of a 'registered club' at the Warringah Recreation Centre site (the 'WRC site').
- To permit the lawful operation of a future golf clubhouse as a registered club (subject to consent).

## Part 2 – Explanation of provisions

### Intended Provisions

The Proposal seeks to:

- Amend the LEP Additional Permitted Uses Map (Sheet APU\_008) to identify a portion of the subject site as Area 19E, and
- Amend clause 19 in Schedule 1 of WLEP to add a new point e) as identified in **bold** below:

19 Use of certain land in Zone RE1

(1) This clause applies to the following land—

(a) land at Collaroy, known as Long Reef Golf Club, being Lot 1, DP 1144187, shown as “Area 19A” on the Additional Permitted Uses Map,

(b) land at Manly Vale, known as Manly Vale Bowling Club, being part of Lot 2743, DP 752038, shown as “Area 19B” on that map,

(c) land at North Balgowlah, known as Wakehurst Golf Club, being Lot 2730, DP 752038, shown as “Area 19C” on that map,

(d) land at North Manly, known as North Manly Bowling Club, being part of Lot 2743, DP 752038, shown as “Area 19D” on that map.

**(e) land at North Manly, known as the Warringah Golf Club, being part of Lot 2742, DP 752038, shown as “Area 19E” on that map.**

(2) Development for the purposes of registered clubs is permitted with consent if the registered club is incidental or ancillary to a recreation facility (indoor), recreation facility (major) or recreation facility (outdoor”).



## Part 3 – Justification of strategic and site-specific merit

### Section A – Need for the planning proposal

**1. Is the Planning Proposal a result of an endorsed Local Strategic Planning Statement, strategic study or report?**

Whilst the Proposal is not the result of an endorsed Local Strategic Planning Statement (LSPS), strategic study, or report, it is consistent with the intent of Councils LSPS, Northern Beaches Community Strategic Plan 2040 (the 'CSP') and the District Park Plan of Management (DPPOM).

A Council resolution was made on 25 February 2020 that provided in-principle agreement to the construction of a new golf clubhouse on the WRC site, subject to the agreement of appropriate terms.

The proposed amendment will enable the lodgement of a future DA for the use as a 'registered club' ancillary to a 'recreation facility (indoor)', 'recreation facility (major)' or 'recreation facility (outdoor)'. The proposed amendments will ensure that the planning controls are consistent with Council's expectations for the future development of the WRC site.

**2. Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?**

Yes. The Proposal is the best means of achieving the objectives and intended outcomes. The Proposal utilises the existing carparking and access to the WRC site and maximises the efficient use of the site proximate to the existing facilities on site.

The proponent has lodged a DA for construction of a golf clubhouse ancillary to the Warringah Golf Course, which is defined in the LEP as 'recreation facility (outdoor)'. A 'recreation facility (outdoor)' is permitted with consent in the RE1 zone. Notwithstanding the lodgement of this DA, the permissibility is not explicit, and the functions of the golf clubhouse may be limited in terms of the 'recreation facility (outdoor)' land use definition. The Planning Proposal will enable a DA to be lodged for use as a 'registered club'.

A Planning Proposal to rezone the site to an alternative zone that permits registered clubs would not be appropriate given that the site is located on land owned by Council which is a public reserve. The Planning Proposal is the best means of achieving the objectives and intended outcomes, that will give Council certainty of the development outcomes expected for the site.

The proposed LEP amendment will permit the additional use whilst maintaining the existing RE1 zoning and providing the community with certainty that this will remain the primary use of the site into the future.



## Section B – Relationship to the strategic planning framework

### 3. Will the Planning Proposal give effect to the objectives and actions of the applicable regional, or district plan or strategy (including any exhibited draft plans or strategies)?

Yes. The Planning Proposal gives effect to the objectives and priorities of the Region Plan and District Plan. Refer Tables 1 and 2.

**Table 1 Greater Sydney Region Plan (A Metropolis of Three Cities)**

Direction	Objective/s	Alignment
A city supported by infrastructure	<b>Objective 4</b> Infrastructure use is optimised	The location of the proposed 'registered club' at the site is adjacent to Pittwater Road, one of the area's main roads. A northbound bus stop is located on the site's eastern boundary, and a southbound bus stop is located on the opposite side of Pittwater Road. The co-location of the 'registered club' on the existing golf club site is a logical placement of the clubhouse, utilising the existing sporting and recreational infrastructure on the site.
A city for people	<b>Objective 6</b> Services and infrastructure meet communities' changing needs  <b>Objective 7</b> Communities are healthy, resilient and socially connected.	<p>This objective includes the following commentary:</p> <p><i>"Publicly owned land and social housing renewal may provide opportunities to co-locate social infrastructure and provide mixed uses at the heart of neighbourhoods.</i></p> <p><i>Improved health, public transport and accessibility outcomes can be achieved through the provision of schools, recreation, transport, arts and cultural, community and health facilities in walkable, mixed use places co-located with social infrastructure and local services (refer to Objective 7 and Objective 14).</i></p> <p><i>Good accessibility to local services for young people, older people and culturally and linguistically diverse communities is an important way of enabling people to age within their community. This contributes to improved mental and physical health and wellbeing outcomes".</i></p> <p>The central location of the WRC site, co-located with existing community sporting and recreational facilities achieves the intent of this objective. Importantly this objective includes Strategy 6.2:</p> <p><i>"Optimise the use of available public land for social infrastructure".</i></p> <p>The Proposal is consistent with this strategy. The Proposal achieves the intent of objective</p>

Direction	Objective/s	Alignment
		7 for the reasons outlined in relation to Objective 6.
A city of great places	<b>Objective 12</b> Great places that bring people together	This objective includes the following commentary: <i>“Social infrastructure and opportunity: great places are inclusive of people of all ages and abilities, with a range of authentic local experiences and opportunities for social interaction and connections”.</i> The Proposal achieves the intent of objective 12 for the reasons outlined in relation to Objective 6.
A city in its landscape	<b>Objective 31</b> Public open space is accessible, protected and enhanced	The Proposal is consistent with Strategy 31.1, to: <i>“Maximise the use of existing open space and protect, enhance and expand public open space by: • providing opportunities to expand a network of diverse, accessible, high quality open spaces that respond to the needs and values of communities as populations grow”.</i>

Table 2 North District Plan

Planning Priority	Planning Priority Comment	Alignment
<b>Planning Priority N1</b> – Planning for a city supported by Infrastructure <b>Objective 4</b> - Infrastructure use is optimised	Nil.	This priority includes the following commentary: <i>“Aligning land use and infrastructure planning will maximise the use of existing infrastructure”</i> The central location of the WRC site, co-located with existing community sporting and recreational facilities achieves the intent of this priority.
<b>Planning Priority N3</b> - Providing services and social infrastructure to meet people’s changing needs	The Planning Proposal will enable the golf clubhouse and WRC recreation facilities to be upgraded to help meet the community’s needs now and into the future.	This priority includes the following commentary: <i>“The district is expected to see and 85 per cent proportional increase in the 65-85 age group and a 47 per cent increase in the 65-84 age group is expected by 2036. This means 20 per cent of the District’s population will be aged 65 or over in 2036, up from 16 per cent in 2016”.</i> The Proposal has not provided any data in relation to the demographics of the expected users of the club. However, anecdotally, it is expected that the registered club would be frequented by an older demographic.

Planning Priority	Planning Priority Comment	Alignment						
<b>Planning Priority N4</b> - Fostering healthy, creative, culturally rich and socially connected communities.	Social connectivity, as well as access to opportunities for recreational physical activity are essential to improved mental and physical health outcomes. By relocating the golf clubhouse and co-locating it with an upgraded WRC, the Planning Proposal will improve opportunities for recreational activities and social connectivity.	<p>The DPPOM contemplates the future relocation of the golf club to the District Park and Table 5 authorises the lease/licence of community land for registered clubs:</p> <table border="1"> <thead> <tr> <th>Proposed use</th><th>Land to which authorisation applies</th><th>Express authorisation of lease, licence or other estate for:</th></tr> </thead> <tbody> <tr> <td>Combined sports community club building</td><td>Land categorised as Sportsground for the use of the new combined sports club</td><td>Distribution of alcoholic beverages, restaurant food and entertainment, along with the sale and hire of sports equipment associated with use of the park. Any other activities for which a registered club would be licensed.</td></tr> </tbody> </table> <p>The Proposal is therefore consistent with the Plan of Management. The co-location with other sporting facilities and the existing golf course would likely assist with creating socially connected communities given the range of activities available at the site.</p>	Proposed use	Land to which authorisation applies	Express authorisation of lease, licence or other estate for:	Combined sports community club building	Land categorised as Sportsground for the use of the new combined sports club	Distribution of alcoholic beverages, restaurant food and entertainment, along with the sale and hire of sports equipment associated with use of the park. Any other activities for which a registered club would be licensed.
Proposed use	Land to which authorisation applies	Express authorisation of lease, licence or other estate for:						
Combined sports community club building	Land categorised as Sportsground for the use of the new combined sports club	Distribution of alcoholic beverages, restaurant food and entertainment, along with the sale and hire of sports equipment associated with use of the park. Any other activities for which a registered club would be licensed.						
<b>Planning Priority N6</b> - Creating and renewing great places and local centres, and respecting the District's heritage	District Park is one of Warringah's most significant open spaces. The Park is well used and valued by the community. The Planning Proposal will facilitate and enable the golf club and WRC to foster the development of a social and recreational hub that will bring the community together for range of social and recreation purposes.	The addition of a 'registered club' will revitalise the site and provide a greater diversity of activities at the site.						

**4. Is the Planning Proposal consistent with a council Local Strategic Planning Statement that has been endorsed by the Planning Secretary or Greater Cities Commission, or another endorsed local strategy or strategic plan?**

The Proposal is consistent with the following Council adopted plans: Local Strategic Planning Statement (Towards 2040), Community Strategic Plan (Northern Beaches Community Strategic Plan 2040), and the District Park Plan of Management (refer Tables 3-5). It is noted that Council's LSPS was supported by the then Greater Sydney Commission on 20 March 2020 for consistency with the Greater Sydney Region Plan and North District Plan.

**Table 3 Local Strategic Planning Statement (Towards 2040)**

Priority	Alignment
Sustainability <ul style="list-style-type: none"> <li>Priority 6 High quality open space for recreation</li> </ul>	The Proposal will allow the use of the site for a multifunctional purpose, providing opportunities for social interaction close to transport and a local centre that will accommodate a greater range of compatible uses than that currently permitted. The use as a registered club must be ancillary to a recreational use.
People <ul style="list-style-type: none"> <li>Priority 11- Community facilities and services that meet changing community needs</li> <li>Priority 12- An inclusive, healthy, safe and socially connected community</li> </ul>	The Proposal will enable the lodgement of a DA that will allow for the delivery of social infrastructure that will address the changing needs of the community, including those of the ageing population. The redevelopment of the site will adopt a place-based approach, conserving its local identity and social significance through the adaptive reuse of the site.
Great Places <ul style="list-style-type: none"> <li>Priority 17- Centres and neighbourhoods designed to reflect local character, lifestyle and demographic changes</li> </ul>	As above.
Jobs and Skills <ul style="list-style-type: none"> <li>Priority 30 - A diverse night time economy</li> </ul>	The Proposal will provide additional employment opportunities.

**Table 4 Community Strategic Plan (Northern Beaches Community Strategic Plan 2040)**

Goal	Alignment
<b>Outcome – Community and belonging</b> <ul style="list-style-type: none"> <li>Goal 9 - Influence- Our community is inclusive and connected".</li> </ul>	The Proposal will allow the use of the site for a multifunctional purpose, providing opportunities for social interaction close to transport and a local centre that will accommodate a greater range of compatible uses to that currently permitted.
<b>Outcome- Housing , Places and Spaces</b> <ul style="list-style-type: none"> <li>Goal 11 – Influence- Our local centres are vibrant and health, catering for diverse economic and social needs.</li> </ul>	The Proposal will enable the lodgement of a DA that will allow for the delivery of social infrastructure that will address the changing needs of the community, including those of the ageing population. The redevelopment of the site will adopt a place-based approach, conserving its local identity and social significance through the adaptive reuse of the site.
<ul style="list-style-type: none"> <li>Goal 12 – Influence- Our community has access to spaces that enable healthy and active living and allow for a broad range of creative, sporting and recreational opportunities to be enjoyed.</li> </ul>	The Proposal will contribute to the diversity of creative opportunities that can be enjoyed at the WRC site.
<b>Outcome – Vibrant Local Economy</b> <ul style="list-style-type: none"> <li>Goal 15- Influence- Our centres are sustainable encompassing a diverse range of businesses that attract visitation and provide work, education, leisure and social opportunities.</li> </ul>	In addition to the above, the Proposal will provide additional employment opportunities.

**Table 5 District Park Plan of Management**

Objective	Alignment
<ul style="list-style-type: none"> <li>Establish a balanced and values-based approach to the management of the Park.</li> </ul>	Community consultation undertaken to date is overwhelmingly in support of the Proposal.
<ul style="list-style-type: none"> <li>Provide a flexible framework within which Council can respond to current needs and opportunities, as well as to future directions and pressures as demands on the Park change.</li> </ul>	The Plan of Management contemplates the future relocation of the golf club to the District Park and authorises the lease/licence of community land for combined sports and community club buildings for "activities for which a registered club would be licenced".
<ul style="list-style-type: none"> <li>Reflect the values and expectations of the Warringah and wider community and people who will use and enjoy the Park".</li> </ul>	As above.
<ul style="list-style-type: none"> <li>Address the recommendations of State, metropolitan, regional and local strategic plans and studies on needs and demands for sporting, recreation and community facilities.</li> </ul>	The Proposal is consistent with applicable strategic plans as set out in this Proposal.
<ul style="list-style-type: none"> <li>Be consistent with Warringah's Community Strategic Plan and other strategies, plans and policies.</li> </ul>	As above.

**5. Is the Planning Proposal consistent with any other applicable State and regional studies or strategies?**

The Proposal is consistent with the following State Plans and Strategies:

- NSW State Plan 2021
- NSW State Infrastructure Strategy 2022-2042
- Future Transport Strategy
- NSW Ageing Strategy 2016 – 2020

**6. Is the Planning Proposal consistent with applicable State Environmental Planning Policies?**

The Proposal is consistent with applicable State Environmental Planning Policies (see Table 6).

**Table 6 Compliance with State Environmental Planning Policies (SEPPs)**

SEPPs (as of June 2023)	Applicable	Consistent	Comment
(Biodiversity and Conservation) 2021	Yes	Yes	The Proposal itself does not propose to clear vegetation or affect land subject to potential koala habitats, foreshore or waterways areas, water catchments, strategic conservation areas. Further information will be required at the DA stage to assess the impacts of proposed vegetation removal that would be required to construct a building that may be used as a registered club.

SEPPs (as of June 2023)	Applicable	Consistent	Comment
(Building Sustainability Index: BASIX) 2004	Yes	Yes	The Proposal does not propose any controls that override BASIX provisions.
(Exempt and Complying Development Codes) 2008	Yes	Yes	The Proposal does not propose any building works or changes to this policy.
(Housing) 2021	Yes	Yes	The Proposal does not propose building works or changes to this policy.
(Industry and Employment) 2021	Yes	Yes	The Proposal does not propose any changes to advertising and signage. The land is not located in the Western Sydney employment area.
No 65 – Design Quality of Residential Apartment Development	Yes	Yes	The Proposal does not propose building works or changes to this policy.
(Planning Systems) 2021	Yes	Yes	The Proposal does not affect the assessment of any State significant development, State significant infrastructure, regionally significant development or land subject to a Development Delivery Plan.
(Precincts – Central River City) 2021	Yes	Yes	Land subject to the Proposal is not identified within a State Significant Precinct, Sydney Region Growth Centre, Homebush Bay area or Kurnell Peninsula area.
(Precincts – Eastern Harbour City) 2021	Yes	Yes	Land subject to the Proposal is not identified within a State Significant Precinct, Darling Harbour, City West, Walsh Bay, Cooks Cove or Moore Park Showground.
(Precincts – Regional) 2021	Yes	Yes	Land subject to the Proposal is not identified within a State Significant Precinct, Activation Precinct, Kosciuszko Alpine Region or Gosford City Centre.
(Precincts – Western Parkland City) 2021	Yes	Yes	Land subject to the Proposal is not identified within a State Significant Precinct, Sydney Region Growth Centre, Western Sydney Aerotropolis Penrith Lakes, St Marys or Western Sydney Parklands.
(Primary Production) 2021	Yes	Yes	Land subject to the Proposal is not primary production and rural development, state significant agricultural land, a farm dam and other small-scale and low risk artificial waterbody, a livestock industry, sustainable aquaculture or within the Central Coast plateau area.
(Resilience and Hazards) 2021	Yes	Yes	The site is not mapped as containing land identified as 'coastal wetlands', 'littoral rainforest', or proximity to either on the 'Coastal Wetlands and Littoral Rainforests Area Map'.

