

**MANLY COUNCIL SUBMISSION TO PARLIAMENTARY STANDING COMMITTEE ON  
PUBLIC WORKS**

**AUSTRALIAN INSTITUTE OF POLICE MANAGEMENT REDEVELOPMENT,  
NORTH HEAD MANLY NSW**

This submission has been prepared in response to the referral made by the Australian Institute of Police Management (AIPM) of its proposal for redevelopment of the land it occupies on North Head, Manly, NSW.

Manly Council has a number of significant issues and community concerns with the proposed development. These are explained below:

**Identification of the Need:**

The submission states that the objective of the proposal is to "substantially improve the operational efficiency and long term sustainability of the AIPM, expand functional capacity, modernize security and to the extent possible achieve compliance with relevant current codes and standards."

Manly Council submits that the site on which the AIPM is currently situated, is land on the National Heritage List, including all of North Head, and is historically part of the Quarantine Station which occupied the majority of North Head from the early 1830s. The proposal to add a substantial increase in floorspace on the site (an increase of 60%) in the form of two and three storey buildings will have a negative impact on the heritage values of the place. The original buildings have been altered by the AIPM but generally retain the small scale single storey character which was typical of the Quarantine Station buildings, with the exception being a modern addition by the AIPM.

Council questions the appropriateness of the redevelopment of the buildings as proposed given the heritage significance of the site and also questions the suitability of the site to meet the above stated objective of the AIPM in proposing the redevelopment of the site.

While the relocation option would not continue the police connection to the site, it is noted that the Police College has occupied the site since 1960, and the land is historically part of the Quarantine Station and has considerably longer ties to the Station. The Seamen's Isolation Hospital was erected during World War 1 (1918). The scale of the buildings is also similar to those on Quarantine Station, and in their village like distribution.

**Land Tenure:**

The referral states on page 6 that the Australian Police College has utilized the facilities at the site since 1957-1960 under a written agreement between the Commonwealth and New South Wales governments documented by an exchange of letters dated April 1979. This agreement permitted the Commonwealth to continue to use the site as a "police college" until it became surplus to Commonwealth requirements.

Council is aware that the land on which the AIPM facilities are situated is Crown land belonging to NSW which the Commonwealth was given the right to occupy by virtue of the 1910 agreement between NSW and the Commonwealth, after Federation, which provided for the use of land on North Head for the purposes of Defence and Quarantine until it was no longer required for those uses. In 1984 the agreement was varied upon the return of part of the land on the former Quarantine Station excluding the site of the Australian Institute of Police Management and the former School of Artillery. The 1984 Agreement makes specific reference to the use of the land by the Commonwealth for the purposes of Defence and Quarantine. The agreement is silent on the use of the land for the purposes of a Police College and therefore it is considered essential that the land tenure be clarified by reference to the 1979 letter referred to in the AIPM Referral and also the 1984 agreement.

Manly Council has written to the AIPM seeking clarification of the land tenure and requesting a copy of the 1979 letter referred to in the AIPM submission. **Refer Attachment 1.**

The AIPM conference facilities are advertised as one of the four major conference venues in Manly. Council is concerned that the use as a public function and conference centre exceeds the use as a "Police College" referred to above and the scale of the proposal having 55 queen sized bed rooms (together with 5 flexible modular spaces including kitchenette and separate bedroom) is approaching that of a commercial conference centre rather than a police college. **Refer Attachment 2.** The submission states on page 20 "while primarily focused on improving the operating environment of the AIPM rather than increasing revenue" and "a small increase in net revenue may result from the institute's increased operating capability."

Council considers that the proposed facilities have the potential to operate on a commercial basis with any police college use becoming a minor element of the activities, and having significant impacts beyond the capacity of the site to absorb.

**Heritage listings:**

The whole of North Head has recently been placed on the National Heritage List (12 May 2006) and the impact of the proposal by AIPM on the heritage significance of the place must be considered by the relevant government authorities prior to approval being granted.

