



# Middle Head / Gubbuh Gubbuh Master Plan

December 2023

## Acknowledgement of Country

The Harbour Trust acknowledges the Traditional Custodians and Owners of the lands, waters and sky of Sydney Harbour, including the places under our stewardship. We respectfully acknowledge the Traditional Owners of Sydney Harbour, including those belonging to the Borogegal, Birrabirragal, Cammeraygal, Gadigal, Gayamagal, Wallumedegal and Wangal clans.

We acknowledge this Country, now known as Gubbuh Gubbuh, the custodianship of its people and the ongoing connection to culture, lands and waters. We pay our respects to all surrounding clans of the region and honour their Elders past, present and emerging.

The Project Team recognises we are working within a cultural landscape. We understand that designing with Country is a privilege that comes with responsibility. We are guided by the inspiration of Country and the knowledge it contains.

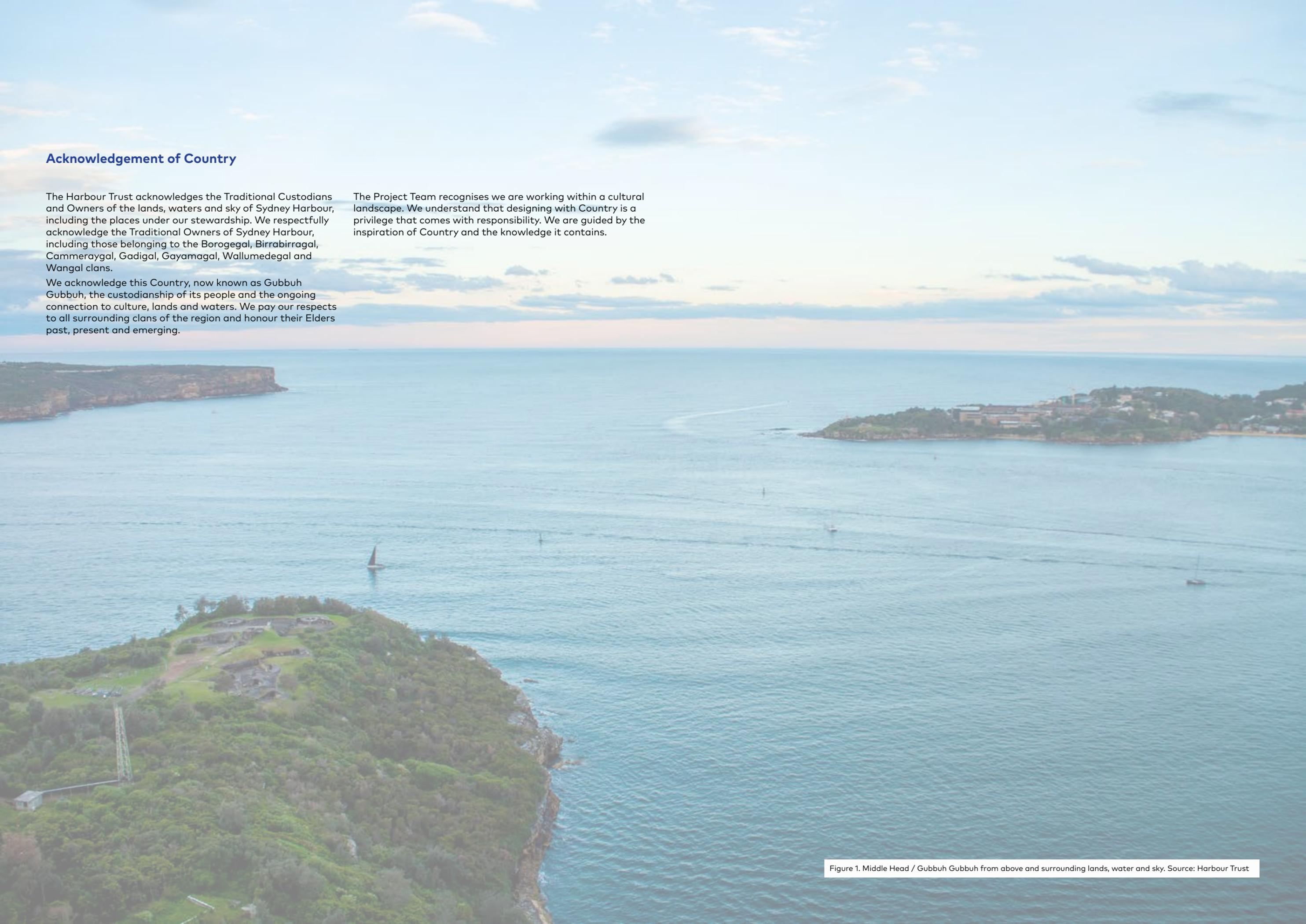


Figure 1. Middle Head / Gubbuh Gubbuh from above and surrounding lands, water and sky. Source: Harbour Trust



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## Introduction

The Sydney Harbour Federation Trust (the Harbour Trust) was established in 2001. We manage Cockatoo Island / Wareamah, North Head Sanctuary in Manly, Headland Park in Mosman, Sub Base Platypus in North Sydney, Woolwich Dock, the former Marine Biological Station at Watsons Bay and Macquarie Lightstation in Vaucluse.

These sites are unique places, each possessing extraordinary natural beauty, and rich heritage values. Layers of First Nations, convict, colonial and military heritage, together with diverse and endangered ecological habitats characterise the sites.

While originally intended to be a transitional body, the Harbour Trust has evolved into a permanent agency, responsible for supporting a range of activities. This includes management of sites, adaptive re-use of the assets and initiatives to activate public areas. Conservation, protection and interpretation of these nationally-significant places are our primary objectives.

The Harbour Trust welcomes more than 2 million visitors to our sites each year, offering a mix of recreational activities, events, cultural partnerships and commercial enterprise. We provide public access to 130 hectares of land on or near Sydney Harbour.

This document is one of three master plans created and consulted on with the community in 2023, the others being North Head Sanctuary and Cockatoo Island / Wareamah.

This document focuses on a key part of Headland Park in Mosman, the eastern peninsula of Middle Head / Gubbuh Gubbuh that we share and co-manage with NSW National Parks and Wildlife Service (NPWS). It is a detailed examination of the site's cultural and natural heritage values, its constraints and opportunities. It presents our long-term vision for this unique place.

We exhibited an initial draft master plan in early 2023.

Following consultation, the Harbour Trust revised the plan and re-exhibited the draft plan in August 2023 for further public consultation. This document concludes the master planning process. Within the context and controls of the statutory framework, this master plan will guide future design decisions and actions for the land managed by the Harbour Trust.

Many individuals, community groups and organisations have contributed to the conversation about Middle Head / Gubbuh Gubbuh. The Harbour Trust thanks those who provided their generous time and valuable input to get us to this important milestone – the publication of the Middle Head / Gubbuh Gubbuh Master Plan.

Master planning for this significant site marks considerable change for the Harbour Trust. It sees enhanced engagement with community, state and local government, NPWS and the Department of Defence (Defence). Engagement with First Nations community members, Elders and Knowledge holders forms a key part of master planning. This strengthens what we aim to build into a deep and enduring relationship with stakeholders that enriches our stewardship of the lands.

**Janet Carding, Executive Director,  
Sydney Harbour Federation Trust**



Figure 2. Aerial showing Harbour Trust lands

## Executive summary

### Middle Head / Gubbuh Gubbuh

Middle Head / Gubbuh Gubbuh is a nationally-significant land parcel with an outlook to the entrance to Sydney Harbour.