SEPPs (as of June 2023)	Applicable	Consistent	Comment
			<p>The site is located within a 'coastal use area' and a 'coastal environment area'. The SEPP requires consideration of certain environmental issues which are required to be addressed at DA stage.</p> <p>The site is located within an urbanised area located more than 2km from the coastal foreshore. The Proposal will not adversely affect any ecological, natural or scenic qualities of the foreshore or broader coastal zone. The Proposal will not cause any loss or disruption of public access to the foreshore area.</p> <p>A Preliminary Site Investigation (PSI) prepared for the clubhouse DA (NEO Consulting, February 2023) noted that the continuous use of the land as recreational indicates low potential impact of any contamination. The PSI found no exceedance of the NEPM Health and Ecological Assessment Criteria for Commercial/Industrial (D) sites from soil samples and no visible indications of contamination or contaminating sources. NEO Consulting concluded that the required considerations of CI 4.6 of the Resilience and Hazards SEPP are satisfied.</p>
(Resources and Energy) 2021	Yes	Yes	The Proposal does not affect any land containing mineral, petroleum and extractive material resources.
(Sustainable Buildings) 2022	No	N/A	This Policy commences on 1 October 2023. The Proposal does not propose any building works or changes to this policy.
(Transport and Infrastructure) 2021	Yes	Yes	The Proposal does not propose building works or changes to this policy. If the proposal receives a Gateway determination, referrals to state agencies will be undertaken during the statutory exhibition stage.



**7. Is the Planning Proposal consistent with applicable Ministerial Directions (section 9.1 Directions)?**

The Proposal is consistent with applicable Ministerial Directions (as shown in Table 7):

**Table 7 Compliance with Ministerial Directions**

Directions (as of August 2023)		Applicable	Consistent	Comment
<b>Focus area 1: Planning Systems</b>				
1.1	Implementation of Regional Plans	Yes	Yes	The Proposal is consistent with the objectives and actions of the Region Plan (see Section B, Question 3).
1.2	Development of Aboriginal Land Council land	No	N/A	
1.3	Approval and Referral Requirements	Yes	Yes	The Proposal does not include any provisions that require the concurrence, consultation, or referral of development applications to a Minister or public authority and does not identify development as designated development.
1.4	Site Specific Provisions	Yes	Yes	The Proposal will allow the proposed additional permitted use on the relevant land without imposing any development standards or requirements in addition to those already contained in the LEP. The Proposal does not contain or refer to drawings that show details of any proposed development.
<b>Focus area 1: Planning Systems – Place-based</b>				
1.5	Parramatta Road Corridor Urban Transformation Strategy	No	N/A	
1.6	Implementation of North West Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	No	N/A	
1.7	Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	No	N/A	
1.8	Implementation of Wilton Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	No	N/A	

Directions (as of August 2023)		Applicable	Consistent	Comment
1.9	Implementation of Glenfield to Macarthur Urban Renewal Corridor	No	N/A	
1.10	Implementation of the Western Sydney Aerotropolis Plan	No	N/A	
1.11	Implementation of Bayside West Precincts 2036 Plan	No	N/A	
1.12	Implementation of Planning Principles for the Cooks Cove Precinct	No	N/A	
1.13	Implementation of St Leonards and Crows Nest 2036 Plan	No	N/A	
1.14	Implementation of Greater Macarthur 2040	No	N/A	
1.15	Implementation of the Pyrmont Peninsula Place Strategy	No	N/A	
1.16	North West Rail Link Corridor Strategy	No	N/A	
1.17	Implementation of the Bays West Place Strategy	No	N/A	
1.18	Implementation of the Macquarie Park Innovation Precinct	No	N/A	
1.19	Implementation of the Westmead Place Strategy	No	N/A	
1.20	Implementation of the Camellia-Rosehill Place Strategy	No	N/A	
1.21	Implementation of South West Growth Area Structure Plan	No	N/A	
1.22	Implementation of the Cherrybrook Station Place Strategy	No	N/A	
<b>Focus area 2: Design and Place</b>				
<b>Focus area 3: Biodiversity and Conservation</b>				
3.1	Conservation Zones	No	N/A	The Proposal does not contain environmentally sensitive areas, land within a conservation zone or identified for environment conservation or protection purposes.
3.2	Heritage Conservation	Yes	Yes	The Proposal does not affect existing heritage provisions in the LEP.
3.3	Sydney Drinking Water Catchments	No	N/A	

Directions (as of August 2023)		Applicable	Consistent	Comment
3.4	Application of C2 and C3 Zones and Environmental Overlays in Far North Coast LEPs	No	N/A	
3.5	Recreation Vehicle Areas	Yes	Yes	The Proposal does not enable land to be redeveloped for a recreation vehicle area.
3.6	Strategic Conservation Planning	No	N/A	
3.7	Public Bushland	Yes	Yes	Further information will be required at the DA stage to assess the impacts of proposed vegetation removal that would be required to facilitate the construction of a building that could be used as a registered club.
3.8	Willandra Lakes Region	No	N/A	
3.9	Sydney Harbour Foreshores and Waterways Area	No	N/A	
3.10	Water Catchment Protection	No	N/A	
<b>Focus area 4: Resilience and Hazards</b>				
4.1	Flooding	Yes	Yes	The Proposal does not rezone any land. There are no objections to the Proposal in relation to flooding.
4.2	Coastal Management	Yes	Yes	This matter will be assessed at the DA Stage.
4.3	Planning for Bushfire Protection	No	N/A	
4.4	Remediation of Contaminated Land	Yes	Yes	Based on the existing land use, it is unlikely that contamination will be an issue, and nonetheless contamination will be assessed at the DA stage.
4.5	Acid Sulfate Soils	Yes	Yes	The presence of acid sulfate soils can be mitigated by way of the acid sulfate soils management plan.
4.6	Mine Subsidence and Unstable Land	No	N/A	
<b>Focus area 5: Transport and Infrastructure</b>				
5.1	Integrating Land Use and Transport	Yes	Yes	The additional permitted use will require an assessment of traffic impacts at DA stage, however based on the size of the proposal, this can be assessed at the DA stage.
5.2	Reserving Land for Public Purposes	Yes	Yes	The Proposal alters the permitted uses on Council owned "community" land consistent with the DPPOM.

Directions (as of August 2023)		Applicable	Consistent	Comment
5.3	Development Near Regulated Airports and Defence Airfields	No	N/A	
5.4	Shooting Ranges	No	N/A	
<b>Focus area 6: Housing</b>				
6.1	Residential Zones	No	N/A	
6.2	Caravan Parks and Manufactured Home Estates	No	N/A	
<b>Focus area 7: Industry and Employment</b>				
7.1	Business and Industrial Zones	No	N/A	
7.2	Reduction in non-hosted short-term rental accommodation period	No	N/A	
7.3	Commercial and Retail Development along the Pacific Highway, North Coast	No	N/A	
<b>Focus area 8: Resources and Energy</b>				
8.1	Mining, Petroleum Production and Extractive Industries	No	N/A	
<b>Focus area 9: Primary Production</b>				
9.1	Rural Zones	No	N/A	
9.2	Rural Lands	No	N/A	
9.3	Oyster Aquaculture	No	N/A	
9.4	Farmland of State and Regional Significance on the NSW Far North Coast	No	N/A	

## Section C – Environmental, social and economic Impact

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

The Flora and Fauna Constraints Report provides an assessment of the biodiversity conditions at the site and the potential implications for the Proposal. A technical review of this report identified some inconsistencies and information gaps. However, these gaps and inconsistencies should be addressed at DA stage and do not preclude the Proposal from being supported from an ecological perspective.

9. **Are there any other likely environmental effects of the Planning Proposal and how are they proposed to be managed?**

Table 8 provides a review of other likely environmental effects and how they will be managed.

**Table 8 Assessment of Environmental Effects**

Environmental Effects	Proposed Management
Traffic and Transport	The applicant would need to submit a Traffic Impact Assessment for review as part of the DA submission.
Coast and Catchments	The applicant would need to address relevant provisions of the <i>State Environmental Planning Policy (Biodiversity and Conservation) 2021</i> relating to the Coastal Use Area and Coastal Environment Area at the DA stage. A controlled activity approval (CAA) will be required. The applicant for the DA may nominate the DA as integrated development, or if a consent is granted, a condition of consent will be applied requiring a CAA.
Landscaping	A Statement of Landscape Intent would need to be submitted with any DA.
Flooding and Stormwater Management	A Flood Impact Assessment and Stormwater Management Plan would need to be submitted with any DA.
Noise	Any DA lodged will be subject to assessment by Council's Environmental Health officer. Acoustic impacts can be assessed at this stage and can be mitigated by way of conditions of consent.
Contamination	A Preliminary Site Investigation (PSI) prepared for the clubhouse DA (NEO Consulting, February 2023) noted that the continuous use of the land as recreational indicates low potential impact of any contamination. The PSI found no exceedance of the NEPM Health and Ecological Assessment Criteria for Commercial/Industrial (D) sites from soil samples and no visible indications of contamination or contaminating sources. NEO Consulting concluded that the required considerations of CI 4.6 of the Resilience and Hazards SEPP are satisfied. Notwithstanding, based on the existing land use, it is unlikely that contamination will be an issue, and nonetheless contamination will be assessed at the DA stage.
Acid Sulfate Soils	The presence of ASS can be mitigated by way of an ASSMP.
Heritage	The E-spatial viewer does not reveal any State Heritage items on the site. There are no locally listed items on the site. Any development approval can provide standard conditions of consent in relation to unexpected finds procedures.

**10. Has the Planning Proposal adequately addressed any social and economic effects?**

Social effects

The DPPOM contemplates the future relocation of the golf club to the District Park and the use as a registered club.

If the Proposal receives a Gateway determination, and a DA is subsequently approved, Council can condition that a Management Plan (in relation to noise, traffic and other impacts), and any Liquor License granted will be subject to the conditions of such a license, and conditions of consent can be applied to a DA in relation to operating hours.

Economic effects

The Proposal will have a positive benefit on employment and economic development by providing additional employment opportunities proximate to existing residential areas accessible by public transport and the local road network.

**Section D – Infrastructure (Local, State and Commonwealth)****11. Is there adequate public infrastructure for the Planning Proposal?**

Yes. The Proposal will not require any changes to the delivery of public infrastructure to the land. The site is in an established urban area and benefits from access to a range of existing facilities and services, including utilities.

The site is near several public transport services, including bus services along Pittwater Road which provides connections to the Manly Town Centre and the wider Northern Beaches. The site is located approximately 3.5 km from the Manly Town Centre, which provides additional public transport connections to the Sydney CBD, North Sydney CBD and Chatswood.

DRAFT

**Section E – State and Commonwealth interests****12. What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?**

An update to this section of the Proposal will occur following consultation with relevant State and Commonwealth public authorities in accordance with the Gateway determination.

DRAFT



## Part 4 – Maps

The Planning Proposal will amend the WLEP Additional Permitted Uses Map (Sheet APU\_008) to identify a portion of the subject site as 'Area 19E'.

The existing Additional Permitted Uses Map is shown in Figure 3. The proposed Additional Permitted Uses Map is shown in Figure 4.

**Figure 3 – Existing Additional Permitted Uses Map (Sheet APU\_008)**

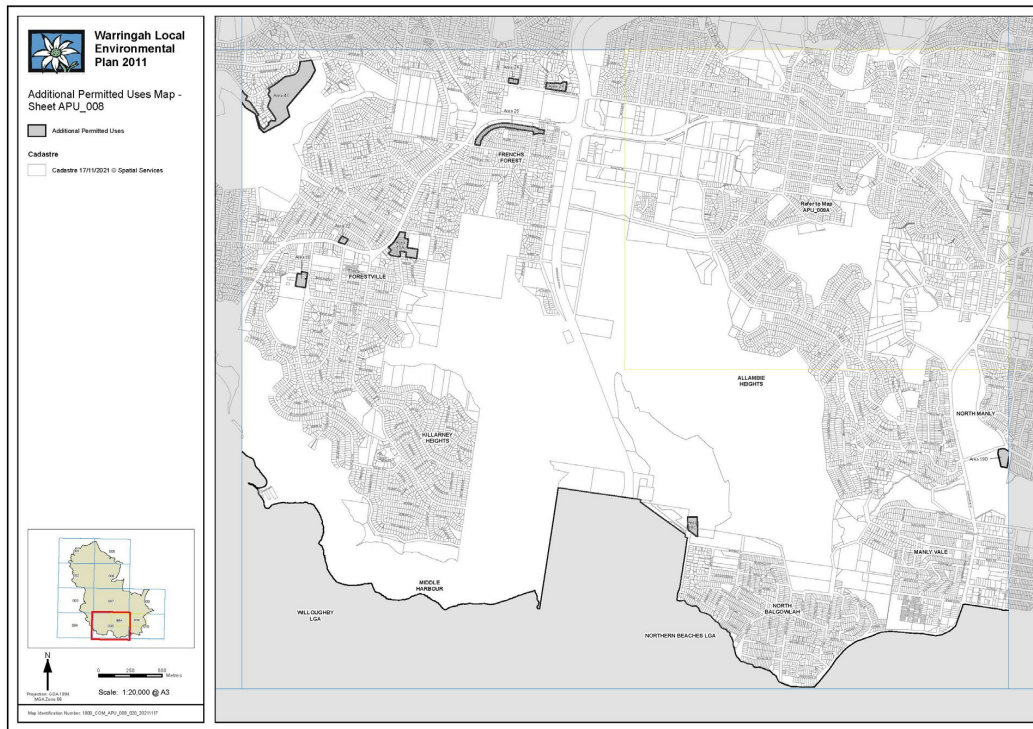
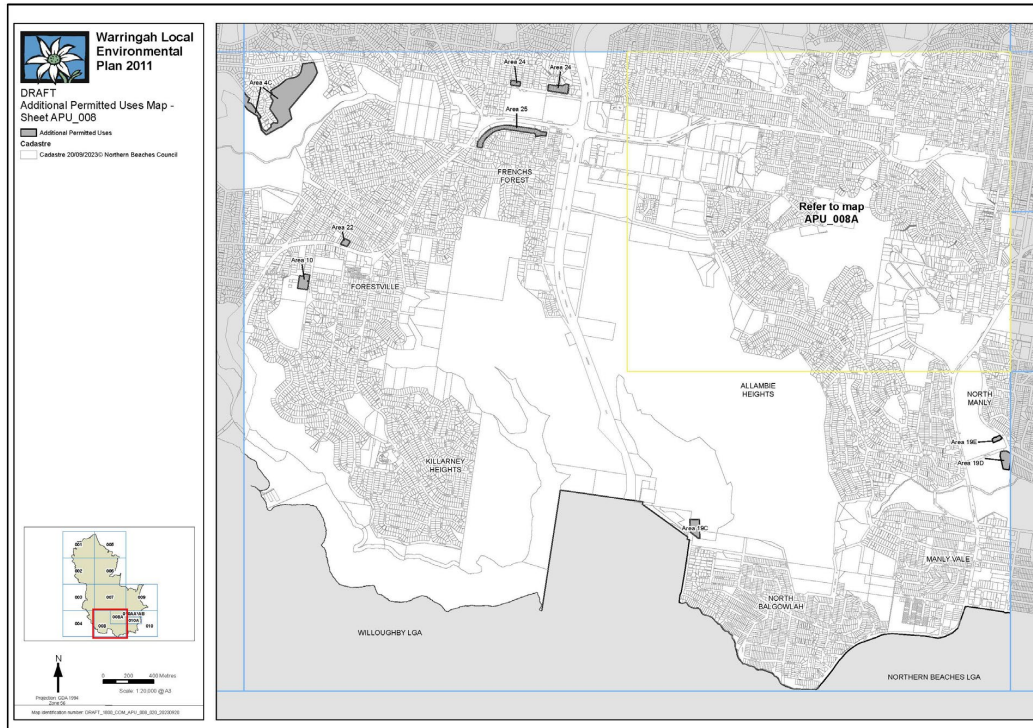


Figure 4 – Proposed Additional Permitted Uses Map (Sheet APU\_008)



## Part 5 – Community Consultation

The Planning Proposal application was placed on non-statutory public exhibition for 14 days. 39 public submissions were received, of which 33 were in support of the proposal, three objected to the application, and three appeared to be neutral. A summary of the matters raised in the objections to the Proposal is provided in Table 9.