North Head, Manly is characterized by its great cultural richness, diversity and natural significance. The AIPM was established in the buildings of the former Seamen's Isolation Hospital in 1960. The AIPM site is part of the original Quarantine Station lands which occupied a large proportion of North Head from 1833. The Quarantine Station is listed on the NSW State Heritage Register. The former School of Artillery lands, were also originally part of the Quarantine Station and are managed by the Sydney Harbour

Federation Trust. The School vacated that site in 1997. The only remaining use on the former School of Artillery site on North Head is the North Fort Artillery Museum.

The submission by AIPM states that a Heritage Assessment, Ecological Assessment and Heritage Impact Assessment have been carried out but have not been made available. Council believes that this information should be made available to the public, including the brief for these studies.

**Potential Negative Environmental Impacts:**

This is a relatively small site (1.7 ha). It has Aboriginal, Non-Aboriginal and Natural heritage significance at the National level. The referral does not acknowledge the significance of the first contact between Europeans and Aboriginal people that took place on the adjoining Collins Beach in 1788. The view of Collins Beach and the AIPM site cliffs is depicted in the 1790's painting by Bradley. (Bradley, "A Voyage to New South Wales" published by the Trustees of the Public Library of NSW.)

The scale of the existing 1916 buildings conveys the heritage of the small scale Isolation Hospital and the special nature of the site which lay in its relative isolation. Their scale is an appropriate buffer between the adjoining Quarantine Station site and the unchanged historic landscape of Collins Beach. The proposed development is not compatible with the scale of the historic buildings on the site.

The Council is also concerned regarding the impact of the proposed redevelopment on the sensitive environment of the North (Sydney) Harbour Aquatic Reserve and its threatened species which has not been addressed. This reserve is of national significance (see Environment Australia's "Terrestrial and Marine Protected Areas in Australia, 1997" which shows it as an IUCN category VI Reserve. This categorization requires such an unmodified natural system to be managed sustainably to ensure long-term protection and maintenance of biological diversity. Any development must have "no net impact".

The first paintings of marine species in Australia were painted in 1837 in Spring Cove by Dr James Stuart, one of the first doctors at the Quarantine Station. (Collection in the Mitchell Library, Sydney). The antechinus stuartii was identified by Dr Stuart in Spring Cove in 1837.

The AIPM site is surrounded by Sydney Harbour National Park, which is managed by the Parks & Wildlife Division of the NSW Department of Environment and Conservation (DEC).

The proposal acknowledges the threatened population of Long-Nosed Bandicoots in Manly which is the only remaining colony in Sydney Harbour. The referral records the significant presence of bandicoots on the site but fails to provide for habitat enhancement by decreasing the total area of foraging habitat and also increasing the intensity of human activity on the site.

The Council wishes to signal the importance of the AIPM site for the threatened population of Little Penguins. The largest number of breeding pairs on North Head is located directly below the AIPM. Until recently penguins were nesting in the "grounds" of the AIPM in the vicinity of the proposed deck. This population has less than 50 breeding pairs. (Reference Manly Daily article September 2004) and is extremely vulnerable to any disturbance (noise and light).

There is a water course running through the site supporting a sandstone substrate and providing potential habitat for a variety of frogs including some limited habitat for the threatened red-crown toadlet. This has been piped/placed in culvert through the development. It is considered that to be sustainable the proposal should restore the watercourse with the required buffer zones.

The referral does not adequately describe the large caves which are part of the cliffline and depicted in historic paintings. Penguins use the caves for nesting.

The proposal described on pages 7,8,9 and 10 will lead to the demolition of existing buildings and facilities and replace them with two and three storey buildings with a 60% increase in floor area on a site where the majority of the site has already been taken up with buildings roads and carparks. The Council questions how this will improve the landscape amenity and enhance habitat areas for the native fauna given that there is insufficient area between and in front of the buildings for landscaping of any significance.

The GHD Ecological Assessment Report 2006 for the site discusses how impacts to the site can be "lessened". This seems to suggest that some negative impact is unavoidable and it's a matter of only how the impact is reduced.

#### **Proposed Carpark**

The proposal is to increase the area of building and hard surfaces on a site which has in its present state been described as one where "the majority of the site has already been taken up with buildings roads and carparks". The carparking and hard surfaces will be increased by 50%.