The lands have been home to First Nations peoples for millennia. It is a first place of early colonial contact with First Nations peoples. In the early days after colonisation, NSW and the infant city of Sydney utilised the natural vantage of Middle Head / Gubbuh Gubbuh for Australia's earliest defensive fortification.

In both the First World War and Second World War, Middle Head / Gubbuh Gubbuh played a key part in the defence of Sydney and in rehabilitation for those returning from war. The Australian Army maintained position on Middle Head / Gubbuh Gubbuh until the 1990s and the Royal Australian Navy maintains position at HMAS Penguin.

The Middle Head / Gubbuh Gubbuh precinct is sometimes referred to as the 10 Terminal precinct, as the 10 Terminal Regiment was the last unit to serve in the brick barracks.

This document refers to the headland by its dual name of Middle Head / Gubbuh Gubbuh.

Middle Head / Gubbuh Gubbuh is now a public area and managed by two statutory agencies, the Harbour Trust, a corporate Commonwealth entity within the Department of Climate Change, Energy, the Environment and Water (DCCEEW) and NPWS. As a place of great natural beauty, combined with its significant cultural heritage values and ecological sensitivity, the regeneration of place presents many challenges for these agencies.

In 2019, the Australian Government provided the Harbour Trust with \$14 million towards the upgrade, conversion and adaptive re-use of the brick barracks precinct at Middle Head / Gubbuh Gubbuh. A limited portion of these funds has been expended on protection and conservation of the primary built assets.

### Purpose of this master plan

This master plan provides the guiding principles for future renewal of both the lands and the built assets within the context of the Harbour Trust's Middle Head Management Plan and considerable cultural, natural and First Nations significance. It outlines the full potential of the site, rather than what can be achieved with current funding. This will support strategic decision-making around future projects and staging.

### What is a master plan?

A master plan analyses the key renewal constraints and opportunities of a site, and consequent design response strategies.

The design response strategies seek a coordinated and integrated approach to future renewal based on proposed key actions and guiding principles. These actions are conceived in three dimensions and are supported by delivery strategies. In short, the master plan envisions a future place.

### Master planning for a future Middle Head / Gubbuh Gubbuh

Master planning for Middle Head / Gubbuh Gubbuh has comprised understanding and analysis of the site and existing conditions, articulating the key proposed actions, and the initial strategic design response.

Firstly, the process examined, elevated, understood and documented site's key values. These values form the core of what makes the site important and guide future decisions.

Secondly, master planning developed key actions that inherently support the values of place. Following the iterative process of consultation on these actions, an initial design response was developed.

Thirdly, the integration and quality of place was considered with reference to the key values and actions. This included the type and quality of spaces between buildings, the movement of people, the functional use of assets including buildings, the impact of activation and events on the lands, hard and soft landscapes, public spaces, roads and car parking, utilities, infrastructure and interpretation – many of which are determined by future design that is guided by master planning. This initial design response forms the basis of integrated design principles.

Finally, site analysis and examination of existing conditions formed a critical step to inform the actions and guide regeneration of place.

### Vision of place

The master plan outlines the 'vision of place' for Middle Head / Gubbuh Gubbuh as a place of:

- natural sanctuary, sustainability and environmental care
- enriched public access
- enshrined memory, immersive learning and interpretation excellence
- built form and public domain excellence
- life and vibrancy – a people place on one of Sydney's finest headlands.

### Key elements of vision and proposed actions

The following pages summarise and illustrate the master plan's key elements and proposed actions. These were informed by site analysis, detailed preliminary consultation with stakeholders and design responses by the master plan team.

The key elements will support and enhance the core values and long-term vision of place. This sees a 'whole of headland' view where statutory agencies (NPWS, Mosman Council and the Harbour Trust) work together to implement this long-term vision.

The key elements of the vision for Middle Head / Gubbuh Gubbuh will create a place that is:

- an iconic site and place that is established and bound by its inherent First Nations, military and natural heritage values of place
- home to a headland loop path, an iconic Sydney walk
- walking place, with a connected pedestrian precinct
- a vibrant place, featuring sensitively activated buildings and public domain.

The master plan's proposed key actions are illustrated on a precinct basis for a closer, more focused view. This helps to outline the proposed actions required to deliver the long-term vision of place.

The key actions aim to:

- achieve biodiversity gain through rehabilitation of the ecologically sensitive landscape margin zones that adjoin the national park
- remove of redundant site infrastructure, derelict structures or features to reveal and enhance the historic and recreational nature of the headland
- establish a permanent place of interpretation – an authoritative and curated home for the stories and significance of place reflecting First Nations, military and natural heritage values
- create of a primary pedestrian spine and simple network of movement that connects the site to create a singular memorable place

- activate of the brick barracks with appropriate uses that support and respond to the site's First Nations, military and natural heritage values
- in detail design examine and resolve vehicle movement, safety of drop off, and bus turning at the site entry and adjacent the existing roundabout.

### Community and stakeholder engagement

The stakeholder engagement process outlined in this plan illustrates an enhanced relationship with stakeholders who have actively contributed to development of the key actions, design response and master plan. The Harbour Trust convened more than 25 separate sessions, with 15 of these held within the brick barracks (Building 7).

The space housed a display of drawings, plans, aerial views, thematic stories of place, a site model and other supporting collateral. Display collateral was developed by the Harbour Trust, COX Architecture (lead design consultant) and Yerrabingin (First Nations consultant). Building 7 was used for design charette purposes, to brief technical consultants (traffic, bushfire and ecology) and to convene stakeholder meetings from mid-October to late November 2022.

The Harbour Trust drafted and presented the Middle Head / Gubbuh Gubbuh Master Plan and held the first-round public consultation between 14 March and 9 May 2023. This included drop-in sessions attended by more than 280 people and resulted in 209 unique submissions received on the draft master plan via written submission, feedback or a survey.

The Harbour Trust revised the draft master plan based on the feedback received in submissions and through working closely with key stakeholder groups. A further round of public consultation in August 2023 further informed the final master plan.

### A site that evolves with a long-term view

Regeneration of a significant and sensitive site demands a long-term view. The actions are considered a family of actions that will collectively support and enhance the core values of place. Many of these actions will evolve as they are implemented.

Staging of implementation is a critical aspect of site regeneration that must be considered within the context of evolution. The Harbour Trust will develop a staging and implementation plan that, in accordance with statutory obligations, may include referral of some actions under the *Environmental Protection and Biodiversity Conservation Act 1999* (EPBC Act).

### Master plan

This Middle Head / Gubbuh Gubbuh Master Plan was formally adopted by the Board of the Harbour Trust in December 2023.

## Key elements

This diagram illustrates the long-term vision of place and key elements that comprise the master plan.

- 1 Completion of a headland loop walking track with NPWS, a spectacular new iconic walk for Sydney. The proposed path is to be located on the harbour side of the oval
- 2 Upgraded changing facilities at Middle Head Oval
- 3 Shared pedestrian spine
- 4 Interpretation centre – a home to the stories and significance of place with connecting site-wide program of digital interpretation
- 5 Natural public domain with curated First Nations walk
- 6 Guard House/café building - no change proposed
- 7 Activated courtyard and brick barracks with appropriate tenancies and distinctive food and beverage
- 8 Conserved and revealed defensive ditch and fortification
- 9 Plateau walk
- 10 Reconfigured parking zones



Figure 3. An overview of the key elements within this master plan

## Key proposed actions

This diagram illustrates the long-term vision of place and key proposed actions that comprise the master plan.