**Table 9 Issues Raised in Public Submissions**

Objections	Comment
Loss of sports courts identified in the District Park Plan of Management.	<p>Section 4.2.3 of the District Park Plan of Management (DPPOM) provides background information relating to District Park, including that the Warringah Recreation Centre has six tennis courts, three squash courts and futsal courts. The DPPOM Actions include:</p> <ul style="list-style-type: none"> <li>• Support provision of additional futsal/multi-use synthetic courts at locations which could include Warringah Recreation Centre and the Calabria Club.</li> <li>• Investigate upgrading tennis and squash courts at Warringah Recreation Centre</li> <li>• Identify suitable locations for multi-purpose sports courts catering for informal netball, basketball and other court sports at locations which could include Warringah Recreation Centre and Nolan Reserve.</li> <li>• Investigate the feasibility of additional squash courts.</li> </ul> <p>Whilst the approval of the DA would prevent the provision of additional courts at the Warringah Recreation Centre, and reduce the number already constructed, it does not 'approve the clubhouse', as the approval of a DA is required. Nor does the DPPOM strictly outline that the Warringah Recreation Centre (WRC) must accommodate any additional courts or sporting facilities. The DPPOM suggests further investigations.</p> <p>The proposal is consistent with the DPPOM. Council is preparing a masterplan for the WRC site which will be subject to future consultation. Notwithstanding, the loss of sports courts does not preclude support of the Proposal.</p> <p>The proposal ensures that the use as a registered club must be ancillary to a recreational use. Therefore, the Proposal will not result in a change to the quantum of land used for recreation purposes.</p>
Vegetation removal	<p>The Flora and Fauna Constraints Report has been reviewed by GHD's Ecologist and Council's Biodiversity Team. Whilst some gaps and inconsistencies have been identified in the report, these can be addressed at the DA stage.</p>
Licensed alcohol and gambling venue	<p>The objection expresses concern at the social impacts of alcohol and gambling if the venue is a licensed venue.</p> <p>The proposal does not stipulate whether or not gambling would be permitted at the club. By definition a Registered Club "means a club that holds a club licence under the Liquor Act 2007".</p>

	The consumption of alcohol does contribute to social problems, as discussed in the objection and as is commonly understood. Notwithstanding, the existing Warringah Golf Club currently operates as a 'registered club'. The proposal will therefore not result in a net increase in registered clubs. This is, however, not strictly a planning matter.
Traffic	As discussed in the assessment report, Council's Traffic Engineering Coordinator has no objections to the proposal.
Golf is an elitist sport	Golf as an activity may not be financially accessible to all, however this is not strictly a matter for planning consideration. The equitable provision of a variety of activities is within the remit of Council.
The land should be used for a better purpose or more public recreation	<p>The proposal is consistent with the DPPOM. Council is preparing a masterplan for the WRC site which will be subject to future consultation.</p> <p>The proposal ensures that the use as a registered club must be ancillary to a recreational use. Therefore, the Proposal will not result in a change to the quantum of land used for recreation purposes.</p>
Encroachment into the riparian lands including earthworks and increased impervious areas	The Flora and Fauna Constraints Report has been reviewed by GHD's Ecologist and Council's Biodiversity Team. Whilst some gaps and inconsistencies have been identified in the report, these can be addressed at the DA stage.
Impacts of the proposal on Brookvale Creek, vegetation, Flooding and Acid Sulphate soils as identified in the District Park Plan of Management	These matters have been addressed in Section C of this report and do not preclude supporting the Proposal.

The majority of the submissions were in support of the Proposal. The issues raised in the objections can be addressed at the DA stage. Should a Gateway determination be granted, consultation will occur in accordance with the requirements of the determination and will include consultation with relevant State agencies.

## Part 6 – Project Timeline

**Table 10**      *Project Timeline*

Stage	
Consideration by Council	October
Council Decision	October
Gateway Determination	Late 2023
Commencement and completion of public exhibition period	Early 2024
Consideration of submissions	Early 2024
Post-exhibition review and additional studies	Early 2024
Submission to the Department for finalisation (where applicable)	Mid 2024
Gazettal of LEP amendment	Mid 2024

# Appendices

# Appendix A

## AHIMS Search





## AHIMS Web Services (AWS) Search Result

Your Ref/PO Number : 12616308

Client Service ID : 809140

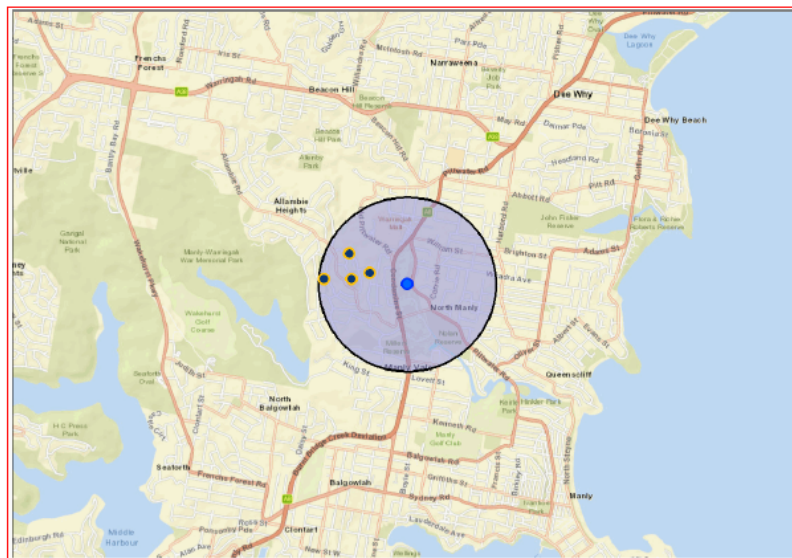
Date: 14 August 2023

Rochelle Barclay  
230 Harbour Drive  
Coffs Harbour New South Wales 2450  
Attention: Rochelle Barclay  
Email: rochelle.barclay@ghd.com

Dear Sir or Madam:

AHIMS Web Service search for the following area at Address : 292 CONDOMINE STREET NORTH MANLY  
2100 with a Buffer of 1000 meters. conducted by Rochelle Barclay on 14 August 2023.

The context area of your search is shown in the map below. Please note that the map does not accurately display the exact boundaries of the search as defined in the paragraph above. The map is to be used for general reference purposes only.



A search of Heritage NSW AHIMS Web Services (Aboriginal Heritage Information Management System) has shown that:

**4** Aboriginal sites are recorded in or near the above location.

**0** Aboriginal places have been declared in or near the above location. \*

**If your search shows Aboriginal sites or places what should you do?**

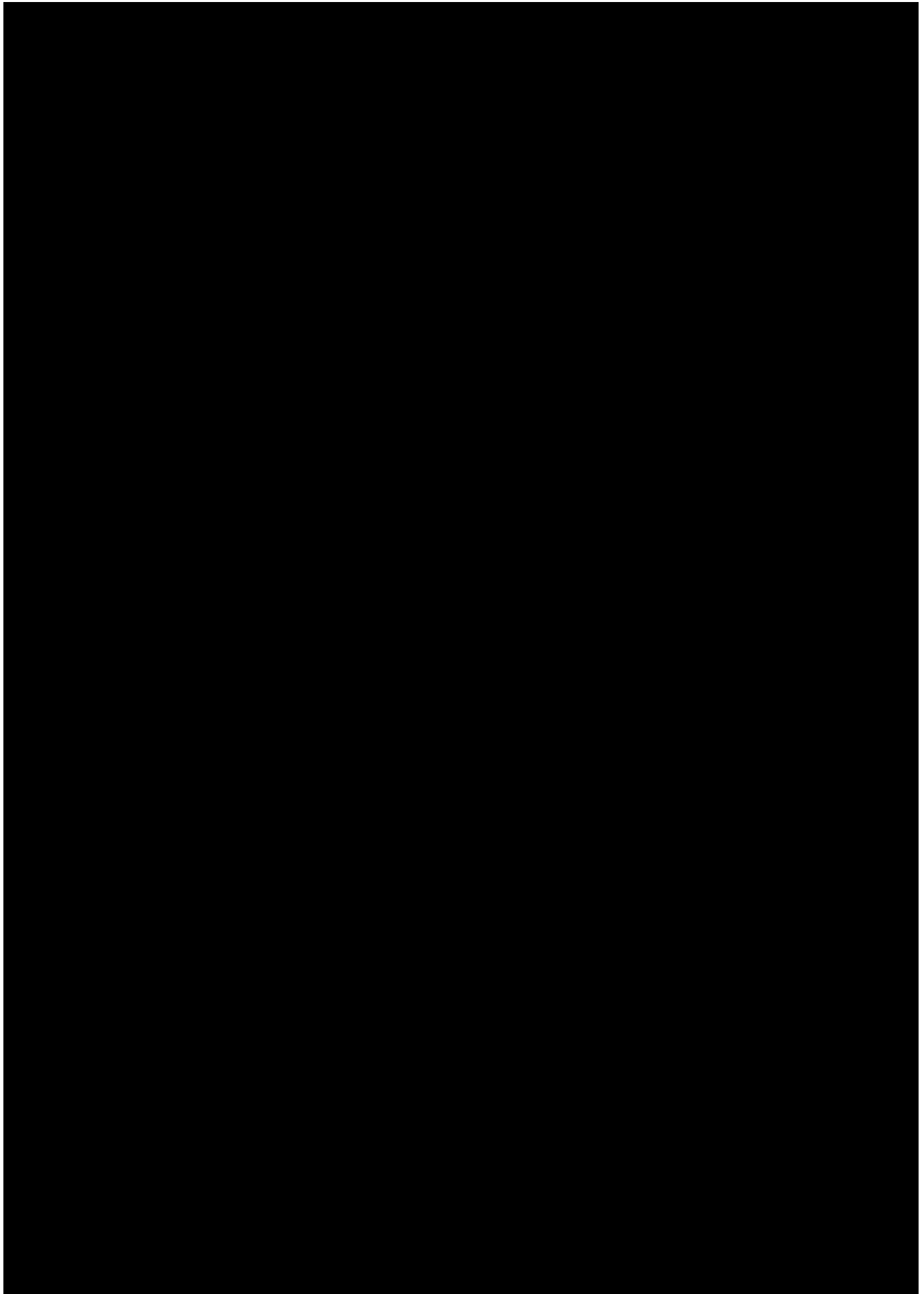
- You must do an extensive search if AHIMS has shown that there are Aboriginal sites or places recorded in the search area.
- If you are checking AHIMS as a part of your due diligence, refer to the next steps of the Due Diligence Code of practice.
- You can get further information about Aboriginal places by looking at the gazettal notice that declared it. Aboriginal places gazetted after 2001 are available on the [NSW Government Gazette \(https://www.legislation.nsw.gov.au/gazette\)](https://www.legislation.nsw.gov.au/gazette) website. Gazettal notices published prior to 2001 can be obtained from Heritage NSW upon request

**Important information about your AHIMS search**

- The information derived from the AHIMS search is only to be used for the purpose for which it was requested. It is not to be made available to the public.
- AHIMS records information about Aboriginal sites that have been provided to Heritage NSW and Aboriginal places that have been declared by the Minister;
- Information recorded on AHIMS may vary in its accuracy and may not be up to date. Location details are recorded as grid references and it is important to note that there may be errors or omissions in these recordings,
- Some parts of New South Wales have not been investigated in detail and there may be fewer records of Aboriginal sites in those areas. These areas may contain Aboriginal sites which are not recorded on AHIMS.
- Aboriginal objects are protected under the National Parks and Wildlife Act 1974 even if they are not recorded as a site on AHIMS.
- This search can form part of your due diligence and remains valid for 12 months.

Level 6, 10 Valentine Ave, Parramatta 2150  
Locked Bag 5020 Parramatta NSW 2124  
Tel: (02) 9585 6345

ABN 34 945 244 274  
Email: [ahims@environment.nsw.gov.au](mailto:ahims@environment.nsw.gov.au)  
Web: [www.heritage.nsw.gov.au](http://www.heritage.nsw.gov.au)





GPO Box 1104, Sydney, NSW 2001  
ABN: 22 130 908 824

Mr Scott Phillips  
Chief Executive Officer  
Northern Beaches Council  
PO Box 82  
Manly  
NSW 1655

26 September 2023

Dear Mr Phillips

**Probity Report – Assessment of Planning Proposal PEX2023/0002 at the Warringah Golf Course District Park**

Procure Group Pty Ltd (**Procure**) was engaged in July 2023 by the Northern Beaches Council (**Council**) to provide independent probity advisory services in relation to the assessment of Planning Proposal PEX2023/0002 at the Warringah Golf Course District Park (**Planning Proposal**). The land on which the golf course is situated is owned by Council.

The Planning Proposal had been submitted by the Property Team of Council which created a conflict of roles within Council since the Strategic and Place Planning Team (**S and PP Team**) had responsibility for management of the assessment process for the Planning Proposal.

**Background**

Council documentation provides the following background:

*Council has received a Planning Proposal to amend the Warringah Local Environmental Plan 2011 (WLEP 2011) for part of Lot 2742 DP 752038, known as the Warringah Golf Course District Park.*

Northern Beaches Council

**Assessment of Planning Proposal PEX2023/0002****Probity Report**

*The land is owned by Council and the Planning Proposal has been submitted by Council's Property Team. The land is zoned RE1 Public Recreation under WLEP 2011 and is subject to the District Park Plan of Management, adopted on 25 August 2015.*

*The Planning Proposal seeks to amend Schedule 1 of WLEP 2011 to allow a 'registered club' as an Additional Permitted Use on part of the south-eastern corner of the land which is proposed to accommodate the new Warringah Golf Clubhouse. A plan identifying the location of the proposed Additional Permitted Use boundary has been submitted with the Planning Proposal.*

*The Strategic & Place Planning Team are engaging an independent planning consultant to assess the Planning Proposal.*

*The Planning Proposal and all supporting documentation were placed on public notification (Pre-Gateway non-statutory) from 1 July 2023 to 16 July 2023.*

The independent consultant engaged to conduct the assessment of the Planning Proposal was GHD Consulting Pty Ltd (**GHD**). The final report from GHD was received by Council on 14 September 2023. The report recommends:

*that Council support the progression of the Proposal for a Gateway determination from the NSW Department of Planning and Environment under section 3.34(1) of the Environmental Planning and Assessment Act 1979.*

*In addition to the above it is noted that any future ecological assessment submitted in support of the development application (DA) should address additional matters.*

As required by the assessment process, GHD has also prepared a revised Planning Proposal for consideration by the Local Planning Panel (**LPP**) and by Council.

The assessment report and updated Planning Proposal prepared by GHD will be referred to the LPP for consideration and recommendation to Council. The elected Councillors will then consider the recommendation for referral to the Department of Planning and Environment for Gateway determination.

## Work Performed

Procure has completed the following tasks in relation to the conduct of the assessment process:

- Attended an initial briefing regarding the Planning Proposal assessment process on 14 July 2023, with the Principal Development Infrastructure Officer, S and PP Team at Council. Discussed the mitigation steps required to be taken by Council officers to address the conflict of roles;
- Noted that the mitigation steps to be implemented by Council included:
  - The engagement of GHD to conduct the assessment of the Planning Proposal;

Northern Beaches Council

**Assessment of Planning Proposal PEX2023/0002****Probity Report**

- The conduct of a non-statutory public exhibition of the Planning Proposal for a period of two weeks in July 2023;
  - Ensuring that the Property Team has no involvement in, or access to, the assessment process and related documentation; and
  - Requiring the completion of conflict of interest declarations by all S and PP Team members and internal referral bodies with a role in reviewing the application;
- Procure met with representatives of GHD on 26 July 2023, in order to explain Procure's role and to discuss the approach to be taken by GHD to the conflict of roles issue. Confirmed that all communications between GHD and Council would be through the S and PP Team with no direct contact with the Property Team. Also confirmed that GHD did not have any conflict of interest in relation to the assessment of a Planning Proposal that involved the Warringah Golf Club;
- Confirmed with the Principal Planner of the Property Team on 18 July 2023, that the Property Team members understood the need to maintain complete separation from the assessment process. Noted that Property Team files were maintained securely within Council's records management system. Noted that documents relating to the assessment of the application were restricted and could not be accessed by the Property Team. Further, it was confirmed that conflicts of interest for the Property Team had been checked in accordance with Council procedures;
- Reviewed the six conflicts of interest declarations provided by Council on 27 July and 1 August 2023, from the members of the S and PP Team and internal referral bodies who provided comments on the Planning Proposal to GHD. Noted that no matters were declared which prevented the team members from contributing comments to the assessment process conducted by GHD;
- Noted that the comments provided to GHD were from the following sections of Council:
- Park Assets, Plan Design and Delivery;
  - Stormwater, Flood Plain and Engineering;
  - Environment and Biodiversity;
  - Coast and Catchments;
  - Traffic Network; and
  - Development Engineering;

Northern Beaches Council

**Assessment of Planning Proposal PEX2023/0002****Probity Report**

- Reviewed all correspondence between the S and PP Team and GHD in the period 17 July to 14 September 2023. Noted that the correspondence was conducted appropriately and was not available to the Property Team;
- Noted that all public comments received during the public exhibition period are available on the Council's website, along with all documentation related to the Planning Proposal;
- Noted that GHD provided a draft of its assessment report on 16 August 2023. Further noted that the draft report included:
  - An outline of the Planning Proposal and its objectives;
  - An assessment of its relationship to the relevant Strategic Planning Framework;
  - Environment, social and economic impact; and
  - An analysis and commentary on the 39 submissions received in response to the public exhibition of the Planning Proposal;
- Attended the meeting between GHD and representatives from the S and PP Team held on 22 August 2023, where the Council comments on the draft assessment report were discussed;
- Confirmed by email on 17 August 2023 with the Executive Manager Property and the Principal Planner at the Property Team, that the Property Team had not had any contact with GHD or any Council personnel contributing to the assessment process;
- Noted that GHD provided an updated draft assessment report on 30 August 2023 and the draft Planning Proposal on 31 August 2023;
- Noted that following review by Council, GHD was provided with final comments on 11 September 2023 and subsequently provided the final assessment report and Planning Proposal on 14 September 2023; and
- Reviewed the draft LPP report prepared by Council on 21 September 2023 and confirmed that it accurately presented the assessment process and documentation prepared by GHD. Further noted that the LPP report will be presented to the meeting of the LPP to be held on 4 October 2023. The Property Team have been advised that they will be invited to the meeting.

## Conclusion

Based upon our work performed as detailed in this report, no issues of a probity nature have come to our attention that would lead us to conclude that the process followed by Council in the conduct of the preparation and assessment of the Planning Proposal has



Northern Beaches Council

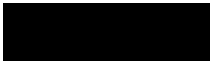
**Assessment of Planning Proposal PEX2023/0002**

**Probity Report**

not been conducted in a transparent and accountable manner consistent with probity principles. Appropriate internal separation between the two Council teams involved has been demonstrated.