The proposed expanded carpark will run in a SW - NE direction perpendicular to site contours. In its proposed location running down the contours of the natural slope of the site and with the removal of the single storey building in front of it the car park will be visible from the surrounding areas and clearly seen from harbour vantage points. Being located in the Bushfire Protection Asset Protection Zone and filled with cars it will create an unacceptable urban hard paved scar in the landscape up against the pristine bush of the Spring Cove precinct. It will also direct stormwater into the waters of Sydney Harbour's only Aquatic Reserve.

#### **Bushfire Protection:**

The Guidelines Planning for Bushfire Protection 2001: require that at least a 20 metre Asset Protection Zone be provided by the developer on their own property. The proposed masterplan allows for only 12 metres and refers to an inappropriate arrangement whereby National Parks (Department of Environment and Conservation) will provide the remainder (approximately 8 metres) in the National Park. This will necessitate the clearing of bushland.

Council is concerned at this substantial departure from the Bushfire Protection Guidelines and the precedent that it establishes whereby bushland on public land is sacrificed to enable development to proceed.

Council is also concerned that the steep and narrow, winding, dead-end access road will be inadequate in the event of an emergency such as wildfire.

#### **Visual Impact of Development**

This extra "site coverage" includes development that is 2-3 storeys high, so the increased floor area of the new development represents a far greater area than its footprint area.

There is insufficient information to make an accurate measurement of the area of new building work however from an assessment of documents presented it seems to total the multi thousands of square metres, (not the 2.4% marginal increase in site coverage claimed in the referral document).

This new building work includes 3 new 2 and 3 storey residential buildings to the south of the site totaling approximately 2100<sup>2</sup>m. The proposal also includes new roadways and a carpark approximately 1400<sup>2</sup>m in area

The existing layout and space between buildings (especially to the SE end of the site) gives the impression of small buildings scattered in the landscape creating a small scale village effect.

The placement of new buildings in the proposal has the effect of filling in the gaps between existing buildings and reinforcing the perceived building mass on the site when viewed from its many local and distant vantage points. Proposed landscaping works intended to include screen plantings using native species in front of and between the new buildings will not be possible.

The tightly packed nature of long continuous building forms stepping up the site presenting their long elevations to the viewer reinforces the perceived density of buildings on the site when viewed from below. A photo montage showing existing and proposed development when viewed from the harbour should be presented.

Given the uninterrupted extruded nature of the buildings (both new and old) and the predominance of roads and pathways between them along their length on both sides, the opportunity and space required to create meaningful landscape "screens" to soften the building components is not apparent in this scheme. It is considered that to the contrary the perception of the proposed development will be of a very large building mass.

It should be stated that this site is a transition between the built up Quarantine site and the undeveloped Spring Cove and North Head Precincts and as such greater development of the site is unacceptable.

**Site Analysis and ESD**

The ESD design guide for Australian Government Buildings, February 2006 states in Water Conservation on page 32 that "for Government buildings the main issues with stormwater are stormwater effective landscaping, on-site detention, roof gardens and aquifer storage"

The design of buildings in the Master Plan presented ignores the fact that a watercourse runs through the middle of the site. There is potential to restore the geo and biodiversity of the "mostly modified and built out site" by reducing the footprint of development and placing buildings on the site so they respond to its natural character.

**Consultation:**

The submission refers to consultation with 19 bodies. While Council was briefed on the proposal there has been no formal opportunity for Council or the community to provide input to the process and the development of the proposal.

Council's Statement of the Environment Report 2004/2005 makes it clear that this highly visible site is of great concern to Council and the Community.

**Proposal for a North Head Sanctuary:**

The AIPM site is an integral part of the proposed North Head Sanctuary which would include all of the public land on North Head.

Manly Council resolved in December 2005 to seek ongoing co-operation of the AIPM in achieving integrated management of the whole of North Head consistent with proposals for its use and management as an educational sanctuary.