- 1 Create plateau walk and headland loop, locating the path on the harbour side of the existing fence without any change to the oval
- 2 Rehabilitate the ecologically sensitive bushland margin zones
- 3 Create shared zone and main site pedestrian spine
- 4 Remove existing depot and structures to reveal historic defensive ditch fortifications
- 5 Upgrade changing facilities
- 6 In design phase, examine and resolve vehicle movement, safety of drop off, and bus turning at the site entry adjacent the existing roundabout
- 7 Retain Guard House/café building
- 8 Create natural public domain with curated First Nations walk and outlook to the harbour with removal of existing structures
- 9 Implement and interpret the former parade ground. In design phase, examine materiality, scale and footprint for heritage consistency. Enable car parking and multi function use
- 10 Establish interpretation centre
- 11 Conserve and adaptively re-use of brick barrack Buildings 1 and 3. Adopt a highly sensitive architectural material palette
- 12 Establish courtyard as activated public domain
- 13 Establish distinctive food and beverage facility with southern harbour view terrace
- 14 Configure service zone to food and beverage facility
- 15 Activate the southern lawn and terrace
- 16 Reconfigure car parking hardstand areas as permeable paved zones



Figure 4. An overview of the key proposed actions

# 1. Overview

Part one is an overview of the master plan. It provides the background to the process, outlines the purpose of the master plan and articulates the overall vision of place for Middle Head / Gubbuh Gubbuh. The community engagement and public consultation process is also outlined in this section.



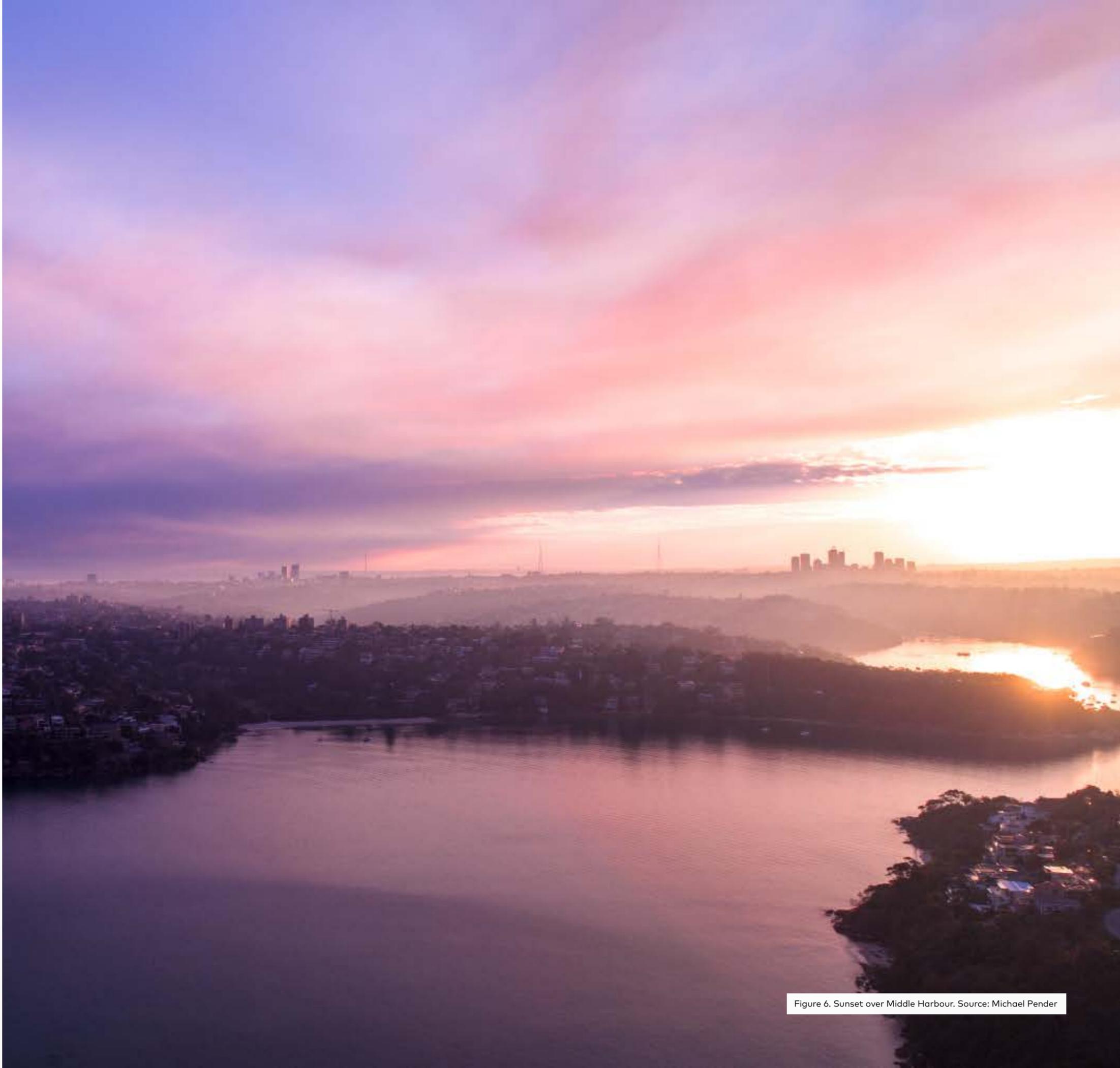
Figure 5. An aerial photo of the Middle Head / Gubbuh Gubbuh precinct. The building numbers and terminology shown here are used throughout this document. Source: Harbour Trust

## 1.1 Understanding and connecting with this Country

Country can be thought of as a series of interconnected elements that reach from deep into the earth, all the way up into the sky.

Gubbuh Gubbuh is a peninsula that protrudes into the middle of Sydney Harbour. It provides a vantage point, with stunning views to both North and South heads. The site enables numerous opportunities to engage with the various elements of Country, from emphasising the huge extent of Sky Country, to engaging with Saltwater Country and the unique non-human kin who live there. The geology of the sandstone Country tells the story of an ancient harbour, with the same winds that have blown there for thousands of years.

Leaning into these elements and the stories of figures such as Bungaree allows us to unlock the largest and oldest environmental and cultural database in the world. It has millions of authors, rich with wisdom and a story that continues to grow with each new generation of custodians.



## 1.2 Background to master plan

In 2019, the Australian Government provided the Harbour Trust with \$14 million towards the upgrade, conversion and adaptive re-use of the brick barracks precinct at Middle Head / Gubbuh Gubbuh.

Middle Head / Gubbuh Gubbuh is a significant cultural heritage place, with a precinct of former Defence buildings forming the primary built asset and centrepiece within a natural bushland environment. Conversion of the assets and precinct to a place of vibrancy, sustainability and public benefit are the overall regeneration objectives held by both the community and the Harbour Trust.

In 2020, the Harbour Trust established a community working group as part of initial engagement activity in support of the Middle Head / Gubbuh Gubbuh regeneration program.

This group comprised individuals with an interest in the site's history; people whose professional expertise aligns with the project; elected members from various levels of government; and representatives from community organisations.

In February 2021, following initial community consultation, the Harbour Trust's Executive Director and the Chair instructed the creation of a master plan.

The COVID-19 pandemic had a significant impact on the initial stages of consultation in support of the project. Throughout 2021, rolling lockdowns and social distancing restrictions challenged how the Harbour Trust conducted preliminary engagement. The need to shift online for working group meetings contributed to delays and reduced the ability to facilitate open discussion and robust debate.