Please contact Vic Baueris of Procure on 0401 443 507 should you have any questions in relation to this report.

Yours sincerely,



Simon Taylor

**Managing Director  
Procure Group Pty Ltd**

#### **Statement of Responsibility**

This probity report has been prepared to assist Northern Beaches Council in its decision-making regarding matters related to the assessment of the Planning Proposal. Procure has compiled this report based on:

- (a) Council documentation it has been given and which it has reviewed;
- (b) Participation in meetings related to the Planning Proposal; and
- (c) Discussions with relevant Council officers and others involved in the assessment process.

The conclusion of this report is based upon the work performed as documented in it. While Procure has identified probity risks and considered the controls, environment and action taken by Council to address those risks, probity issues may nevertheless have arisen that have not been identified. While Procure may provide input into processes followed, Council retains responsibility for the probity of its personnel and processes. The report cannot be relied upon by any other party or for any other purpose.

---

## Community and Stakeholder Engagement Report

### Proposed community garden – Annam Road Reserve, Bayview

Impact level: 4 Low Impact – Local.

Consultation period: Wednesday 26 April to Sunday 28 May 2023

---

#### Contents

1.	Summary.....	2
1.1.	Key outcomes .....	2
1.2.	How we engaged .....	3
1.3.	Who responded.....	4
2.	Background .....	4
3.	Engagement objectives .....	4
4.	Engagement approach .....	5
4.1.	Reaching diverse audiences .....	5
5.	Findings .....	6
	Appendix 1 Verbatim community and stakeholder responses .....	10

---

## 1. Summary




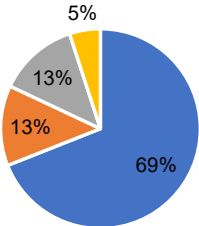
This report outlines the community engagement conducted between 26 April and 28 May 2023 in response to an application by a group of residents to establish a community garden at Annam Road Reserve, Annam Road, Bayview.


During the exhibition period 39 people provided submissions. 32 submissions were received through the Your Say process and 7 submissions were received via email.

Of the 32 submissions received through the Your say process, 69% stated they were supportive, 13% support with changes, 13% did not support the proposal and 5% were unsure or preferred not to say.






Of the total 39 submissions received, 35 contained comments. Submissions supporting the proposal commented on the benefits of community garden, e.g. social, health, environmental and sustainability. Some submissions supported the proposal but requested the garden be relocated within the reserve. Submissions not supporting the proposal commented on environmental and aesthetic concerns, possible trespassing on a private access road to the south of the reserve, challenging vehicle access and that a community garden is not required in this location.

### Key outcomes

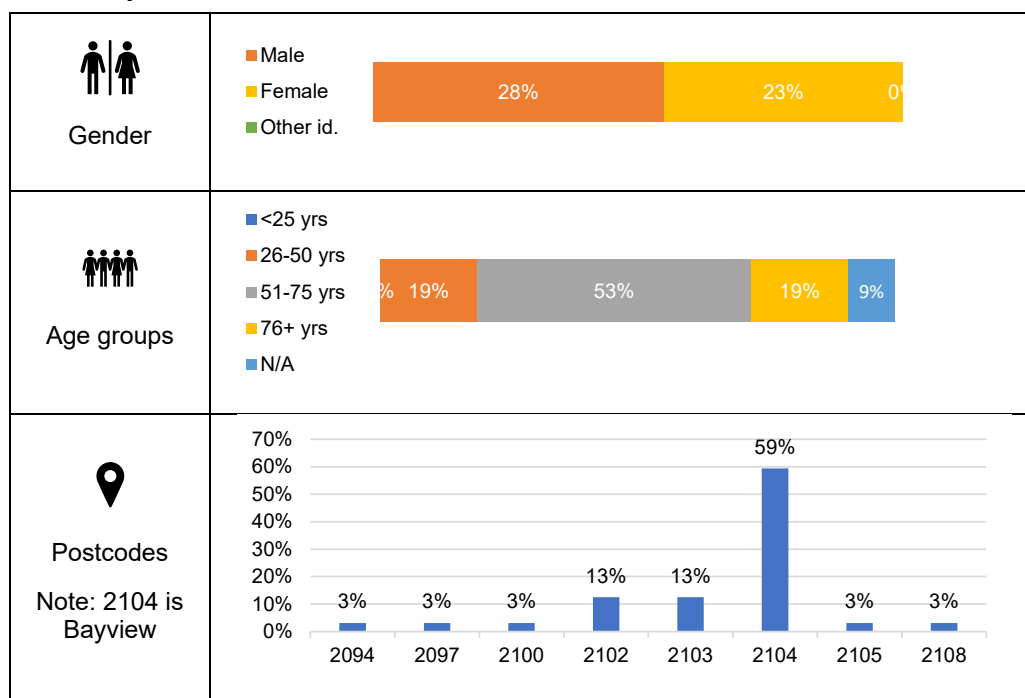
 Total unique responses	Total 39	
 How responses were received	Yoursay with written comments: 28 Yoursay without written comments: 4 Direct (email/letter) with written comments: 7 *Note that some people made more than one submission. In these cases subsequent comments were added to their first submission	Total contributors: 39
 Sentiment question: Do you support the proposal?	 <ul style="list-style-type: none"> <li>Support</li> <li>Support with changes</li> <li>Don't support</li> <li>Unsure/Prefer not to say</li> </ul> <p>Total submissions = 39</p>	

 Feedback themes	<ul style="list-style-type: none"> <li>• Benefits of community gardens, e.g. social, health, environmental and sustainability</li> <li>• Position of community garden within the reserve</li> <li>• Environmental and aesthetic concerns</li> <li>• Concern about trespassing on private accessway between the reserve and the golf course</li> <li>• Access and parking</li> <li>• Questioning the need for a community garden and lack of supporting amenities</li> </ul>
--	---

### 1.1. How we engaged

 Have Your Say: visitation stats	Visitors: 313	Visits: 407	Average time onsite: 1 min 58 secs
 Print media and collateral	Pittwater Life: "Bayview garden support grows" by Greg McHugh. May 20 pg. 23 (Also published in digital version.  Letterbox drop: 270 residences in neighbouring streets  Site signs used: Yes		Distribution: 32,000  Distribution: 270  Number of signs: 1
 Electronic direct mail (EDM)	Community Engagement (fortnightly) newsletter: 2 editions  Council (weekly) e-News: "Will you dig it? Community Garden planned for Bayview" Dated 26 April 2023.  Stakeholder email: 2		Distribution: 23,000 subscribers  Distribution: 61,500 subscribers
 Face-to-face sessions	Drop-in session at the Reserve on 20 May 2023		Attendance: Approximately 25 people
 Key stakeholder engagement	Meetings in person: Aveo - Bayview Retirement Village  Meetings by phone: Bayview Golf Club  Phone and/or letters: Immediate Reserve neighbours		

## 1.2. Who responded<sup>1</sup>



## 2. Background

An application was received from a group of residents to establish a community garden at Annam Road Reserve, Bayview.

The garden group is intending to grow organic produce (fruits and vegetables) and flowering plants, promote sustainable lifestyles, provide a neighbourhood meeting place and opportunities for social interaction and promote physical activity.

The proposal is consistent with Council's Community Garden Policy and Community Gardens Guidelines.

The project's impact is assessed as level 4 – low impact in accordance with the Northern Beaches Council Community Engagement Matrix, resulting in a community engagement process devised on a single staged approach.

## 3. Engagement objectives

Community and stakeholder engagement aimed to:

- provide accessible information so the community and stakeholders could participate in a meaningful way;
- identify community and stakeholder concerns, local knowledge and values;

<sup>1</sup> Demographic data was gathered by request only. The data represented only includes those respondents who provided this detail through the Yoursay process.

- seek out and facilitate the involvement of those affected by or interested in the project; and
- communicate to the community and stakeholders how their input was incorporated into the planning and decision-making process.

#### 4. Engagement approach

Community and stakeholder engagement for the proposed community garden at Annam Road Reserve, Bayview was conducted over a four-week period, from Wednesday 26 April to Sunday 28 May 2023.

The engagement was planned, implemented and reported in accordance with Council's [Community Engagement Strategy](#) (2022).

A project page<sup>2</sup> was established on our Have Your Say platform with information provided in an accessible and easy to read format.

The project was primarily promoted through our regular email newsletter (EDM) channels. A letterbox drop to 270 neighbouring residences was carried out on 26 April 2023.

Feedback was captured through an online submission form embedded onto the Have Your Say project page. The form included a question that directly asked respondents for their level of support on the proposal.

An open-field comments box provided community members a space to explain or elaborate on their support, not support or neutral sentiment as well as any other feedback they wished to contribute.

Email and written comments were also invited.

A drop-in session was held on Saturday 20 May. Prior to the meeting, the proposed community garden area was pegged out and the boundaries marked with yellow paint. The drop-in session provided opportunities for discussion between the community, stakeholders and Council staff. Members of the proposed community garden attended the drop-in session, some had not met before, and other people who attended asked to join the garden group. Feedback provided during the drop-in session has been taken into consideration and those who attended were encouraged to make submissions.

Follow up contact was made with immediate Reserve neighbours who did not respond during the exhibition period to provide further opportunity to comment.

##### 4.1. Reaching diverse audiences

A thorough stakeholder mapping exercise was completed to identify and understand the needs of the whole community.

It was determined for this project that it was particularly important to hear from adjoining residents, Aveo Bayview Gardens Retirement Living village, which is directly across the road, and Bayview Golf Course.

---

<sup>2</sup> <https://yoursay.northernbeaches.nsw.gov.au/proposed-community-garden-annam-road-reserve-bayview>

## 5. Findings

During the exhibition period 39 people provided submissions. 32 submissions were received through the Your Say process and 7 submissions were received as emails. Some people made more than one submission.

Of the 32 submissions received through the Your Say process, 69% stated they were supportive, 13% support with changes, 13% did not support the proposal and 5% were unsure or preferred not to say.

The most prevalent reasons for supporting the proposal were based on social, environmental and sustainable benefits. Respondents support a place to meet others and that a place with a "garden focus is very appealing." Submissions commented on the physical and mental outcomes of gardening and that gardening is joyful. Respondents expressed how important it is to connect with the earth learn how to grow food and live more sustainable lifestyles.

Some submissions would prefer to relocate the community garden to the western side of the Reserve or to shift it towards the rear of the Reserve.

Submissions that did not support the proposal raised concerns including possible trespassing on a privately owned vehicle track to the rear of the Reserve, possible impacts on flora and fauna, possible impacts on wildlife due to netting over garden beds, which may also impact on the aesthetics of the Reserve and challenging vehicle access onto the Reserve.

Table 1 summarises the key issues raised and Council's response.

**Table 1: Issues raised and responses**

Theme	Issues, change requests and other considerations raised	Council's response
Benefits, e.g. social, health, environmental and sustainability	<p>The most frequently stated comments received related to positive social and environmental outcomes, such as:</p> <p>A place with a garden focus is very appealing. Joyful.</p> <p>Meeting place to connect with others for a purpose – education, physical activity and mental well-being.</p> <p>Promoting sustainable lifestyles - connect with the earth, grow produce, composting of the local community's kitchen scraps</p>	<p>The comments received are consistent with peer-reviewed publications on the benefits of community gardens.</p>
Position of community garden within the reserve	<p>Support was expressed for establishing a community garden within the Reserve which would improve the outlook from neighbouring homes and increase use and opportunities for community members to come together.</p> <p>Some respondents requested that the community garden be relocated within the Reserve. Options suggested</p>	<p>The location and shape of the community garden has been changed to minimise the visual and potential noise impacts on neighbours and to attract more sunlight.</p> <p>The hours for garden activities proposed in the REF are 7am to 7pm (See REF p. 11).</p>



Theme	Issues, change requests and other considerations raised	Council's response
	<p>included moving the community garden to the western side of the reserve or moving it further south within the reserve.</p> <p>Concern was raised that a community garden would negatively impact the outlook from neighbouring homes and result in increased noise disturbance.</p> <p>Concern expressed that youth to congregate in the reserve at night.</p> <p>Concern the proposed location would not attract enough sunlight for a community garden.</p>	<p>Potential noise will also be managed in accordance with the Protection of the Environment Operations Act, 1997 No 156.</p> <p>As mentioned in the previous Council report (28 March 2023), inclusion of wind chimes and the like is not supported by Council due to potential disturbance of neighbouring residences.</p> <p>Crime Prevention Through Environmental Design (CPTED) principles will continue to be considered as Council works with the applicants on the final design of the garden prior to granting Owners Consent to commence works.</p>
Environmental concerns	<p>Annam Road Reserve is adjacent to a threatened ecological community and a Wildlife Corridor.</p> <p>The vegetable plots will need netting to prohibit wildlife. Wildlife can be caught in the netting, in particular micro bats.</p>	<p>The REF states "Impact on flora and fauna are considered minor." P. 12.</p> <p>No threatened species have been recorded at Annam Road Reserve.</p> <p>Annam Road Reserve is mostly turfed open space with trees near the boundaries. The community garden would be located on the turfed area.</p> <p>Mitigation measures recommended in the REF will be included in the agreement between the garden group and Council.</p> <p>'Wires' (wildlife rescue) support wildlife friendly netting with a mesh size of less than 5mm. Council has not received feedback of wildlife being caught in the netting at the other community gardens.</p> <p>The draft REF has been amended to include reference to fauna friendly netting. This will also be included in the written agreement between Council and the garden group.</p>
Aesthetic concerns	<p>The netting will change the visual amenity of the area.</p> <p>Materials stockpiled on the nature strip waiting to be carried up to the garden</p>	<p>The proposed community garden is a formalised space with a mix of open space, flower beds, fruit trees and vegetable plots.</p>

Theme	Issues, change requests and other considerations raised	Council's response
	will impact on the visual amenity of the streetscape.	<p>The location of the garden towards the rear of the Reserve will mean that the garden and any associated netting will not likely to be visible from the road. The location has been revised to minimise the visual impact from neighbouring properties.</p> <p>The group will be required to apply for approval should they need to temporarily stockpile materials on the nature strip as outlined in the REF p. 17.</p>
Concern about trespassing on adjoining private accessway	There is a private dirt access road between the reserve and Bayview Golf Club. Concern raised about garden members trespassing on this private land. A fence has been requested.	<p>A swale is located along the boundary between the Reserve and the private dirt access road which deter some people to traverse to access the golf course.</p> <p>Additional tree planting is proposed along the southern edge of the Reserve to deter people from accessing the private access road.</p> <p>A sign may be erected by either Council or the private land owners.</p> <p>The owners of the adjoining private access way are responsible for constructing a fence on their land.</p>
Access and parking concerns	<p>Steep entrance to the Reserve.</p> <p>Trucks entering could be dangerous.</p> <p>Limited parking due to motorhomes and boats parked on the verge.</p>	<p>It is expected that the community garden would be used by people living nearby and that some would attend on foot and not by vehicle. Use of the garden is not anticipated to create substantive increases in parking demand.</p> <p>Should it be required / agreed with Council vehicle and pedestrian access would be considered and addressed through a separate process.</p> <p>Once the community garden is established there will be limited truck deliveries. A Working on Reserves permit is generally required for vehicle access to reserves and access would be conditional on meeting WHS and other safety requirements.</p>

Theme	Issues, change requests and other considerations raised	Council's response
Question the need	Most community gardens are in high density areas and there is not enough community support.	The application and the number of submissions in support of the community garden indicates there is a reasonable amount of support to establish a community garden, including interest from the retirement village across the road.
Lack of supporting amenities	There is no toilet.	The community garden is proposed for use by people living nearby who can return home if required to use their own amenities. It is not planned to establish amenities in this reserve.

## Appendix 1 Verbatim community and stakeholder responses\*

Number	Comment/submission
1	Fabulous idea and makes use of land that is not utilised. The proposal needs to ensure easy access through the block though
2	Great idea, will bring the community together over a shared interest.
3	The garden is a wonderful idea. I've seen a similar garden in North Arm Cove which is a great source of community interaction and allows people to have a garden when it may be impossible in their own setting.
4	<i>No written comment provided</i>
5	I think this is a wonderful idea. Great for sustainability and for connection between residents in our community.
6	Love the idea. We will certainly participate and contribute.  How would the site work? Would each house be allocated a plot or is it all collectively contributed to therefore collectively harvested from?
7	I am in [REDACTED] and look forward to this wonderful proposal coming, to fruition. Keep me posted.
8	This is an excellent idea, it will be a great focus for the local community and those wanting to learn and spend time cultivating.
9	I think it is a great idea and hopefully one will be set up in Warriewood where I live.
10	Its location on Annam Road will further exacerbate the parking limitations due to continual long term trailer and boat parking in the immediate vicinity of the proposed community garden which already severely restricts resident and guest parking.  The most appropriate approach to overcoming this parking and traffic issue is to install signage that will eliminate long term parking of boats and trailers in the immediate vicinity of Annam Road Reserve.
11	I think this is a great initiative that would be well supported and provide a community hub. I live in Bayview and there is no community hub that I know of at the moment. A community garden would be a perfect way of providing this whilst also being a useful eco friendly initiative.
12	Any way of encouraging community to work together to grow food, native plants etc is good for community.  Having a site next to a retirement village is particularly good in helping to bring generations together and sharing knowledge .
13	I would love to see a community garden in Bayview. I have to go to Newport at the moment, so this would be a lot closer so able to go more often.
14	I live in Bayview but on a steep hill and have tried for many years to grow my own organic veggies and have always been defeated by the local wildlife. So I would love to join this project and participate in a community garden, and get the benefits of social contact along with growing veggies. I think it is a great idea, and is just what I have been looking for!