**Contact details:**

If you have any inquiries please contact Ms Jennie Minifie, Manager Planning and Strategy, Manly Council. Phone 02-9976-1590 or email:

[jennie.minifie@manly.nsw.gov.au](mailto:jennie.minifie@manly.nsw.gov.au)

# Manly Council



Reference: 16052006:JMKF  
Enquiries: Jennie Minifie

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ABN 43 662 868 065

Dear Mr Rankin,

## **Re: Australian Institute of Police Management, North Head, Manly**

Manly Council is preparing a submission to the Parliamentary Standing Committee on Public Works regarding the proposal by the Australian Institute of Police Management(AIPM) to redevelop land occupied by the Institute at North Head, Manly.

Council seeks your urgent assistance to clarify the land tenure on the site, which is described in the Statement of Evidence as being the subject of a Land Exchange Agreement, as follows:

*"The Commonwealth has occupied the site since the early 1900's. The Australian Police College has utilized facilities at the site since 1957 with the commitment to use for Police training formalized in an agreement between the Commonwealth and New South Wales Governments constituted by an exchange of letters dated April 1979 ("Land Exchange Agreement") between Prime Minister Fraser and Premier Wran. This agreement acknowledged that the Commonwealth was permitted to use the AIPM site as a "Police College" until it becomes surplus to Commonwealth requirements."*

Information obtained by the Council from the NSW Department of Lands indicates that the land is subject to an agreement between the New South Wales and Commonwealth governments dating from 1910, (and varied in 1984 upon the return of part of the Quarantine Station), whereby the Commonwealth was granted occupation and the use of the land for Defence and Quarantine purposes. The agreement states in clear, unambiguous and unequivocal language that upon cessation of the Defence and Quarantine uses the land shall revert to the control of the NSW Government.

PS:2833JMKF

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Manly Council Supports Smoke Free Zones

[www.smokefreecouncils.com.au](http://www.smokefreecouncils.com.au)

It is noted that the 1984 agreement makes absolutely no reference to the 1979 Land Exchange agreement referred to (which is quite surprising, if the 1979 agreement was extant and relevantly applicable at the time), and therefore the Council would appreciate your assistance in providing Council with a copy of the 1979 Land Exchange Agreement referred to above, and the views of the relevant Commonwealth authority as to the existing land tenure situation on the AIPM site and, in particular, why, as a matter of law, the 1910 agreement (as varied in 1984) ought not to be given full force and effect according to its express terms and tenor.

Your urgent attention to this matter is requested.

Yours faithfully,



HT Wong  
General Manager

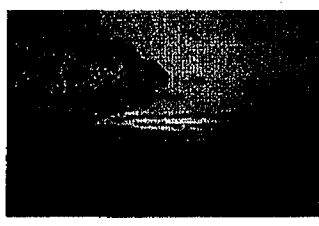
Date: 16/5/04.....



## Are you looking for a unique venue?

The Australian Institute of Police Management is currently accepting bookings for the coming year.

### Location



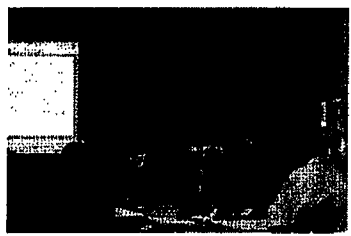
We are located on the shores of Sydney Harbour, surrounded by the bushland of Sydney Harbour National Park.

To find us, take Darley Road past Manly Hospital, continue through the Parkhill Arch and turn first right into Collins Beach Road. The Australian Institute of Police Management is located at the end of Collins Beach Road.

### Conference Rooms

- Classroom 1: seats 65 theatre style or 35 conference style
- Classroom 2: seats 50 theatre style or 20 conference style

We also have six syndicate/break-out rooms. One of these rooms seats 20 conference style and the other five seat 12 conference style.



### Equipment

Both classrooms feature television and video, electronic whiteboards, flipcharts, overhead projectors and Litepro projectors. Additional equipment can be hired if necessary.



### Accommodation

Wake to the sound of our friendly wildlife in one of our four self-contained two-bedroom cottages, all featuring their own kitchen, lounge and bathroom facilities. Cottage bedrooms have king or queen sized beds.

We also have twenty-two double rooms, each with their own ensuite bathroom. Each room is equipped with office facilities, i.e., desk, chair and telephone line suitable for PC connection.