In 2021, the Harbour Trust completed the removal of hazardous materials from internal and external areas of the 1940s brick barracks (Buildings 1, 2, 3, 6 and 7), to make the buildings safe for access and to facilitate future preservation works to the buildings.

Following the hazardous materials removal, the Harbour Trust undertook preservation works for Buildings 1, 3 and 7. These works prevented further deterioration of the buildings by addressing and stabilising the immediate structural conditions through repairs and replacement of both internal and external building fabric components. This primarily comprised replacement of roofing to Buildings 1 and 3.

Following pandemic-related disruption in 2021, the Harbour Trust engaged a consultancy design team and consulted with key stakeholders to help develop a draft master plan from February to November 2022. This initial consultation informed the design response prior to broad public consultation of the draft master plan.

The key stakeholder groups consulted in development of the design response and master plan included:

- community representatives
- First Nations community members
- NPWS
- NSW Department of Education
- HMAS Penguin
- Mosman Council.



Figure 7. Existing site and project boundary

### 1.3 Harbour Trust strategic direction and purpose of the master plan

#### Harbour Trust objectives and outcomes

The Harbour Trust is responsible for the management of sites of nationally and internationally significant cultural, natural, industrial and heritage value located around Sydney Harbour. These places reveal Australia's rich stories and their ongoing connection to First Nations history and provide examples of Australia's first defence fortifications, as well as the nation's colonial and industrial past. Many carry Commonwealth, National, and World Heritage listings. They also provide critical links between the marine harbour habitat and the remnant bushland of Sydney.

The *Sydney Harbour Federation Trust Act 2001* specifies a series of objectives, and with the recent amendments, these objectives are no longer time-limited but ongoing in perpetuity.

The Harbour Trust's aims to enhance appreciation and understanding of the natural and cultural values of Sydney and the nation for all visitors, through the remediation, conservation and adaptive re-use of, access to, and sharing stories of Harbour Trust sites.

To achieve this, the Harbour Trust actively researches and makes accessible knowledge of a multi-layered history and stories, including their importance to First Nations peoples. Through remediation and use, both the sites and their buildings are enlivened through the creation of communities that encourage a sense of place and belonging.

The Harbour Trust also develops relationships and collaborations with community organisations, partners, funders and supporters. Fostering such long-term relationships requires the Harbour Trust to be responsive, transparent and consistent in its discussions with stakeholders. These relationships and collaborations are important, as the Harbour Trust must raise all the revenue required to sustain its activities in operating its network of sites.

#### Harbour Trust operational mission

To better link its high-level objectives and outcomes to tangible every day work, the Harbour Trust developed an operational mission in 2021–22, with significant input from staff. Its eight key tenets are:

1. Be trusted to manage these iconic sites, and to be relied upon and do what we say
2. Be authentic and knowledgeable about our sites' cultural, natural and heritage values
3. Enliven our sites by their remediation, use of the buildings, and by building a community around them

4. Share stories to enhance, amplify and make accessible the values of our sites and encourage a sense of place and belonging
5. Partner and collaborate to deliver mutually beneficial outcomes with community, that foster long-term relationships
6. Raise revenue through our sites, and with our partners, funders, and supporters to sustain our activities
7. Strive to be an employer of choice, with enabling systems and processes
8. For First Nations peoples, develop and create a universal place of welcome, supported by deep, long term trusting relationships and exchange of knowledge

The Middle Head / Gubbuh Gubbuh Master Plan aligns with this mission and will support its delivery.

#### Purpose of the master plan

Government Architect NSW (GANSW) provides general guidance as to the purpose of master planning:

*Master planning is a method for defining clear strategies for the physical, economic, and social transformation of places. Planning for change in the physical, social, and economic fabric of places requires an integrated process achieved through the efforts of many – clients, professionals and local communities. Master planning is a fluid and iterative process, with many people contributing to the initial investigations, the proposals as they develop and to their delivery. People – residents, visitors and ultimate users of the spaces and buildings – are at the heart of any master plan.*

A successful master plan must:

- raise aspirations and provide a vehicle for consensus amongst stakeholders
- take into account likely implementation staging
- fully integrate with the land-use planning system
- enable new uses and opportunities that fulfil the potential of a site without diminishing core site attributes or values
- result from a participatory process, providing stakeholders with the means of expressing their priorities for regeneration
- guide and determine all key future regeneration decisions including stage investment.

*A successful master plan will embody a community's collective vision and values to create sustainable places for living, working, and recreation.*

Source: GANSW Advisory note V2. 2018

In February 2021, following initial community consultation, the Harbour Trust's Executive Director and the Chair instructed the creation of a master plan. The primary objectives were to:

- identify and develop the cultural heritage values of place
- develop an overall vision of place beyond the funded budget
- develop key proposed actions as a design response to site analysis and the core values of place
- enable a review of the funded budget with respect to expenditure and staging priorities.

Master planning for Middle Head / Gubbuh Gubbuh seeks a binding narrative to long-term development that:

- establishes and enshrines the values of place
- outlines a long-term vision that conceptualises and illustrates 'whole of precinct' design principles
- provides a high-level analysis of key proposed actions
- informs the Harbour Trust as to capital cost with a detailed order of costing forecast.