\*Personal details and inappropriate language have been redacted where possible. Spelling and grammatical errors have been amended only where misinterpretation or offence may be caused.

Number	Comment/submission
15	This is a wonderful idea! I'd also like to see council encourage gardening in our community by having an annual private garden competition where the public can visit the entrants gardens one weekend & vote for the best ones. This would encourage more people to take up gardening with its physical & mental health benefits as well as inspire existing gardeners. I'm sure Flower Power or other garden related businesses & the Mona Vale Gardening Club would supply a few prizes. NBC encourages the arts which is great but encouraging gardening is great for the environment & community health.
16	Community gardens always add to the social structure of the surrounding population. Especially bringing the youngest into contact with the mostly older gardeners.
17	As a mona vale resident I can see that this will benefit our community substantially. An outdoor classroom for all ages, an increase in biodiversity along a wildlife corridor, located next to a retirement village will increase the sense of community. With the ever growing plethora of apartments leading to loss of gardening opportunities, this initiative will benefit many. Congratulations to the lead community group who have nurtured this project for the benefit of all.
18	An excellent idea. Anyone who watches Gardening Australia will know how beneficial community gardens are, particularly if residents of different cultures are encouraged to share traditionally grown vegetables. 'One who plants a garden, plants happiness' 😊
19	What an absolutely beautiful idea, fully supported by us with no changes.
20	<i>No written comment provided. Ticked support.</i>
21	This is a GREAT idea; people get to meet & communicate, exchange information on growing self-sustaining food. The proposed site is opposite a retirement village which is great, residents can just walk across the road to tend their hobby farm! We have a micro farm in the back yard where we live at Palm Beach, we have grown tons of fresh greens over the last 10 years, it's an enjoyable pursuit with a practical outcome. We share with the Neighbours and in summer go to sleep with the aroma of the herbs wafting through the windows. I ask the council to get this great idea going & not to wait years to get positive responses from the Neighbours in the area. Gardening is productive & it's NOT noisy & intrusive. It's people connecting with Mother Earth. Go to it council people, make it happen, it's a very positive initiative that will have a great outcome, people meeting & communicating with people.
22	A great idea. I am familiar with a community garden in Artarmon and would like to see more on the northern beaches. Community engagement, healthy outdoor activity and the joy of gardening, I wish them every success.
23	I have no problem with the concept of the garden. While the applicant group has requested bicycle racks, I imagine many users of the garden will arrive in cars. There is very limited parking along this stretch of Annam Road, due in no small part to the presence of a number of trailers and boats, many of them parked adjacent to Annam Road Reserve. I could not find in any of Council's documentation a reference to parking issues.

Number	Comment/submission
24	<p><i>Submission 1</i></p> <p>I have several concerns in regard to this proposal:</p> <p>The inclusion of a BBQ would encourage evening gatherings, with alcohol, of people not connected to the garden. There are several BBQs with amenities at Winnererremy Bay only 1km away.</p> <p>The proposed driveway, with the possibility of trucks entering and reversing, would pose a risk to other members of the community who use the reserve, namely children walking through the reserve on their way to and from school, mothers with young children who play in the reserve, and elderly residents of the nearby Bayview Retirement Village who exercise their dogs in the reserve.</p> <p>I have looked at other Community Gardens in the Northern Beaches area and found them to be neglected and untidy, e.g., empty pallets and pots left on the sites.</p> <p><i>Submission 2 with permission:</i></p> <p>Following a meeting on Saturday 20th May with Council Representatives and local residents, we would like to suggest that the proposed Community Garden site be shortened by 10 metres from the northern end and possibly widened slightly to achieve the same overall area space. This would be more acceptable to us and would also mean that the garden would benefit with more sunlight as the northern end of the Reserve is quite shaded.</p>
25	<p>I think it is a great idea. It will be a great opportunity to bring older and younger generations together. It can definitely work if executed well and cared for.</p>
26	<p><i>Submission 1</i></p> <p>After meeting onsite today with [REDACTED] and other community members I'd very much like to request that the proposed location on the reserve be moved to the western boundary.</p> <p>(1) There is more sun for growing of vegetables etc</p> <p>(2) It is further away from the neighbours on the [REDACTED] who are concerned by the garden</p> <p>(3) It leaves more space to play for children etc where they currently do play, which is where the make shift swings have been put up and the seats placed.</p> <p>Thank you for considering this!</p> <p><i>Submission 2</i></p> <p>I do have one comment on the proposal however and it is the moved location on the site. I understand it was moved to reduce noise from the garden to the houses on the western side and also to maintain space for children to play.</p> <p>I would comment however that the move has taken to the shaded and less suitable part of the reserve. I would suggest going halfway from the original to retain sunshine but still provide a good buffer to the houses. I think children will play all around no matter location and to date this has actually been under and around the trees.</p>
27	<p>I would like to support the establishment of the proposed Community Garden at Annam Road Reserve, Bayview</p>
28	<p><i>No written comment provided. Ticked Support.</i></p>
29	<p>This is a wonderful activity and with the retirement village so close, may also be available to them.</p> <p>It would be lovely to have the option to drop off kitchen vegetable scraps as is available via the Newport community garden. Currently council does not permit food waste to be included in the green bins and this would offer an alternative to it going into general waste.</p>

Number	Comment/submission
30	<p>I am writing this submission as the [REDACTED] [REDACTED] Barkala Road Bayview.</p> <p>Following comments:</p> <ol style="list-style-type: none"> <li>1. Please note that despite the fact that council told us at the on site meeting that 300 notifications had been delivered in the surrounding areas, it would appear that the owners living in Barkala Estate were not properly notified of this proposal despite lot 1 Barkala Road being a directly adjoining property to the council reserve public land to be used for this proposal. We only found out about this proposal by reading an article in one of the local magazines.</li> <li>2. Please note that our Emergency Vehicle Access (EVA) trail directly borders on this public council land. It is a 10.5m strip of land which borders on Annam Road properties, which is only used in case of emergencies such as fires, flooding or other, when our Estate's exit to Nangana road is blocked, or when urgent egress or exit is required by emergency services such as Fire Trucks or Ambulances.</li> </ol> <p>As such the 19 owners of Barkala Estate, who all co-own this lot 1 Barkala Road property through our Community Title Association, mostly use this trail for walking, or other private recreational activities.</p> <p>This private land, sits between the council park land and the golf course land.</p> <p>Trespassing onto our private land is strictly prohibited.</p> <ol style="list-style-type: none"> <li>3. If the use of the council public land would be intensified by creating a community garden, then we would need assurances from Council that additional people attending this area would not wander onto our private land, either for a walk or to access the golf course.</li> </ol> <p>Our Association does not wish to have to add to our legal liabilities and insurance costs if we were to have the general public wander onto or use our private land due to the proximity to this proposed community garden and the ease of access.</p> <ol style="list-style-type: none"> <li>6. Please be aware that the whole area is part of a wild life corridor with many vulnerable species in and around the area. A community garden would need to ensure all care has been taken to protect these vulnerable species.</li> <li>7. The area is a high bush fire risk area. Any public BBQ facilities should be discouraged due to this high risk.</li> <li>8. Many of the trees on the public land appear to be close to their end of life. A number of large old trees have already fallen in the surrounding area. A detailed arborist report should be prepared to ensure that there is no danger to the public attending such a community garden from large falling tree limbs or trees.</li> </ol> <p>Thank you for your consideration of these points</p> <p>Our Community Association has had issues where golfers who live somewhere on Annam Road, have used the council park land to drive their golf buggies across the council reserve and then drive across our private land to access the golf course.</p> <p>We have had to put large boulders in place to stop this access by golf buggies.</p> <ol style="list-style-type: none"> <li>4. With more intense and more regular public use proposed, council should place a fence across this boundary to stop the general public from being able to access our private land via the council park or to use our land to enter and leave this proposed garden area.</li> </ol> <p>Council's public parkland is the only property bordering our private land along this Emergency Vehicle Access Trail (EVA) which currently does not have any boundary fencing across it to stop any public access.</p> <ol style="list-style-type: none"> <li>5. Barkala Estate, Association DP270239 does not permit any public access onto our EVA trail for any use other than for emergencies or for Barkala residents use.</li> </ol>



Number	Comment/submission
	We do not give permission for our EVA trail to be used for any purpose linked to the proposed community garden.
31	<p>While I live at Collaroy and am no where near the proposed community garden, I routinely watch the ABC's Gardening Show at 7:30pm on a Friday evening. After many segments of the shows have shown the immense benefits to community members = learning gardening from the experienced founder members, meeting "neighbours" from your area that you would never otherwise meet, making new friends, sharing the produce of the gardens, increasing household and council land productivity in an Urban environment, supporting families' household food budgets, promoting more healthy eating habits with totally fresh produce, reducing refrigerator clutter with supermarket bought vegetables in advance / frozen packaged vegetables by enabling pick as you need for immediate consumption at home that night.</p> <p>There are no negatives to a community garden, unless you get self obsessed, greedy members and those are inter personal problems for the managing group to sort out.</p>
32	<i>No written comment provided. Ticked Support.</i>
	<b>SUBMISSIONS RECEIVED OUTSIDE YOUR SAY</b>
33	<p>Hello, I've just logged into the portal for the community garden project. I'm in it to learn more and participate and meet new people in my community.</p> <p>I hope it goes smoothly and there is interest from others.</p>
34	Would like the proposed community garden to be an open space and not an enclosed space. Welcome to call to discuss.
35	<p>Dear NBC, Open Space and Recreation Planning team, Re: Proposed Community Garden - Annam Road Reserve</p> <p>I am writing to indicate my support for the proposed reserve. I was in the process of attempting to organise a community garden at Narrabeen RSL prior/ during COVID, but the community interest/ administrative/ cost issues seemed too great. I would like to propose a syntropic model which rehabilitates the soil, incorporates natives/ wildlife sustaining plants on the outer borders (as wind breaks) and native Australian bush food (also with a view to using the garden as a seed bank and promotion of Australian bush tucker plantings. I have incorporated this concept to rehabilitate the degraded clay/ sand plot in designing my own garden and perhaps a planning day could attend at my garden at 7 Narrabeen Park Pde Nth Narrabeen to see the concept in action?</p> <p>Could I please also attend on any future planning or information evenings? Please do not hesitate to contact me should you have any questions or comments.</p>
36	Good morning, [REDACTED] Thank you for supporting the Community Garden project. It was good to meet you yesterday. I would like to express my very positive support for this idea and I hope we can get the project moving as quickly as possible, so we gain momentum and enthusiasm from the locals. I agree that a local meeting space with a gardening focus is very appealing
37	On Saturday 20th May I attended a community meeting in the park in Annam Road. I live alongside the park on the [REDACTED] and am looking forward to this activity. I have only lived here since 8th April 2020 but would be delighted to help with the set up of the community garden and I have no problem at all having the garden near my fence line if that is decided by the group. Thank you for considering this proposition.
38	I do not support the proposal for a Community Garden in Annam Road Reserve, Bayview for the following reasons: 1. Inappropriate location on steep section of Annam Road. 2. Very limited parking. The suggestion that most people would walk to the site is unrealistic. 3. [REDACTED] has its own community garden for residents. 4. Community gardens are more suited to areas where there is more intense development (e.g. unit blocks) where people have no space for a garden and can benefit from social interaction. 5. The surrounding area consists mainly of houses with well tended gardens.


Number	Comment/submission
	It is a quiet location and the Reserve is appreciated by many people in the area for its quiet setting. 6. Very few people attended the community meeting held on the site on 20th May. 7. Planting more turpentine trees (syncarpia glomulifera) and other suitable trees to support birdlife, which is declining due to removal of trees for construction, etc. in the area. 8. I have lived in this locality for more than 10 years.
39	<p><b>Environmental concerns</b></p> <p>Annam Road reserve is adjacent to a Council designated High Priority Wildlife Corridor. It is in very close proximity to the area of Bayview Golf Course where a large senior living apartment project has been previously proposed and refused by Council, the Department of Planning and the Land and Environment Court.</p> <p>A significant number of Environmental Reports were submitted as part of that development application and are available to Council staff.</p> <p>Studies showed that this area was environmentally significant in terms of the diverse number of fauna species inhabiting the area.</p> <p><u>10 threatened animal and bird species were identified including 5 threatened microbat species.</u></p> <p><u>Echolocation studies identified these microbats on the open areas of the golf course as well as the wooded areas ie very close to Annam road reserve.</u></p> <p>The area is visited by the Grey-Headed Flying Fox which is a threatened species. Other species identified include Swamp Wallabies, Sugar Gliders, Microbats, Echidnas, Possums, Bandicoots, Brush Turkeys, Goannas, native rats, Brown antechinus and many more species.</p> <p>Over 90 Bird species have been recorded in the vicinity including a large flock of Cockatoos which roost in the valley, King Parrots, Rosellas, Galahs, Lorikeets and Glossy Black Cockatoos ( vulnerable) and Powerful owls ( vulnerable ).</p> <p>All of the above are potential visitors to the site.</p> <p>The local pair of breeding Powerful Owls have been recorded in the area for over 20 years. Their roosting location is close by and they forage in a wide range. It's possible the garden will attract possums which is their main prey.</p> <p><u>The importance of this significantly biodiverse area is noted in the assessment table under "Background" in the Proposal Checklist</u></p> <p><u>"Q5 - Be immediately adjacent to or within a threatened Ecological Community" YES box is ticked.</u></p> <p>However, section 4- table 3 answers <b>No</b> (box ticked) to the item that states "<u>causing any possible damage to those threatened species or communities</u>".</p> <p><b>NOTE:</b> The above does not take into account that <b>netting will be used to protect the fruit and vegetables from animals and birds.</b></p> <p>At the onsite meeting held on Saturday 18th May, the person proposing this project advised that netting will need to be used as protection and is currently being used in other community gardens e.g. Newport</p> <p><b>It is likely that the garden would not be productive without the use of netting.</b></p> <p><b>However, this important fact does not appear anywhere in the Proposal Information nor in the Checklist - "Review of Environmental Factors" published on Councils website.</b></p>

Number	Comment/submission
39 cont.	<p><u>This means that residents who have been asked to provide submissions on this proposed project have not been made aware of this important information which will have a potentially negative impact on wildlife species and which will have a significant impact on the visual amenity of the reserve.</u></p> <p><b>NOTE:</b> Checklist Q4 "Have a negative impact on amenity in the area either during or post works"</p> <p><b>NO</b> has been ticked in the box.</p> <p>I consider that an area of approximately 450sq m that is covered with large areas of frames and netting would be a <u>considerable change to the visual amenity of the area.</u></p> <p>At the moment the reserve is a grassy slope with shelter of native trees and views of Bayview Golf course. It is neat and tidy to look at and is used by local residents for walking, meeting and chatting with neighbours, family picnics, dog walking and quiet contemplation.</p> <p>Clusters of netted frame structures over this large area would not be in keeping with the landscape that now exists so <u>does</u> constitute a significant change in appearance that has not been outlined in the proposal .</p> <p>[See below photo of netted structures at Newport Community garden and the existing visual landscape of Annam road reserve]</p> <p>The only improvement I can suggest to improve the current use of the park is the provision of park benches so people can sit and admire the view.</p> <p>As the reserve is not level and has a very steep access from the road , the large amounts of materials that will be required to build the garden, wood, tonnes of dirt and chip bark will be extremely difficult to take in by hand and will require the use of a bobcat or similar.</p> <p>So, during the establishment of the garden there <b>will</b> be an impact on the amenity in the area in terms of noise, especially to the neighbouring dwellings that are very close by.</p> <p>[ see photo below of the steep slope at the entrance to the reserve]</p> <p>There is netting available with small openings that can be used to minimise the effects of endangering animals and birds being caught in the mesh but there are strict guidelines for its use in order for it to be effective, specifically that it needs to be positioned correctly , pulled taut and that a frame needs to be built to support the netting.</p> <p>From: <a href="https://www.qld.gov.au/environment/plants-animals/animals/living-with/bats/flying-foxes/managing-impacts-of-flying-foxes/netting-fruit-trees">https://www.qld.gov.au/environment/plants-animals/animals/living-with/bats/flying-foxes/managing-impacts-of-flying-foxes/netting-fruit-trees</a></p> <p><b>Netting methods</b></p> <p>When netting fruit trees, ensure that the net is <b>taut</b>. If the netting is loose or easily loses its shape, it is more likely to act as a trap for wildlife.</p> <p><b>To keep netting taut, the first step is to build a frame over the tree to support the netting.</b> This could be a box-shaped frame of PVC pipe or timber, or a number of star pickets or stakes that are located around the tree to form a frame for the netting, e.g. crossing three or four stakes to make a tepee frame. It is important that the frame keeps the netting off the tree and is sturdy enough for the netting to be pulled taut.</p>