Many rooms have external verandahs and offer stunning views of Spring Cove and Collins Beach. Rooms are serviced daily, with all linen provided. We also offer a fully equipped laundry as well as an external laundry and drycleaning service.

## Recreation Facilities

To take advantage of our beautiful location, we provide boogie boards, snorkelling equipment and mountain bikes. Secluded Collins Beach is at our doorstep. A brisk walk up Collins Beach Road to North Head takes you past historical sites such as the Quarantine Station and North Fort.



## Catering

Our expert staff can meet all tastes and budgets - from a gourmet barbecue overlooking Collins Beach to a superb formal dinner for 70. Speak to our chefs who have your menus varied to meet your specific needs or to match any theme you wish.

## After Hours

We have a fully stocked bar in our "Common Room", which also offers lounge facilities, television, video and stereo. This is an ideal place to relax after a busy day, or to gather on the wide verandah for cocktails prior to dinner.

We are only a two minute drive into Manly should you wish to indulge in a little shopping or sightseeing. The Institute vehicle is available for your use.



## Want to know more?

If you would like to learn more about the day or stay conference facilities and packages available, please call our House & Dining Co-ordinator on (02) 9934 4812 or email [conferencebooking@aipm.gov.au](mailto:conferencebooking@aipm.gov.au) with your enquiry.

We look forward to being of assistance.



# AIPM



AUSTRALIAN INSTITUTE  
OF POLICE MANAGEMENT

## Conference Rates valid 1 July 2005 to 30 June 2006

All Rates are GST Inclusive

### Conference Package Rate:

\$310.00 per person (weekdays)

\$365.00 per person (weekends)

(10 person minimum charge)

### Conference Package inclusions are:

- Accommodation
- Full Australian breakfast and daily newspaper
- Registration coffee
- Morning and afternoon tea with freshly baked cakes and biscuits
- Buffet lunch (includes juice, tea and coffee)
- Two course dinner (with coffee and friends)
- Use of conference room and syndicate rooms as required
- Use of standard conference equipment
- Pens, paper, iced water

### General Rates:

- |  |          |            |
|--|----------|------------|
| • Breakfast (light or full Australian) | \$25.00  |            |
| • Morning and afternoon tea            | \$8.00   | each       |
| • Lunch                                | \$35.00  |            |
| • Dinner (2 course)                    | \$60.00  | plus wine  |
| • Dinner (3 course)                    | \$80.00  | plus wine  |
| • Accommodation                        | \$170.00 |            |
| • Conference charge                    | \$55.00  |            |
| • Pre-dinner hors d'oeuvres            | \$15.00  | per person |

### Day Use Rate:

\$95 per person (10 person minimum)

### Day Use Rate includes:

- Coffee on arrival
- Morning and afternoon tea
- Buffet lunch (includes juice, tea and coffee)
- Conference room and stationery

### Beverage Policy:

It is Institute policy that liquor may not be brought onto the premises.

### Accommodation:

- 22 Double rooms (ensuite)
- 4 Cottages (2 bedroom, self contained)

## **Booking Conditions and Acceptance**

### **Confirmation and Deposit:**

Confirmation of your booking must be made in writing together with the requested deposit within 14 days of the reservation. The deposit is calculated on 10% of the basic estimated conference revenue (estimated number of persons x conference daily package rate x number of days).

### **Final Numbers and Details:**

A final confirmation of the numbers of participants is requested 21 days prior to the conference. A guaranteed number of participants must be confirmed within 7 days prior to the conference, which will be the minimum amount billed.

### **Cancellations:**

In the event that a confirmed booking must be cancelled, the following conditions apply:

- *90 days or more:* Your full deposit will be refunded, provided the facilities are resold.
- *Between 90 days and 30 days:* 50% of the deposit will be refunded if the facilities are resold.
- *Less than 30 days:* No refund of deposit.

### **Insurance:**

The Institute will take all possible care, but accepts no responsibility for any loss of, or damage to, merchandise or other property in the Institute prior to, during, or after conferences. Organisers must arrange their own insurance.

### **Damage:**

The organiser is financially responsible for any damage sustained to Institute property during conferences. No display material may be affixed to walls or ceilings unless prior arrangements are made with the Conference Manager.