#### Role of the master plan within the statutory framework

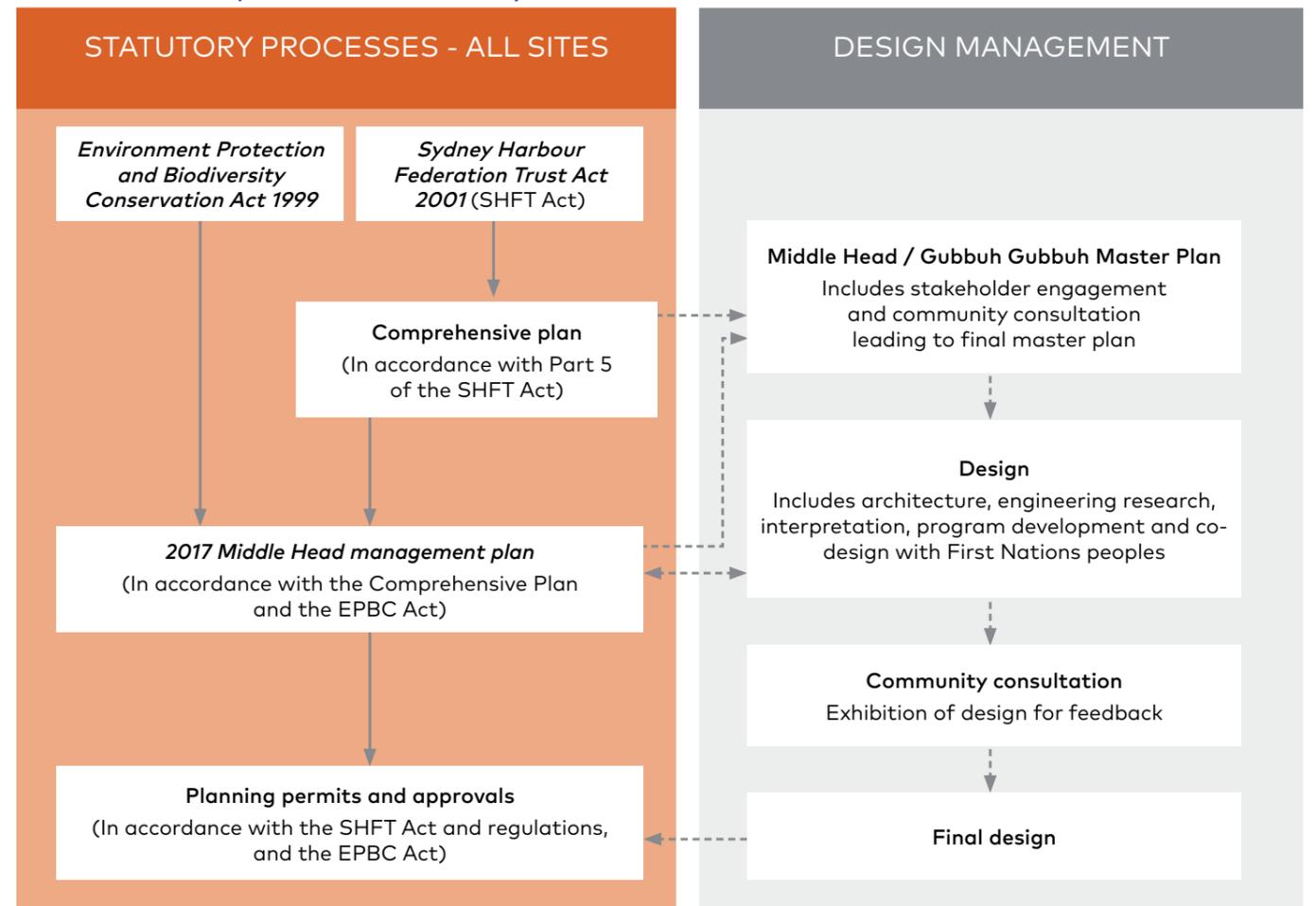


Figure 8. Role of the master plan within the statutory framework

## 1.4 Master planning - the process of development

Development of the master plan spanned June 2021 to November 2023. Considerable research, technical study, analysis and design response was undertaken. Community stakeholder engagement was undertaken on a regular basis with a dedicated working group. Engagement with First Nations community members formed part of this detailed process.

The process had 10 parts:

1. Introduction and analysis
2. Establish values of place
3. Initial stakeholder engagement
4. Preliminary draft master plan
5. Public exhibition of draft master plan
6. Feedback and review
7. Revised draft master plan
8. Public exhibition of revised draft master plan
9. Feedback and review
10. Master plan

In developing the values of place, the team produced a set of options and drawings that considered First Nations, military and natural heritage values. Initial stakeholder engagement and feedback informed a preliminary draft master plan and refinement to the values of place. Ongoing engagement followed to refine the master plan.

The concept development considered the value of Middle Head / Gubbuh Gubbuh as a whole and aimed to identify elements that are not in harmony with the space. These include spaces that block views to the site and beyond the site, removing hardscape to bring back the natural state of Middle Head / Gubbuh Gubbuh and opening up the site to more interaction and movement by visitors.



Figure 9. An early sketch plan of the site from mid 2022 used in discussion with the community during early conceptual thinking

## 1.5 Cultural heritage values and vision of place

This section articulates the site's inherent cultural heritage values of place and development of the overall vision of place. These two aspects of master planning are key to the overall long-term future place, how it is managed over time and how most decisions are considered when actions are proposed on the lands. The master plan considers understanding of the site's cultural heritage values (both tangible and intangible) and the natural heritage values of place as critical to all actions on the headland. Further, master planning considers that the long-term vision of place must support, protect and act to conserve the cultural and natural heritage values of place.

### What are cultural heritage values?

UNESCO provides guidance about cultural heritage values, stating: *Cultural heritage includes tangible culture (such as buildings, monuments, landscapes, books, works of art, and artefacts), intangible culture (such as folklore, traditions, language and knowledge), and natural heritage (including culturally significant landscapes, and biodiversity). The values embodied in cultural heritage are identified to assess significance, prioritise resources, and inform conservation decision-making.*

### Cultural heritage values of place – Middle Head / Gubbuh Gubbuh

The inherent cultural heritage values of Middle Head / Gubbuh Gubbuh can be articulated as:

- First Nations heritage
- military and colonial heritage
- natural heritage.

### First Nations cultural heritage values

First Nations cultural heritage is considered as tangible and intangible cultural heritage. There is significant evidence of tangible heritage, primarily evidence of shelter and occupation that are typical to the protected waters of Middle Harbour and more broadly Sydney Harbour.

With the development of Sydney as a large city much of this evidence has been destroyed; however, many significant sites remain, are likely to be buried or submerged or are yet to be discovered.

In places like Middle Head, North Head and Sydney Harbour National Park tangible evidence is in abundance. These places have been home to First Nations peoples for millennia.

This extends to 20,000 years ago when there was no Sydney Harbour. In this context the disciplines of both archaeology and geology provide guidance to understanding that the First Nations perspective and experience of Sydney Harbour relates to geological time. Here, over time First Nations peoples witnessed the formation of Sydney Harbour.

This is considered highly significant. The First Nations connections to land and its change in geological time are critical to understanding and long-term protection of First Nations values. The First Nations intangible values of place are considered of national significance.

### Military and colonial heritage values

There is evidence of tangible colonial and military heritage across the headland – primarily fortifications, buildings and roads. Some of the earliest journal entries from the colonial period describe first contact with First Nations peoples. The 1801 Fort, which is located on the headland, is one of the oldest surviving structures in Sydney Harbour and considered one of the earliest European structures in Australia. Bungaree's Farm, a critical story of the area, is considered colonial-period heritage that enriches the values of place, providing context to understanding of the colonial and First Nations relationship of the time.

Colonial heritage values relate to Middle Head / Gubbuh Gubbuh and its natural vantage. Fear of invasion prompted fortification and defensive land use. A number of these characteristics are in evidence today, providing a rare insight into the colonial period of Sydney and NSW.

Military use of Middle Head / Gubbuh Gubbuh and the brick barracks precinct evolved and changed over time, generally according to need. The military heritage of Middle Head / Gubbuh Gubbuh closely relates to Australia's role in the First World War, Second World War and subsequent use of the lands by the Australian defence forces. This extends to training that took place at Middle Head / Gubbuh Gubbuh at the Australian School of Pacific Administration (ASOPA) for work across the Pacific, reflecting Australia's close engagement with the region in the post-war era.

The 1941 brick barracks form the centrepiece of remnant military structures. Designed in formal symmetry, the buildings were constructed to house the Anti-Aircraft and Fortress Engineering School (most recently the 10 Terminal Regiment site) and the Army's Signals Camp (now the ASOPA buildings).

Middle Head / Gubbuh Gubbuh provides a rare density of distinctive colonial and military history.

From the birth of the colony in 1788, through two world wars and into the 20th century, the almost continuous use of Middle Head / Gubbuh Gubbuh for military purpose is considered of national significance. Use in this context informs the values of place beyond remnant physical structures. From these uses comes the key events and stories of place. History that when interpreted and told enriches a deeper understanding of place, of our nation's past and of contemporary Australia.

### Natural heritage values

Middle Head / Gubbuh Gubbuh is characterised by Hawkesbury sandstone geology, comprising steep slopes, sandstone rock outcrops and sandstone cliffs, with some plateau areas above the cliffs. The drier plateaus contain coastal heath, low woodland and open scrub, while the moist and sheltered slopes contain tall, open forest and gully forest. Ecological and biodiversity studies have identified threatened and endangered species.