Number	Comment/submission
39 cont.	<p>Tent pegs, or any heavy objects (e.g. bricks) wrapped in the ends of the netting, can be used to keep the netting tensioned over the frame and stop animals from getting under the net.</p> <p>Clothes pegs and tie wire may be used to stop the net slipping and sagging on the frame to form traps. The more places that the netting is held in position, the more even the tension of the netting will be on the frame.</p> <p>When estimating how much netting is needed, allow enough net for it to be firmly attached to the ground.</p> <p>It is important to have some way of getting to the tree to remove fruit. Either a flap could be cut into the netting or an overlapping section of netting built into one side of the frame to allow a person to slip in between them. Any openings in the net could be closed off with clothes pegs or by weaving a garden stake through the mesh along the edge of the flap (or overlap) and the adjoining section of netting.</p> <p><b>The bounce test</b></p> <p>Common brushtail possums can weigh up to 3.5kg, common ringtails 1.1kg, and grey-headed flying-foxes up to 1kg, and they can weigh down loose netting.</p> <p>For the netting to be effective, it must be tensioned enough to stop folds of net forming around an animal when it lands on or crawls over the net. Ideally, a flying-fox should almost bounce off the netting rather than sink into it when it lands.</p> <p><b>Check netting at least daily. Animals can sometimes still become entangled, even when the netting set up properly.</b></p> <p><u>The above information raises further questions.</u></p> <p>Will the 450 sq m area be covered in large frames and netting in order that they comply with the above requirements?</p> <p>Will the organisers be able to ensure that at the close of every day that the netting is re-positioned and also check for injured animals on a daily basis ?</p> <p>Will Council have the resources to make regular checks to ensure the nets are set up correctly to avoid danger to wildlife ?</p> <p>Below is a photo of a suburban vegetable garden with mesh frame protection. The mesh is incorrectly positioned at the base and this will potentially cause animals to be entangled. There will be a lot of effort required to establish the frames for the netting, to ensure the netting is fitted correctly and kept in a safe condition.</p> <p><u>It will also significantly impact the existing visual amenity.</u></p> <p><u>See photo below of Newport Community garden use of netting.</u></p> <p><b>Locality and access to the wider public.</b></p> <p>The reserve is located in a quiet area of Bayview Heights. The majority of the properties in the surrounding streets are zoned 'large lot residential' or acreages.</p> <p>Most examples I have seen of Community gardens are in high density areas where residents don't have access to their own gardens and where the gardens can be accessed and used by a large number of people.</p> <p>At the onsite meeting there were not many people in attendance despite Council officers delivering 300 letterbox drops in the area.</p> <p>I estimate, apart from council representatives and the organisers there were only between 6-10 people at the meeting not all of whom were in support of the project.</p> <p>No residents from the nearby Bayview Gardens seniors living complex attended which is where I thought there may be some potential interest.</p>



Number	Comment/submission
39 cont.	<p>In answer to a question posed about the provision of toilets; organisers stated that there were no toilets as the gardens were intended to be used by local residents that could go back home to use their own facilities (?)</p> <p>This shows that this project is intended for the use of a limited number of people who live extremely close by and is not intended for use by the wider public or any resident who doesn't live within walking distance.</p> <p>As very few local residents chose to attend the information meeting I don't think there is enough local support to warrant council resources being used on this project and I don't believe this project is of benefit to the wider community.</p> <p>For this reason I don't think the garden is worth the risk of endangering the significant natural biodiversity of this area by the use of netting, the use of which was not disclosed in the proposal documents for public exhibition.</p> <p>I request that this proposal is returned to Council's biodiversity manager for reassessment in light of the new information regarding the use of netting.</p> <div data-bbox="418 786 1034 1070" data-label="Image"> </div> <p><i>Newport community garden use of netting.</i></p> <div data-bbox="403 1120 906 1429" data-label="Image"> </div> <div data-bbox="403 1442 826 1753" data-label="Image"> </div> <p><i>Netting over suburban vegetable garden. Mesh is incorrectly fitted, loosely falling over frame, not pegged and not pulled taut. This is a danger to wildlife.</i></p>

Number	Comment/submission
39 cont.	<div style="display: flex; justify-content: space-around; align-items: flex-end;"> <div style="text-align: center;">  <p><i>Steep slope at entry to Annam road reserve.</i></p> </div> <div style="text-align: center;">  <p><i>Current view from Annam road reserve with view of the golf course</i></p> </div> </div>

Document administration	
Version	1.0
Date	September 2023
Approval	Content provided and approved by Open Space and Recreation Team. Responsible Manager: Damian Ham.
Status	Final
Related Projects	
Notes	Community and stakeholder views contained in this report do not necessarily reflect the views of the Northern Beaches Council or indicate a commitment to a particular course of action.









**Annam Road Reserve, Bayview**  
Proposed Community Garden

# Environmental Approval Checklist & Review of Environmental Factors

(EP&A Act - Part 5, Div 5.1)

**Notes:**

1. This document includes a MANDATORY checklist for ALL Capex projects.
2. This document includes an REF template (should this be required – as identified in the checklist).
3. Ensure that all licenses and approvals are received prior to the undertaking of any works.
4. Ensure all mandatory sections are completed prior to signature.
5. Make sure to provide necessary supporting evidence where applicable.

TRIM FOLDER / NUMBER C001799, 2022/524171

SECTION 1 - Details

(MANDATORY)

PROPOSAL TITLE: Annam Road Reserve, Bayview Proposed Community Garden

PROJECT OFFICER:

BUSINESS UNIT PROPOSING ACTIVITY: Parks & Recreation

**SECTION 2 - Applicability****(MANDATORY)**

Is the proposed work a routine activity?

*Where a routine activity is - simple, small-scale activities associated with regular (daily, weekly, monthly, etc.) and general upkeep or maintenance of a building, plant, or structure against normal wear and tear.*

**YES / NO**

If Yes, activity can be undertaken without assessment but must be in line with relevant standards and assessment recorded in the appropriate location.

If No proceed to Section 3.

**Note 1:** must ensure "minimal" environmental impact by use of one of the following:

- Standard operating procedure;
- relevant Australian Standards;
- the Building Code of Australia;
- any relevant NSW Roads and Traffic Authority design guidelines;
- Ausspec;
- Northern Beaches Councils standard operating procedure;
- Northern Beaches Councils Pesticide notification plan;
- All product labels and warnings;
- Works that have previously been approved.

**Note 2:** If any Aboriginal cultural material or heritage constraints are found on any job site, all work should cease and the Office of Environment and Heritage and the Metropolitan Local Aboriginal Land Council notified immediately in accordance with the National Parks and Wildlife Act. An assessment can be undertaken by the Aboriginal Heritage Officer via Aboriginal Heritage Office.

SECTION 3 - Background

(MANDATORY)

**DESCRIPTION OF ACTIVITY:**

A group of residents (the garden group) have applied to Council to establish a community garden at Annam Road Reserve which is located at 13 Annam Road, Bayview (Figure 1).

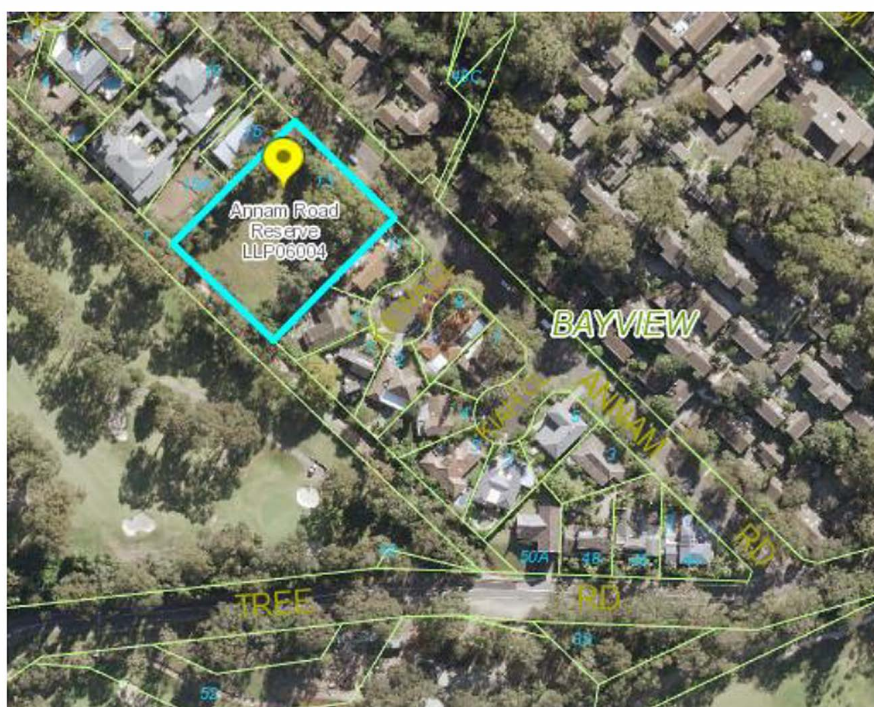


Figure 1. Annam Road Reserve, Bayview

The garden group are intending to grow organic produce (fruit and vegetables), flowering plants, promote sustainable lifestyles, provide a neighbourhood meeting place with opportunities for social interactions and to promote physical activity. Their objectives are:

- To create a unique, safe, and supportive garden within the suburb of Bayview for the local community.
- To promote a sense of community where trust, effort, knowledge, skills, and responsibility are shared, where creativity and the environment are nurtured, and where philanthropy can flourish.
- To become a happy, enjoyable meeting place for the local community. A place where shared ideas of organic food growing, food preparation and eating become the norm and where education, peer learning and sustainable use of land as a valuable food resource is shared with the local community.
- To facilitate recreational activities that contribute to the physical and mental health and well-being of the local community as well providing environmental, social, and educational benefits.
- To work collaboratively with the community, government and businesses to establish a network to facilitate the establishment and on-going support of the Bayview Community Garden to make it a successful social activity for the local community.

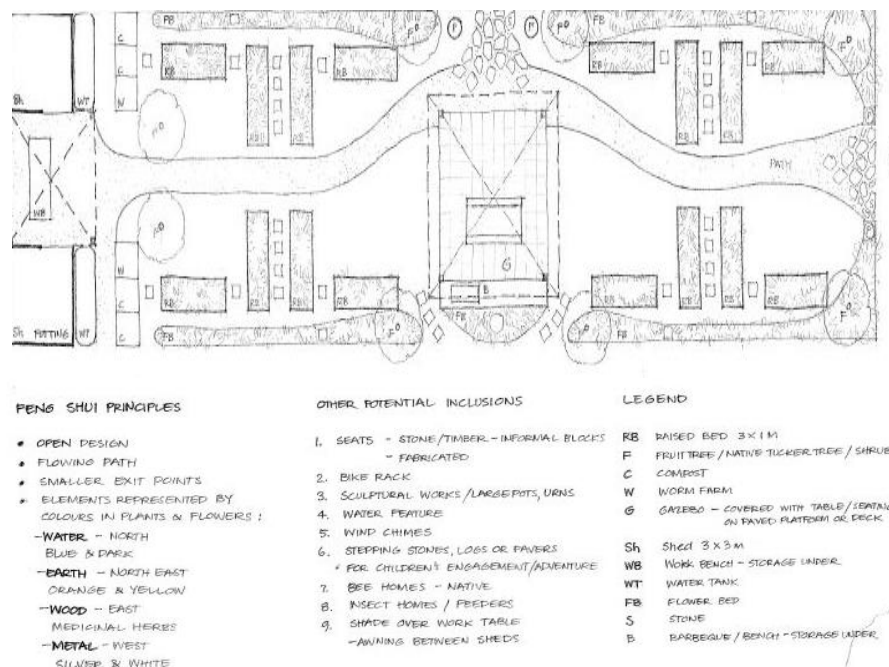
The garden group have developed a draft concept plan for a garden of approximately 450m<sup>2</sup> in size. The estimated location of the proposed garden is in Figure 2. The reserve is approximately 4,220m<sup>2</sup> in size with no park infrastructure.





**Figure 2.** Proposed garden location in Annam Road Reserve, Bayview

The draft concept plan (Figure 3) is a formal layout which includes a covered gazebo, table and seats, shed, work bench, water tank, paths, stepping stones, raised garden beds, compost receptacles and worm farms, water feature, sculptures, large pots or urns, stone or timber block seats and a bike rack. The garden group have also asked about a driveway from Annam road to the proposed garden and access to water.



**Figure 3.** Draft concept plan for a proposed garden at Annam Road Reserve, Bayview

A preliminary review of the concept plan was undertaken and the water feature and wind chimes are not supported. Also, water access (a tap) close to the garden would be required. Council staff will work with the applicant to refine the concept design in line with the outcomes of this REF prior to Council providing Owners Consent to commence works. It is proposed that garden activities are restricted to 7am to 7pm.

**REASON FOR ACTIVITY:** A group of residents (the garden group) have applied to Council to establish a community garden at Annam Road Reserve which is located at 13 Annam Road, Bayview (Figure 1).

**LOCATION:** 13 Annam Road, Bayview

**LAND OWNER:** Annam Road Reserve is community land owned by Council.

**LAND ZONE:** Public Recreation RE1. The proposal is consistent with RE1 and the Pittwater Natural Area Plan of management (which applies to this reserve).

#### **TIMING AND DURATION OF WORKS**

The timing and duration of works to establish a community garden in Annam Reserve would be determined once the processes outlined in Council's Community Gardens Policy and Guidelines (2020) are successfully completed - this includes:

- Council approves public exhibition of the proposal to establish a community garden in Annam Reserve (completed)
- Publicly exhibit the proposal (completed)
- Report to Council about the outcomes of the public exhibition
- Council approves the establishment of a community garden in Annam Reserve
- Garden group enter into an agreement (MoU) with Council for their management and development of the community garden
- Council reviews and agrees on the final garden concept plan, costings and the timing and duration of works to establish the garden
- Garden group acquires funds for the works they are responsible for as outlined in the agreement (MoU). Council approves funding through the usual budget process for work it is responsible for.
- Council reviews and agrees to the final concept plan and provides Owners Consent to commence works

#### **APPROXIMATE COST:**

The costs to establish and maintain the community garden will be determined when Council reviews the final garden concept plan (see the section above for more detail).

SECTION 3 continued (MANDATORY)

All Tables below **MUST** be completed

Table 1 will determine if the activity is Exempt Development. If the activity is Exempt Development, then no further assessment is required (other than sections 1-4).

Table 1			Yes	No
Q1	Is the activity listed as Exempt Development? (within SEPP Transport & Infrastructure 2021) If YES provide details below. For assistance please refer to a Principal Planner from the Development Assessment business unit.	<i>If YES, provide detail below and complete items 2 to 6 to determine if environmental assessment required</i> <i>If NO Continue to Table 2</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
WHY IS ACTIVITY EXEMPT: (provide details here of relevant section from exempt clauses and other relevant detail)				
WILL THE ACTIVITY:				
Q2	Involve the removal or damage to any remnant native vegetation or any construction works within Tree Protection Zones (under the drip line). <b>Note.</b> this excludes issues where there is a significant public risk posed from the vegetation. For assistance please see Natural Environment Officer in Bushland and Biodiversity team.  *The proposal may require an additional tap that is in the canopy zone.	<i>If YES to any of these items, activity is not exempt continue to Table 2- Q7.</i>  <i>If all items are NO, complete Approvals and Licences and Certifications</i>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Q3	Involve construction within 40 metres of a waterway that will impact geomorphology, groundwater, water quality or appearance of the foreshore or waterway. <b>Note.</b> This excludes the removal of built up sediment and maintenance works within drainage channels to restore the channel. For assistance please talk to the Senior Environment Officer – Catchments in Environment & Sustainability.		<input type="checkbox"/>	<input checked="" type="checkbox"/>
Q4	Have a negative impact on amenity in the area either during or post works.		<input type="checkbox"/>	<input checked="" type="checkbox"/>
Q5	Be immediately adjacent to or within a Threatened Ecological Community. (Check SEA or for assistance please talk to the Natural Environment Officer in Bushland and Biodiversity team)		<input checked="" type="checkbox"/>	<input type="checkbox"/>
Q6	Disturb more than 40m <sup>2</sup> excluding man-made surfaces (e.g./ road, sportsfield turf) and linear work such as trenching or kerb & gutter.		<input type="checkbox"/>	<input checked="" type="checkbox"/>

..continue to next page for exempt development

### Certification Exempt

I certify that the proposed activity is exempt and will be undertaken in accordance with any relevant environmental controls, standards, procedures, etc. and that any other agency requirements will be met.

Executive Manager	Business Unit	Signature	Date
-------------------	---------------	-----------	------

**Note 1:** For EXEMPT Activities no further assessment is required. However, licenses or permits from other agencies may be required please complete section 4. If the activity is exempt the Executive Manager for the business unit of the proposal should complete the above certification.

**Note 2:** It is advisable that an informal impact assessment is undertaken as a risk management measure.

**Table 2** will determine if the activity is Permissible Without Consent. If the activity is Permissible Without Consent then no Development Application is required.

Table 2			
	Assessment	Description and References	Tick box
Q7	Permitted Without Consent	<p>The activity is "Permitted Without Consent". Assessment is via Part 5 of the EP&amp;A Act 1979 and <b>Form 1 – Impact Assessment</b> is to be completed, and/or an REF prepared.</p> <p>List the relevant Clause from SEPP Infrastructure or the LEP that determined this outcome below. For assistance please refer to a Principal Planner from the Development Assessment business unit.</p>	<input checked="" type="checkbox"/>
<p><b>Why is the Activity Permitted Without Consent:</b></p> <p>The use/activity can be described as a recreation area and garden landscaping, which does not require development consent by virtue of being development "permitted without consent" under the SEPP 2021 Transport and Infrastructure as follows:</p> <p>DIVISION 12 PARKS AND OTHER PUBLIC RESERVES</p> <p><b>Clause 2.73 DEVELOPMENT PERMITTED WITHOUT CONSENT</b></p> <p>(3) Any of the following development may be carried out by or on behalf of a council without consent on a public reserve under the control of or vested in the council – (a) development for any of the following purposes –</p> <p>(ii) recreation areas and recreation facilities (outdoor), but not including grandstands. (iv) lighting, if light spill and artificial sky glow is minimised in accordance with the Lighting for Roads and Public Spaces Standard.</p> <p>(v) landscaping, including landscape structures or features (such as artwork) and irrigation systems.</p> <p>(vi) food preparation and related facilities for people using the reserve</p> <p><b>Clause 2.74 EXEMPT DEVELOPMENT</b></p> <p>(1) Development for any of the following purposes that is carried out in the prescribed circumstances is exempt development</p> <p>(a) construction, maintenance and repair of:</p> <p>(i) walking tracks, boardwalks and raised walking paths, ramps, minor pedestrian bridges, stairways, gates, seats, barbecues, shelters and shade structures,</p>			



(1) (viii) seats, picnic tables, barbecues, bins (including frames and screening), shelters or shade structures.

#### Key planning controls

Attributes (Control Codes)		
Class	Type	Description
PlanLand	05AUG17-L	Flood Risk Management Policy 2017 - Low Risk
PlanLand	05AUG17-M	Flood Risk Management Policy 2017 - Medium Risk
PlanLand	3P21	Pittwater Z1 Development Control Plan
PlanLand	544	SEPP 44 Koala Habitat Protection
PlanLand	SINFam2016	DRAFT SEPP Infrastructure Amend Review 2016
PlanLand	5MPE	SEPP Mining Petroleum Prod& Extractive Ind 2007
PlanLand	5SR	SEPP (State & Regional Development) 2011
PlanLand	5SSD	SEPP State Significant Precincts 2005
PlanLand	5TMP	SEPP Miscellaneous Consent Provisions 2007
PlanLand	5VNRA	SEPP Vegetation in Non-Rural Areas 2017
PlanLand	620	Deemed SEPP - Hawkesbury-Nepean River
PlanLand	986	149 Response - Subject to Acquisition - Negative
PlanLand	989	149 Response - Road Widening - Negative
SILEP	ASS-05	Acid Sulfate Soils Map - Class 5
SILEP	BIO	Biodiversity Map
SILEP	HOB-1	Height of Buildings Map - I Maximum 8.5m
SILEP	LAP	Land Application Map
SILEP	LZN-RE1	Land Zoning Map - RE1 Public Recreation
P21DCP-BC	MDCP001	Pittwater LGA including the Pitt Waterway
P21DCP-BC	MDCP014	Flood Prone Land
P21DCP-BC	MDCP037	NOT the Pitt Waterway or WV Land Release Area
P21DCP-BC	MDCP039	NOT the Pitt Waterway/Scotland Is/Western FS
P21DCP-BC	MDCP047	NOT the Pitt Waterway
P21DCP-BC	MDCP053	NOT PittWway:WVLRRelease:AdjBushRes:NewpCtr: EHVC
P21DCP-BC	MDCP065	Wildlife Corridor (excl. Cat1/Cat2/Core Species)
P21DCP-BC	MDCP078	NOT Heritage item/area & NOT in vicinity
P21DCP-BC	MDCP080	Scenic Protection - General
P21DCP-D04	MDCP080d	Church Pt/Bayview - Scenic Protection - General
P21DCP-BC	MDCP081	NOT PittWway / NewpCtr / WV Land Release / EHVC
P21DCP-BC	MDCP082	NOT Newport Commercial Centre / EH Village Centre
P21DCP-BC	MDCP091	NOT Pitt Waterway / WV Land Release Area / EHVC
P21DCP-BC	MDCP092	NOT Pitt Waterway or Elanora Heights Village Centr
P21DCP-BC	MDCP093	Pittwater LGA & the Pitt Waterway NOT incl EHVC
P21DCP-BC	MDCP094	Section 94 - Residential Development
P21DCP-D04	MDCP250	Church Pt/Bayview Locality
P21DCP-D04	MDCP255	Church Pt/Bayview - NOT Flora&Fauna Cat 1/2 Area

Figure 5. Key attributes and planning controls. Ref. Council's Spatially Enabled Application (SEA)

Q8	Permitted With Consent	The activity is Permitted With Consent – a Development Application to be prepared and lodged with Council under Part 4 of the EP&A Act.	<input type="checkbox"/>
----	------------------------	---	--------------------------

#### SECTION 4 – Approvals from other Agencies

(MANDATORY)

Table 3 will identify what approvals, licenses and permits from other Agencies are required to undertake the proposed works. These approvals, permits and licenses MUST be obtained prior to the commencement of works. In some instances the agencies may request an Environmental and/or Species Impact Statement prior to granting approval.

Table 3			
Is the activity:	Approval required		If Yes
	YES	NO	
Working within or impacting on Threatened Species/Populations and/or Threatened	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Must complete an REF and depending on the assessment the

Ecological Communities and/or causing any possible damage to those threatened species or communities. For assistance check SEA or for assistance please talk to the Natural Environment Officer in Environment & Sustainability			proposed works may require a license from Office of Environment & Heritage (OEH).
Working near Aquatic Reserves, Aquatic Habitat or damaging any marine vegetation such as sea grass, mangroves, etc. For assistance please talk to the Senior Environment Officer in Environment & Sustainability	<input type="checkbox"/>	<input checked="" type="checkbox"/>	A Permit from the Department of Primary Industries is required.
Dredging of water or banks of creeks	<input type="checkbox"/>	<input checked="" type="checkbox"/>	A Permit from the Department of Primary Industries is required
Working within the 'place' of a Heritage Item identified under the NSW Heritage Act	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Refer to Councils Heritage Officer
Working near known aboriginal relics, places, or potential Aboriginal relics or places – Check with the Aboriginal Heritage Office. see APPENDIX 2 Aboriginal heritage potential desktop assessment checklist	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Must notify the Office of Environment and Heritage prior to commencing works
Working on vacant Crown Lands not under Council Control and/or Council not Trustee - check with the property office.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Permission must be sought from the Department of Primary Industries
Working on a Classified Roads – not under a current maintenance program	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Approval required from NSW Roads and Maritime Services
If polluting a waterway ie. dewatering, herbicide application, etc	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Licence from the Office of Environment and Heritage
Check Dial Before You Dig to identify any services that may be impacted	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Contact the relevant service authority
On the open coast or estuary. Assistance can be provided from the Coast & Catchments team in Environment & Climate.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Approval from the Office of Environment and Heritage may be required.
On land which is not owned or controlled by Council.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Contact the landowner to obtain approval

***Certification Sections 1-4***

I certify that the above information in **Sections 1 to 4** is correct and I have endeavoured to clarify that all requirements have been met.

<b>Project Officer</b>	<b>Business Unit</b>	<b>Signature</b>	<b>Date</b>
			5.9.2023

**SECTION 5 – Form 1-REF - Consideration of Impacts of the Activity (MANDATORY if Q7 in Table 2 is YES)**

**Notes:**

1. This Form 1 & Form 2 must be completed and evidence provided (you can refer to and attach additional documents to this assessment)
2. Assessment of all impacts must be provided; reason and justification for answers must be provided.
3. For all construction impacts of Minor or greater possible impacts, mitigation measures must be included and a final Impact determined. Additional information detailing justification and/or mitigation of the impact may need to be referenced, provided and attached to the assessment.
4. Possible impact is to be determined utilising the descriptions in the table below.
5. Construction impact - refer to all activities of undertaking the works, ongoing impacts, cumulative impacts, maintenance and permanent impacts.

1 - Negligible	2 - Minor	3 - Moderate or Greater
Does not create a nuisance	Creates a temporary nuisance	Creates a continuous or ongoing nuisance
Impacts contained within work site	Impact short term/localised, for life of project	Impact ongoing/long term or widespread impact
No detectable/noticeable change	Measurable change/may be offensive	Obvious change/offensive
Complies with industry guidelines	Exceeds industry guidelines (minor)	Exceeds industry guidelines (major)
Reasonable inconvenience/financial loss	Sustained/short term inconvenience/financial loss	Unacceptable inconvenience/financial loss
Change but similar to original land use	Slight or temporary change to land use	Transforms a locality permanently
No damage to heritage items or native flora or fauna	Heritage items or native flora and fauna able to be repaired/rehabilitated	Permanent damage/loss of a heritage item/flora or fauna from an area
No foreseen increase to risk from natural hazards	Slight increase to risk from natural hazards	Major increase to risk from natural hazards
Waste disposed/recycled of at licensed waste facility or reused immediately	Waste stockpiled with end use unknown, potential for temporary impact to air, soil, water	Long term contamination of air, soil or water due to waste disposal
No remediation required following work to prevent/remove pollution	Minor /short term site remediation required at completion of work to prevent/remove pollution	Extensive site remediation required over extended timeframe to prevent/remove pollution (e.g. soil or water contamination, severe soil erosion, large scale revegetation)

**FORM - 1 REF – To address Part 8, Clause 171(2) Factors from the EP&A Regulation 2021**

**FORM 1 - IMPACT ASSESSMENT**

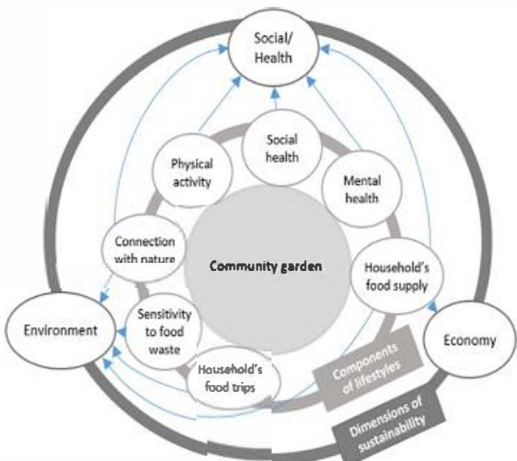
	Description	Construction Impact			Mitigation Measures (detail measures)	Ongoing Impact		
<b>A</b>	<b>Any environmental impact on a community</b> <i>eg Social, economic and cultural impacts</i>							
	Impacts of the activity are considered minor: impacts are localised and will extend for the life of the project.	1	2	3	<p>The project was publicly exhibited between 26 April and 28 May 2023. Feedback received was taken into consideration prior to proposing the approval of an area to be dedicated for a community garden.</p> <p>The proposed location of the garden was amended in consultation with immediate neighbours to limit potential impacts.</p> <p>Should the proposal be approved by the Council, noise will be managed in accordance with the Protection of the Environment Operations Act, 1997 No 156.</p> <p>It is proposed that garden activities are restricted to 7am to 7pm.</p>	1	2	3
	The community garden and its activities may have some impact on adjoining residences e.g. from noise	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Overall the activity is anticipated to have a positive impact socially, culturally, economically and culturally.							
<b>B</b>	<b>Any transformation of a locality</b> <i>eg. Human and non-human environment</i>							
	Impacts of the activity are considered minor: the activity will change the use of a portion of the locality/Reserve from turf into a community garden and related activities.	1	2	3	<p>To minimise transformation of the locality, the community garden is proposed to be located in the southern area of the Reserve. This retains the majority of the open space for the wider community.</p>	1	2	3
		<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>C</b>	<b>Any environmental impact on the ecosystems of the locality</b> <i>Flora, fauna, ecological integrity, biological diversity, connectivity/fragmentation, air, water including hydrology, soil</i>							

<p>The key site attributes and the associated planning controls are provided in Table 2, Figure 5. The most relevant controls are summarised below:</p> <p>Impacts of the activity are considered minor.</p> <p>The Reserve contains stands of canopy trees particularly Turpentine trees (<i>Syncarpia glomulifera</i>) along the northern and eastern boundaries. However, the proposed community garden consists mostly of soft landscaping located on turf and distanced four metres from the tree trunks on the eastern side of the Reserve. See Figure 1 on page 3. The construction of the community garden by the group and their ongoing activities are not expected to impact negatively on the site ecosystems.</p> <p>The Reserve is mapped as Biodiversity under the Pittwater LEP 2014. (See Figure 9). A portion of the site is mapped as Littoral Rainforest Proximity area under the Coastal Management SEPP.</p> <p>The site is mapped as a Wildlife Corridor (excl. Cat1/Cat2/Core Species) under the Pittwater 21 DCP.</p> <p>The site is not mapped as having any threatened native vegetation communities, and there are no previous records of threatened species at the site.</p> <p>There is potential fauna and threatened species associated with the adjoining bushland within the neighbouring golf course and Barkala estate lands.</p> <p>A locally significant species that may frequent the site is the long-nosed bandicoot and perhaps other ground fauna such as blue tongued lizards or water dragons etc.</p> <p>The site is listed as Koala Habitat Protection in the SEPP 44. (Ref. SEA).</p>	<p>1</p> <p><input type="checkbox"/></p>	<p>2</p> <p><input checked="" type="checkbox"/></p>	<p>3</p> <p><input type="checkbox"/></p>	<p>An agreement with Council will require the community garden be located on the turf area, away from the canopy trees.</p> <p>Council's arborists suggested a four-metre buffer between the eastern boundary of the garden and the existing canopy trees. They also suggested that the northern boundary of the community garden be located clear of the canopy to provide solar access.</p> <p>Council's arborists will comment on the location of a tap within the canopy zone and supervise this work if required. Canopy trees will be protected in accordance with AS4970-2009.</p> <p>Water quality – the agreement with the garden group will specify that stockpiles of soil will be covered with fabric.</p> <p>The site's acid Sulphate Class 5 does not require any risk mitigation measures as advised by Northern Beaches Council Environment Health department.</p> <p>No poisons are to be used on the site that might impact native fauna. Should plantings need to be protected from herbivory then a physical exclusion measure such as mesh or wire is to be used to keep native animals out of the vegetable patches or the like. Fauna friendly netting is to be used.</p> <p>All existing canopy trees will be retained. This is consistent with the principles of the Koala SEPP 2021 which requires koala habitat to be properly considered during the development process and for council's to strategically manage koala habitat through koala plans of management.</p>	<p>1</p> <p><input checked="" type="checkbox"/></p>	<p>2</p> <p><input type="checkbox"/></p>	<p>3</p> <p><input type="checkbox"/></p>
---	--	---	--	--	---	--	--

Annam Road Reserve is not impacted by flooding. Although the northern and southern boundaries may be subject to flooding.												
<b>D</b>	<b>Any reduction of the aesthetic, recreational, scientific or other environmental quality or value of a locality</b> <i>eg Visual, recreational, scientific and other</i>											
Impacts of the activity are considered minor.				1	2	3	The proposed location of the garden is such that it does not abut neighbouring resident's fences. The revised location has been discussed with interested neighbours. The concept plan will consider a design that is sympathetic to its location. The garden group will be required to ensure the garden is appropriately maintained to ensure visual amenity is not unreasonably impacted. Council will inspect the garden regularly.			1	2	3
<p>The existing visual amenity of the Reserve is characterised as a large area of parkland (4234m<sup>2</sup>) with canopy trees lining the boundaries. It is anticipated that the community garden will not be visually prominent from the street.</p> <p>The community garden will change the aesthetic and visual quality of the Reserve from within and for adjoining properties - from turf / parkland to part developed garden.</p> <p>The applicant's members include landscapers and artists. Their vision is to create a formal garden as a place for gardening and socialising.</p>				<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>				<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>E</b>	<b>Any effect on a locality, place or building having aesthetic, anthropological, archaeological, architectural, cultural, historical, scientific or social significance or other special value for present or future generations</b> <i>eg Aboriginal heritage (including intangible cultural significance), architectural heritage, social/community values and identity, scenic values and other</i>											
Cultural, historical, archaeological etc values are considered negligible.				1	2	3	The proposal and the concept plan has been developed to enhance the visual amenity, aesthetic values and recreational opportunities of the park. Council is required to approve the final concept plan and will monitor the ongoing management of the garden to ensure Council's requirements are met.			1	2	3
<p>There are no recorded Aboriginal heritage sites located within the Reserve.</p> <p>The parkland has recreational and aesthetic value for local residents. Much of the original parkland would be retained for other uses.</p>				<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

F	<b>Any impact on the habitat of protected animals (within the meaning of the Biodiversity Conservation Act 2016)</b> <i>eg Listed species and habitat requirements/ critical habitat</i>								
	There are no threatened species recorded at Annam Road Reserve.	1	2	3	N/A	1	2	3	
		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
G	<b>Any endangering of any species of animal, plant or other form of life, whether living on land, in water or in the air</b> <i>eg Listed species, non-listed species and key threatening processes</i>								
	Potential impacts are considered minor.	1	2	3	Mitigation measures for protecting animals, plants and other forms of life are provided in this Table under Item C.	1	2	3	
		<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	