These characteristics are not confined to the Middle Head / Gubbuh Gubbuh land parcel and are typical to the Sydney Harbour National Park generally. However, the proximity of Middle Head / Gubbuh Gubbuh to urban density, combined with its undeveloped natural character, make it an accessible place of high natural heritage significance – a place of natural sanctuary.

The NPWS *Middle Head and Georges Head Master Plan 2018* states: *Intrinsic to Middle Head and Georges Head is a sense of retreat and release from urban Sydney made possible by the place's largely undeveloped and low key character. This [NPWS] master plan seeks to reconcile these fundamental values with a level of access that can encourage visitation and usage.*

This master plan seeks a complementary position to the stated position of NPWS. Master planning considers the natural heritage values as essential to conserve and protect these fragile attributes. It will guide:

- protection and careful long-term management of local biodiversity by the Harbour Trust and NPWS
- conservation and enduring care for flora and fauna while also providing access for pedestrians and vehicles in a way that does not impact the natural character of the land
- conservation and protection of natural beauty and natural characteristics within a broader city/urban fabric context
- management of land to achieve a conserved and accessible natural quiet place.

## 1.5 Cultural heritage values and vision of place

### Vision of place

Master planning requires the long-term vision of place to support, protect and conserve the cultural and natural heritage values of place. Vision and values are therefore closely interrelated.

This statement of vision provides an insight as to how this master plan sees future regeneration of place and use over time. It is intended to illustrate the long-term intent through vision attributes. There is no order or priority; these statements should be read as shared and interrelated attributes that together form the long-term vision of place.

#### **A place of natural sanctuary, sustainability and environmental care**

Regeneration of place is a considerable environmental challenge. When coupled with proximity to a highly sensitive national park and water it is both complex and long term. The master plan vision of place sees a position of remediation, land healing and care that supports the natural heritage values of place.

#### **A place of enriched public access and deeper meaning**

Access to land is considered beyond simply building paths and beyond the confines of land management boundaries. The NPWS headland loop walking track is a key element of public access that, through the implementation of the master plan, the Harbour Trust will link into – to create and complete a whole of headland visitor experience. The vision for this experience is that it is enhanced and enriched by interpretation that supports the First Nations, military and natural heritage values. Once complete, the vision sees the whole of headland visitor experience a unique Sydney visitor destination of national significance.

#### **A place of enshrined memory, immersive learning and interpretation excellence**

Middle Head / Gubbuh Gubbuh holds high cultural heritage values. A key attribute of vision is that memory is enshrined with permanence. The curation of the history of these lands will reflect cultural heritage values with sensitivity, particularly with First Nations values of place. Curated implementation and interpretation will create an immersive experience for all visitors to engage with.

#### **A place of built form and public domain excellence**

Regeneration of land, adaptive re-use of buildings and creation of new public domain must avoid damaging effect or impact on cultural heritage values. In respect of any new structure proposed, a position of minimalism and public domain excellence defines this vision attribute. Vision of place sees a high level of design consciousness and design quality where new built form adopts a deferential, minimalist position. Materiality will adopt a careful sense of juxtaposition, where new will read as new and heritage fabric will be seen or read as dominant.

#### **A place of life and vibrancy – a people place on one of Sydney's finest headlands**

Central to the long-term vision is the creation of a people place, a place that supports appropriate functional uses that are sustainable and support activation and appropriate events. Vision sees a place that enables and fosters recreational visitation, a new place that over time becomes woven into the social, recreational and cultural fabric of the city. A place of life and vibrancy – a place to enjoy.



Figure 10. Middle Head / Gubbuh Gubbuh in the context of other headlands

## 1.6 Engagement, public exhibition of draft master plan, revised draft master plan and community consultation

### Consultation with First Nations community

The Harbour Trust is committed to embedding First Nations ambitions, experiences and guidance into its work – this includes the Middle Head / Gubbuh Gubbuh master planning process.

In late 2021, the Harbour Trust supported the facilitation of cultural framework workshops. These workshops were led and attended by First Nations Knowledge holders, community and organisations. The workshops culminated in the creation of the Harbour Trust's First Nations Guiding Principles.

These four principles enhance the Harbour Trust's ability to engage with purpose by building strong relationships and outcomes with First Nations communities and ensuring Country is considered across all aspects of Harbour Trust activity.

As part of the draft master plan, the Harbour Trust engaged Yerrabingin to facilitate workshops early in the process for Middle Head / Gubbuh Gubbuh.

Yerrabingin is a First Nations owned and run organisation and an authority in culturally sensitive placemaking. It has played an integral role in synthesising input from a range of First Nations community members in the creation of this master plan.

Sensing and caring for Country transcends cultural differences. It highlights the similar values across the cultures of contemporary communities. Being guided by Country and its associated knowledges throughout the design process can create communities that are socially inclusive, resilient and innovative.

Yerrabingin engages a range of partnerships to connect ideation with the wisdom of First Nations culture, partnering with custodial allies to reciprocate knowledge sharing. At the centre of this collaboration is the fulfilment of a mutual responsibility to bring First Nations design narratives to the forefront of natural and built landscapes.

Developed by Yerrabingin, the Wanganni Dhayar (Listen to Country) design methodology aligns with the GANSW Connecting with Country framework.

Unlike traditional consultation or engagement, community members are active co-designers, presenting a collective voice rather than individual representations. Ideation is explored through the lens of design thinking, using collaborative events, such as design jams, to form the link between imagining and shaping the design with Country.

Yerrabingin convened and led two consultation yarning sessions with the First Nations community in July and October 2022.

Site walks were followed by detailed discussion in relation to key actions and the initial design response. First Nations community members were invited to provide commentary and feedback. Yerrabingin also convened meetings with esteemed artist, Djon Mundine.

These processes led to the following feedback:

- First Nations cultural heritage plays key role in design and implementation of place related vision.
- There is an understanding of the assembly of complex layers of history and national cultural heritage significance for all Australians.
- There is a clear understanding and support for the values of place proposition as presented by the Harbour Trust in terms of First Nations, military and natural heritage values.
- There is an understanding and in-principle support for the key proposed actions to be considered, driven, measured and balanced by values of place.
- Critical feedback was provided in terms of rehabilitation, care, healing and long-term protection of the site's ecology and natural environmental values – this includes emphasising the First Nations culturally held view of sentience and kinship with the natural environment.
- There is clear awareness and knowledge holding about the significant sites of First Nations custodianship of these lands over millennia.
- There is a detailed discussion regarding the potential for First Nations use of the site and/or functional use of the buildings. This ranged from active programming for art, dance, ritual and community purposes, to use for considered First Nations-led commercial activity.
- There was also discussion as to the vision of place and retaining a sense of welcoming for First Nations peoples, protection of tangible and intangible cultural heritage and expression of First Nations values.

### Working in partnership with neighbours

The Harbour Trust is committed to creating a seamless destination for Middle Head / Gubbuh Gubbuh visitors. The Harbour Trust continues to work with key neighbouring stakeholders HMAS Penguin, NPWS and Mosman Council.

Through regular meetings, the Harbour Trust has developed a master plan that supports a 'one place' experience for Middle Head / Gubbuh Gubbuh visitors.

### Public exhibition of draft master plan and community responses

The public exhibition process found there was:

- understanding and support for the values of place proposition as presented by the Harbour Trust in terms of First Nations, military and natural heritage
- understanding and in-principal support for a draft master plan to revitalise and remediate Middle Head / Gubbuh Gubbuh and improve the quality of place and visitor experience
- in-principal support for the five key actions in the initial design response – Centre, Arrive, Walk, Connect and Activate
- support for additional walking tracks, completion of the headland loop path and increased pedestrian movements
- support for the preservation and adaptive re-use of the brick barracks (Buildings 6 and 7) as an interpretation centre that explores all key values and layered history associated to the headland
- support for the preservation and adaptive re-use of the 10 terminal brick barracks precinct
- support for the proposed bushland protection and regeneration
- understanding and support for the draft master plan scope, realising the long-term vision is not funded within current capital budget and the probable staging of implementation over the mid to long term
- support for the shared pedestrian-orientated spine on Middle Head Road
- support for significant alteration of existing car parking to improve safety and public domain amenity
- understanding that First Nations cultural heritage will play a key role in design and implementation of the vision
- both concern and support for the removal of timber buildings, relocation of the oval's facilities, reconfiguration of the oval and new entry conditions
- concerns about the removal of the Guard House and the impact to the tenants
- concerns about the scale, frequency and impact that events/activations would have on Middle Head / Gubbuh Gubbuh and Mosman surrounds
- concerns about the increase in traffic to the area and what Middle Head / Gubbuh Gubbuh can sustain

- support for the Harbour Trust and NPWS working and create and implement a 'two agency, one place' experience
- discussion as to the project's staging and implementation as the profile of the area increases and whether to align proposed actions with activation of the site, or to explore construction-based staging within master planning.

### Draft master plan consultation outcomes

The Harbour Trust published the Consultation Outcomes Report and a Consultation Summary, providing a breakdown of the numbers and types of responses received as well as the key issues raised and the Harbour Trust's response to the issues.

Considerable concerns prompted the Harbour Trust to review the plan, revise a number of key proposed actions and re exhibit a revised draft plan.

### Revised draft master plan consultation outcomes

Following exhibition of the revised draft plan the following key outcomes are considered within the master plan:

- No change to configuration of Middle Head Oval or Middle Head Road/Chowder Bay Road intersection
- Middle Head Oval changing facilities to remain in current location and be upgraded
- Former Guard House/café building to be retained
- Former parade ground retained to be used for car parking and a civic space
- Reduction in initially proposed extent of car parking

## 2. Cultural heritage values

Part two provides an overview of the cultural heritage values and heritage significance of place. It provides an overview of the First Nations, military and colonial, and natural heritage significance of Middle Head / Gubbuh Gubbuh.



Figure 11. View from Middle Head / Gubbuh Gubbuh looking north west towards Balmoral Beach and beyond. Source: Harbour Trust

## 2.1 The ecology that is Gubbuh Gubbuh

### Flora and fauna

Middle Head / Gubbuh Gubbuh is characterised by Hawkesbury sandstone geology, comprising steep slopes, sandstone rock outcrops and sandstone cliffs, with some plateau areas above the cliffs. The drier plateaus contain coastal heath, low woodland and open scrub while the moist and sheltered slopes contain tall, open forest and gully forest.

The characteristic tree species are *Angophora costata*, *Eucalyptus botryoides* with *Corymbia gummifera*, *Eucalyptus piperita* and *Allocasuarina littoralis*. The coastal heath is restricted to the exposed eastern edge of Middle Head / Gubbuh Gubbuh. Preliminary results from a flora study of the site identified the threatened *Acacia terminalis* subsp. *Eastern Sydney* in a number of locations.

Weeds have invaded many areas as a result of disturbance, landfill and altered drainage patterns with *Ageratina adenophora*, *Lantana camara*, *Asparagus setaceus* and *Ipomoea* particularly evident.

Despite the pressures of surrounding urban areas, some bushland on the site remains relatively undisturbed. The bushland located in the western section of HMAS Penguin contains a high diversity of native plant species. This area has greater potential to support a diverse range of fauna species.

Long-term changes to fire frequency, increased isolation, predation and competition from feral animals are considered to have resulted in the local extinction or reduction in abundance of many native species. Despite this, the area remains an important habitat for a number of species and provides potential habitat for a number of threatened species.



Figure 12. *Acacia terminalis* subsp. *Eastern Sydney* (Sunshine Wattle)



Figure 13. *Angophora costata* (Sydney Red Gum/Smooth-barked Apple) is an emblematic tree species of this area



Figure 14. *Epacris longiflora* (Fuchsia Heath)



Figure 15. *Acacia longifolia* subsp. *longifolia* (Sydney Golden Wattle)



Figure 16. *Crowea exalata* (Waxflower)

## 2.2 Gubbuh Gubbuh – The spirit of Country

'Spirit of Country' in this context refers to intangible cultural heritage values described by UNESCO as 'folklore, traditions, language and knowledge'.

UNESCO notes that the values embodied in intangible cultural heritage are identified to assess significance and inform conservation decision-making.

First Nations intangible cultural heritage values related to this site are considered critical elements of conservation decision-making, interpretation planning and future implementation.

The sensitive positions of creation or ancestral stories that relate to these lands, the waters of the harbour and the skies above are not within the remit of this master plan to define or articulate.

The telling of ancient story, folklore or tradition (if it is to be generally and publicly told) requires considerable research, validation and detailed consultation with First Nations Knowledge holders. While the conceptual relationship between Country and sentience are dominant themes for contemporary application in the context of both the harbour and region, site-specific ancient intangible values are not immediately accessible nor in written text or as recorded oral histories.

Establishing these intangible values and stories of place requires a trusted and equitable long-term relationship with Traditional Owners. Further, as land, sky and water are spiritually interrelated, future knowledge holding consultation must not be limited by contemporarily imposed land management boundaries.

Of critical importance in protection of First Nations cultural heritage values is the need for a deep, enduring relationship with First Nations Knowledge holders with connection to these lands.

To facilitate this critical relationship and to guide the master plan's implementation, Harbour Trust will engage with the appointed First Nations Advisory Group, Knowledge holders, Traditional Owners and the First Nations community.



Figure 17. Rock formation. Source: Gabi Meek, Yerrabingin



Figure 18. Rock formation. Source: Gabi Meek, Yerrabingin



Figure 19. Reflection of sky, light and water. Source: <https://www.dezeen.com/2018/07/01/house-on-the-mist-alfonso-arango-micro-black-cabin-colombia/>



Figure 20. Shell fish hooks inspired the Bara artwork. Source: Paul Ovenden, Australian Museum