H	Any long-term effects on the environment <i>eg Ecological, social and economic</i>								
	1			2			3		
<p>Potential negative impacts of the activity are considered negligible.</p> <p>Some of the positive impacts of a community garden include linking people with nature, growing healthy organic vegetables, growing food locally (avoiding transport footprint), recycling food waste. Opportunities for socialising and connecting people are foreseen which can provide well being benefits.</p> <p>Community gardens promote sustainable lifestyles. See image below.</p> <div data-bbox="398 707 913 1169">  </div> <p><a href="https://bmcpublihealth.biomedcentral.com/articles/10.1186/s12889-019-6815-0/figures/1">https://bmcpublihealth.biomedcentral.com/articles/10.1186/s12889-019-6815-0/figures/1</a></p>	<input checked="" type="checkbox"/>			<input type="checkbox"/>			<input type="checkbox"/>		
	<input checked="" type="checkbox"/>			<input type="checkbox"/>			<input type="checkbox"/>		

<b>I</b>	<b>Any degradation of the quality of the environment</b> <i>eg Ecological, social and economic</i>	1	2	3		1	2	3
	Negative impacts of the activity are considered negligible. The works are aimed at improving the social, recreational and aesthetic values of the park through providing an inclusive garden space for all to enjoy, either as members or as visitors.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Any works in the garden would be reversible in that the community garden could be removed in the future and turf reinstated should that be required by Council.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>J</b>	<b>Any risk to the safety of the environment</b> <i>eg Public health, contamination, bushfire, sea level rise, flood, storm surge, wind speeds, extreme heat, urban heat and climate change adaptation</i>							
	Negative impacts of the activity on public health and the environment are considered negligible.  In contrast, positive impacts include: Improved community health, through social and educational opportunities as well as gardening as a form of exercise. Improved sustainability through providing a local healthy food source by organic means and composting food waste.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>K</b>	<b>Any reduction in the range of beneficial uses of the environment</b> <i>eg Natural resources, community resources and existing uses</i>							
	Negative impacts of the activity are considered negligible.  Much of the original parkland would be retained. The community garden would provide added value by providing food resources for members and education on growing food for visitors.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>A community garden would provide additional resources through the provision of fresh, organic food for families, reduced food transport, sustainable practices such as composting, worm farming, and most community gardens operate a "swap and drop" facility (compost neighbourhood kitchen scraps).</p> <p>Community gardens offer beneficial social outcomes. They help to build strong communities. They provide opportunities for people with a common interest in gardening and the environment to come together.</p> <p>Community gardens provide a venue for local schools to meet the requirements of the NSW Government's "Kitchen gardening for sustainability and wellbeing" K to 6 syllabus.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

L	<b>Any pollution of the environment</b> <i>eg Air (including odours and greenhouse gases); water (including runoff patterns, flooding/tidal regimes, water quality health); soil (including contamination, erosion, instability risks); noise and vibration (including consideration of sensitive receptors); or light pollution</i>								
	Issues relating to air, water, vibration and light are considered minor.	1	2	3	The garden group will need to move materials (manually) from the nature strip / road to their site. In some instances (such as garden soil, compost and mulch), the materials may need to be delivered and stored (short term) on the nature strip. In these situations, the group will be required to apply through the "Place Building Materials on Footpaths Application 20/21" online form and pay the associated fees. Materials that could cause dust will need to be covered by a fabric. Noise mitigation measures are covered in this Table under Item A. All relevant legislation and Council policies and directions are to be adhered to.	1	2	3	
	Soil delivered and stockpiled on the nature strip or site before use could create some dust for neighbouring residences	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Various levels of noise will occur during construction, gardening activities and socialising.								

<b>M</b>	<b>Any environmental problems associated with the disposal of waste</b> <i>eg Transportation, disposal and contamination</i>	1	2	3	No environmental problems due to waste disposal are anticipated.	1	2	3
		<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The garden group will be responsible for the removal of day-to-day waste.  Council can assist with vegetation waste removal for larger amounts as agreed.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>N</b>	<b>Any increased demands on resources (natural or otherwise) that are, or are likely to become, in short supply</b> <i>eg Land, soil, water, air, minerals and energy</i>	1	2	3	N/A	1	2	3
	No demands on resources that are in short supply are anticipated.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>O</b>	<b>Any cumulative environmental effect with other existing or likely future activities</b> <i>eg Existing activities and future activities</i>	1	2	3	N/A	1	2	3
	There are no other future activities proposed for the reserve.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	No cumulative environmental effects are anticipated.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>P</b>	<b>Any impact on coastal processes and coastal hazards, including those under projected climate change conditions</b> <i>eg Coastal processes and hazards (impacts arising from the proposed activity on coastal processes and hazards and impacts on the proposed activity from coastal processes and hazards), climate scenarios</i>	1	2	3	N/A	1	2	3
	The site is not on the coast. No impact on coastal processes and hazards are anticipated.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q	<b>Any applicable local strategic planning statement, regional strategic plan or district strategic plan made under Division 3.1 of the Act (EP&amp;A Act 1979, Part 3.1 Strategic Planning)</b> <i>eg Issues, objectives, policies and actions identified in local, district and regional plans</i>								
	The community garden proposal is consistent with the following outcomes  <b>Towards 2040 – Local Strategic Planning Statement</b>  The community garden is consistent with Priorities under the chapters Sustainability, Efficiency, Liveability and Great places, including the following priorities:  Greener urban environments (Priority 5)  High quality open space for recreation (Priority 6)  Provide community facilities and services that meet changing community need (Priority 11)  An inclusive, healthy, safe and socially connected community (Priority 12)  A community enriched through the arts and connected through creativity (Priority 14)	1	2	3	N/A	1	2	3	
		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
R	<b>Any other relevant environmental factors</b> <i>eg Any other factors relevant in assessing impacts on the environment to the fullest extent</i>								
	No other relevant environmental factors are anticipated. There is potential for improved vehicle and pedestrian access which would be addressed through a separate process should it be pursued.	1	2	3	There is potential for improved vehicle and pedestrian access which would be addressed through a separate process should it be agreed with Council to consider.	1	2	3	
		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

**FORM 2 Declarations**

**(MANDATORY)**

Declarations	YES	NO
Sustainability Principles have been applied to the assessment of Environmental, Social, and Economic factors of this project. See Item H.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
This Impact Assessment provides a true and fair review of the proposal in relation to its likely affects on the environment. It addresses, as best as possible, the impacts affecting or likely to affect the environment as a result of the activity. It provides sufficient information to determine whether this is likely to be a significant impact on the environment as a consequence of the activity.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Alternate methods, activities or designs been investigated for alternate method of delivery for all activities other than Level 1 Impacts.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Community Consultation has been undertaken as per the Community Engagement Framework. * Community consultation will be undertaken should the consultation be endorsed by Council for public exhibition	<input checked="" type="checkbox"/>	<input type="checkbox"/>
The implementation of the recommended mitigation measures will minimise the identified impacts/risks.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
All material supporting the assessment has been detailed in the assessment of the item above with a copy attached to this assessment, this is detailed in Addendum 1.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
A risk assessment will be undertaken to ensure that Work Health and Safety requirements are met on the site at all times.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
This environmental review (and a formal REF if required) must be published on Council's website, before activity commences, if any of the following are true - Environmental Planning and Assessment Regulation 2021 (Part 8, clause 171 (4). Refer to legislation to check other requirements... <a href="https://legislation.nsw.gov.au/view/pdf/asmade/sl-2021-759">https://legislation.nsw.gov.au/view/pdf/asmade/sl-2021-759</a>		
(a) the activity has a capital investment value of more than \$5 million, or	<input type="checkbox"/>	<input checked="" type="checkbox"/>
(b) the activity requires an approval or permit as referred to in any of the following provisions before it may be carried out—		
(i) Fisheries Management Act 1994, sections 144, 201, 205 or 219,	<input type="checkbox"/>	<input checked="" type="checkbox"/>
(ii) Heritage Act 1977, section 57,	<input type="checkbox"/>	<input checked="" type="checkbox"/>
(iii) National Parks and Wildlife Act 1974, section 90,	<input type="checkbox"/>	<input checked="" type="checkbox"/>
(iv) Protection of the Environment Operations Act 1997, sections 47–49 or 122, or	<input type="checkbox"/>	<input checked="" type="checkbox"/>

(c) the determining authority considers that it is in the public interest to publish the review.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
--	-------------------------------------	--------------------------

<b>SECTION 6 – Assessment Result</b>	<b>(MANDATORY)</b>
--------------------------------------	--------------------

Based on the information in Section 5 (ie Forms 1 and 2), the assessment results in the following LEVEL of impact (tick one of the following):

- ☐ LEVEL 4: All items assessed as 1 Negligible Impact - **NO FURTHER ASSESSMENT REQUIRED** - Proceed to Section 7
- ☒ LEVEL 3: Some items assessed as 2 Minor Impact and others as 1 Negligible with proposed mitigation - **CURRENT ASSESSMENT ADEQUATE** – Proceed to Section 7
- ☐ LEVEL 2: Any item assessed as 3 Moderate or Greater Impact and/or any works occurring in Endangered Ecological Communities or impacting species as Scheduled in the Biodiversity Conservation Act – a formal **REVIEW OF ENVIRONMENTAL FACTORS REQUIRED** addressing these issues and attach to this assessment. - Proceed to Section 7
- ☐ LEVEL 1 – In the assessment numerous items are assessed as 3 Moderate or Greater Impact and deemed to have environmental and/or other impact determined as significant by any consent authority (including Council officers) as determined in Part 5 of the *Environmental Planning and Assessment Act 1979* (listed SECTION 4 – Approvals and Other Agencies) - **ENVIRONMENTAL and/or SPECIES IMPACT STATEMENT REQUIRED**. This requires a report to Council with concurrence of the relevant agency. No self-determination possible. For assistance please speak to a Principal Planner from the Development Assessment unit. - Proceed to Section 7

<b>SECTION 7 – Consultation</b>	<b>(MANDATORY)</b>
---------------------------------	--------------------

The level of consultation and engagement required is to be determined by Council's community engagement matrix (from Community Engagement Framework).

<https://www.northernbeaches.nsw.gov.au/council/publications/policies/community-engagement-policy>

In accordance with Council's Community Engagement Matrix, the level of community consultation required for the proposed community garden is assessed as "Level 4. Lower Impact – Local". This is because, the project involves a small change or improvement to a facility at the local level.

Should the project be approved by the Council for public exhibition, the consultation will include:  
Public exhibition for a minimum of 28 days and will include:



- Letters to residents and other stakeholders
- On site signs
- On site meeting where the proposed area for the community garden will be pegged out on site as a visual aid
- A Your Say project page with an online submission form
- Submissions will also be accepted via email and post.
- Submissions will be reviewed and reported back to the Council.

**SECTION 8 – Approval (If proposal permissible without consent)**

**(MANDATORY)**

**8.1 REVIEW OF ENVIRONMENTAL FACTORS**

Tick the option which accurately reflects the requirements of a Review of Environmental Factors for the proposal:

- ☒ A formal Review of Environmental factors is not required. This REF document is satisfactory considering the low impact nature of the proposal.
- ☐ A formal Review of Environmental factors is required and has been submitted and is attached.
- ☐ A formal Review of Environmental factors has been submitted, it is considered that the overall impact on the environment is significant. The proposal should not proceed until an Environmental and/or Species Impact Statement is prepared and approved.

**Project Officer**

[Redacted]

**Business**

[Redacted]

**Signature**

[Redacted]

**Date**

5/9/2023

## 8.2 DETERMINATION


For proposal that is “permitted without consent” the following Decision Statement is required.

*The determination is undertaken by an authorised person - an individual authorised by the determining authority to determine the proposal under Division 5.1 of the EP&A Act and Part 8, Division 1 of the EP&A Regulation. That authorised person will produce a decision statement.*

- A. For proposal that is “permitted without consent” with Level 3 or 4 impact, under current delegations any Executive Manager in the Transport & Assets directorate may provide determination.

- the proposed activity ~~is~~/is not likely to have a significant impact on the environment and therefore an EIS ~~is~~ / is not required
  - the proposed activity ~~will~~/will not be carried out in a declared area of outstanding biodiversity value and ~~is~~/is not likely to significantly affect threatened species, populations or ecological communities, or their habitats or impact biodiversity values, meaning a Species Impact Statement (SIS) and/or a Biodiversity Development Assessment Report (BDAR) ~~is~~/is not required
  - the proposed activity may/~~may not~~ proceed and the reasons for the decision
  - mitigation measures are/~~are not~~ required to eliminate, minimise or manage environmental impacts, indicating where in the REF document the mitigation measures are set out, as well as any additional mitigation measures and/or conditions required and the reasons for these mitigation measures and conditions. (Note, the mitigation measures relate to impacts are considered either negligible or minor)
  - A determining authority may also choose to note whether referral to the Commonwealth Department of Agriculture, Water and the Environment has been considered.
- If a SIS and/or BDAR is prepared, and the determining authority is a Minister, the decision statement will identify any recommendations from the Environment Agency Head or the Primary Industries Head that have not been accepted.

The proposal has been assessed and can proceed, subject to the inclusion of the stated mitigation measures below (if any):

Acting Executive Manager	Business Unit	Signature	Date
Jeremy Smith	Parks and Recreation		3 September 2023

- B. For proposal that is “permitted without consent” with Level 2 (Section 6) proposals, under current delegations endorsement from the **Executive Manager Development Assessment (or delegate)** is required.

**In this case, this completed form is to be forwarded to the Development Assessments team who will review and determine with conditions (as appropriate) by provision of a separate memo.**

NA

**APPENDIX 1****Biodiversity Conservation Act 2016 – Part 7 Division 1 Section 7.3**

7.3 Test for determining whether proposed development or activity likely to significantly affect threatened species or ecological communities, or their habitats

(1) The following is to be taken into account for the purposes of determining whether a proposed development or activity is likely to significantly affect threatened species or ecological communities, or their habitats:

- a) in the case of a threatened species, whether the proposed development or activity is likely to have an adverse effect on the life cycle of the species such that a viable local population of the species is likely to be placed at risk of extinction,
  - b) in the case of an endangered ecological community or critically endangered ecological community, whether the proposed development or activity:
    - i. is likely to have an adverse effect on the extent of the ecological community such that its local occurrence is likely to be placed at risk of extinction, or
    - ii. is likely to substantially and adversely modify the composition of the ecological community such that its local occurrence is likely to be placed at risk of extinction,
  - c) in relation to the habitat of a threatened species or ecological community:
    - i. the extent to which habitat is likely to be removed or modified as a result of the proposed development or activity, and
    - ii. whether an area of habitat is likely to become fragmented or isolated from other areas of habitat as a result of the proposed development or activity, and
    - iii. the importance of the habitat to be removed, modified, fragmented or isolated to the long-term survival of the species or ecological community in the locality,
  - d) whether the proposed development or activity is likely to have an adverse effect on any declared area of outstanding biodiversity value (either directly or indirectly),
  - e) whether the proposed development or activity is or is part of a key threatening process or is likely to increase the impact of a key threatening process.
- (2) The Minister may, by order published in the Gazette with the concurrence of the Minister for Planning, issue guidelines relating to the determination of whether a proposed development or activity is likely to significantly affect threatened species or ecological communities, or their habitats. Any such guidelines may include consideration of the implementation of strategies under the Biodiversity Conservation Program.

## APPENDIX 2

### Aboriginal heritage desktop assessment checklist (direct reference from Aboriginal Heritage Office)

<b>1. Check Aboriginal heritage potential mapping and Aboriginal site data</b>				
a) What level of potential is the subject area in	<input type="checkbox"/>		Very High	
	<input type="checkbox"/>		High	
	<input checked="" type="checkbox"/>		Moderate	
	<input type="checkbox"/>		Low	
	<input type="checkbox"/>		Very Low	
<b>Comments:</b> The area is mapped as having moderate potential for Aboriginal heritage, however, this is unlikely given that they area is disturbed.				
b) Are there registered Aboriginal site within or within the vicinity of the subject area?	<input type="checkbox"/>	Immediate vicinity		
	<input type="checkbox"/>	Within 100-200m		
	<input checked="" type="checkbox"/>	Not recorded nearby		
<b>Comments:</b> No known Aboriginal sites are recorded within the subject area				
<b>2. Check landscape features present in the subject area</b>				
a) Are any of the following features present in the subject area? No	<input type="checkbox"/>	Watercourses (creek lines, drainage lines even if ephemeral)		
	<input type="checkbox"/>	Foreshore		
	<input type="checkbox"/>	Cliff lines or boulders (higher than 1m)		
	<input type="checkbox"/>	Overhangs or caves		
	<input type="checkbox"/>	Level sandstone outcrops (>2m <sup>2</sup> )		
	<input type="checkbox"/>	Deep sandy deposits		
<b>Comments:</b> The site does not contain these features.				
b) What is the land use history of the subject area? The center of the site has been cleared of vegetation, turfed and maintained as mown parkland. The north, east and western boundary areas contain local native canopy trees.	<input type="checkbox"/>	Heavily modified		
	<input checked="" type="checkbox"/>	Moderately modified		
	<input type="checkbox"/>	Limited modification		
	<input type="checkbox"/>	No known modification		
<b>Aboriginal heritage potential identified:</b>		<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	<input type="checkbox"/> unsure
<b>If yes/unsure, refer to AHO</b>		Date referred:		
<b>If no, works may proceed with caution</b>				

If the garden is supported by Council a Memorandum of Understanding (MoU) between Council and the garden group would be established. The MoU would include, among other things, the mitigation measures listed in this document. The mitigation measures in this document aim to protect the aesthetic values, the natural environment, and the amenity of the Reserve and are supported by the garden group.