Figure 21. Interaction with water and nature. Source: Gabi Meek, Yerrabingin



Figure 22. Interaction with water and nature. Source: Gabi Meek, Yerrabingin

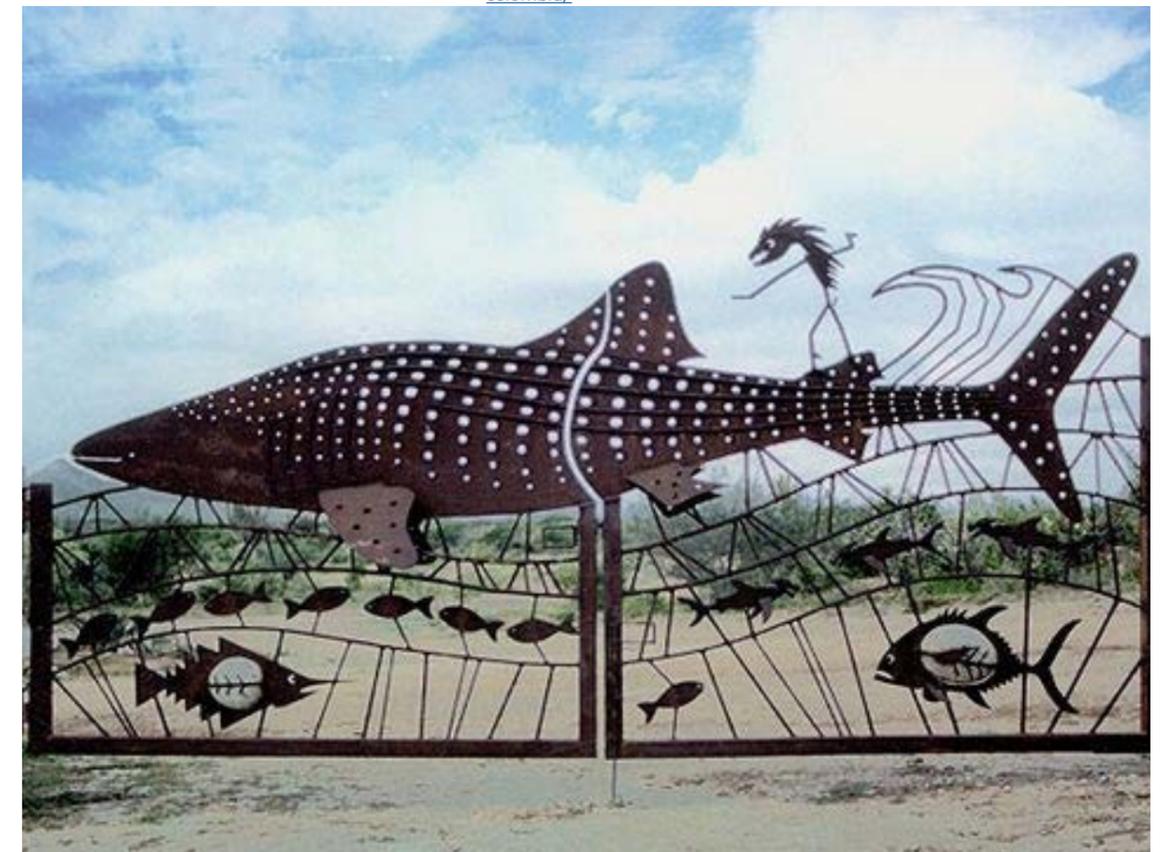


Figure 23. An example of art in the landscape. Source: <https://feltmagnet.com/sculpture/Expand-Your-Arts-and-Crafts-Potential-with-Mixed-Media-Projects>

## 2.3 Colonial heritage

### 1788 – A story of first contact

Within days of proclaiming the Colony of New South Wales, Governor Phillip dispatched an expeditionary survey party from Sydney Cove to go north to further explore Port Jackson. The party was led by Lieutenant Hunter and documented in journal entries by Lieutenant Bradley. It was a three-day voyage using longboats exploring Camp Cove (South Head), Chowder Bay / Gooree, Middle Head / Gubbuh Gubbuh, Grotto Point, Spring Cove (Manly) and Shell Cove (Middle Harbour).

In journal entries, Bradley describes some of the first contact with First Nations peoples that took place over three days. These interactions mostly occurred along the shores of Chowder Bay / Gooree, Middle Head / Gubbuh Gubbuh and on the northern shores of Middle Harbour, at nearby Grotto point.

On 29th January 1788, Bradley wrote: *'Landing on a point forming the Northwest or Middle Branch to which we were followed by several of the Natives along the rocks, having only their sticks which they use for throwing the lance, they pointed to the best landing place and met us in the most cheerful manner, shouting and dancing....these people mixed with ours and all hands danced together'*

The location of this encounter is likely to be on one of the northern sheltered beaches of Middle Head / Gubbuh Gubbuh.

### 1789 – An epidemic amongst First Nations peoples

In April 1789, smallpox was detected when First Nations peoples living between Sydney Cove and the heads were found with the disease.

Lieutenant Fowell reported finding First Nations peoples: *laying dead on the beaches and in the caverns of rocks, found with the remains of a small fire on each side of them and some water left within their reach.*

First Nations peoples had no resistance, and up to 70% of the First Nations population were killed by the disease.

### 1801 to 1871 – Defending the colony

As early as 1801, during the Napoleonic War, Middle Head / Gubbuh Gubbuh was recognised as an important site for the defence of Sydney Harbour with its commanding vantage point looking out to the entrance to Sydney Harbour. The 1801 Fort, which is located on the headland, is one of the oldest surviving structures in Sydney Harbour and considered one of the earliest European structures in Australia. It is immediately to the north of the First World War Obelisk Battery and the white navigational obelisk in Sydney Harbour National Park. It was built 15 metres above the water level, hollowed out of the rock platform, and once held six guns. The camp associated with the fortification is

thought to have been located on the southern terrace lawn adjacent to the south of Building 3. This may present the requirement for further research and possible archaeological investigation.

In the 1840s, the Middle Head / Gubbuh Gubbuh area was selected as the site for defence fortifications that would form part of an outer ring to protect the main harbour and town. By this time, a track connected North Sydney with the Middle Head / Gubbuh Gubbuh fortifications. The route approximately follows the line of the current Middle Head Road and Old Fort Road at Middle Head / Gubbuh Gubbuh.

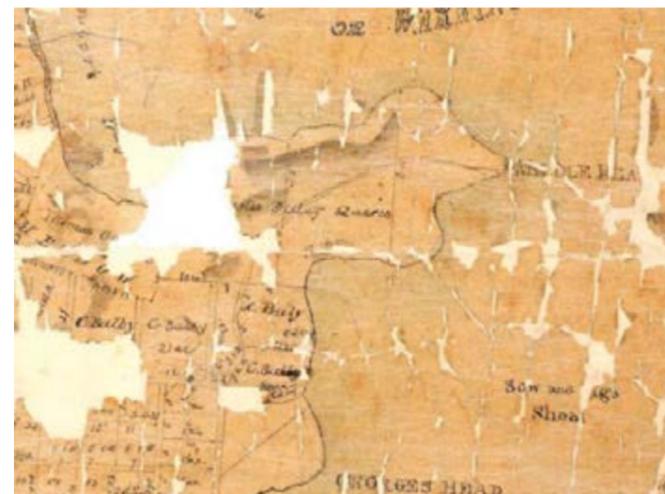


Figure 24. Extract from the Willoughby Parish map showing Beilby's allotments. Source: Parish Map Preservation project (Map from Land and Water Conservation)



Figure 25. 'First interview with the Native Women at Port Jackson New South Wales' by William Bradley from his journal 'A Voyage to New South Wales', ca. 1802. STATE LIBRARY OF NSW. SAFE 1/14 IE1113857 FL1113929

In October 1853, construction works were authorised on batteries for Georges Head and Middle Head / Gubbuh Gubbuh, but work soon halted following orders by the newly arrived Governor Denison, who preferred to strengthen the inner harbour defences given the outbreak of the Crimean War and the perceived direct threat to the colony. From the 1860s onwards, a series of war scares swept Sydney. Russia was the main enemy of Britain; it was realised that Sydney Harbour was poorly defended against a determined attacker while being many months away from Britain's help.

To counter this perceived threat, the fortifications and defensive artillery on Georges, Bradleys and Middle heads were extended large areas of land backing onto these reserves were compulsorily resumed in haste. Land in the reserve on the headland at Middle Head / Gubbuh Gubbuh was resumed on 24 December 1861.

At Cobblers Beach, a stone and timber jetty was constructed in 1861 with a military track (Cobblers Beach Road) formed around the same time to connect the jetty with the fort.

### Bungaree's Farm

Bungaree (a First Nations man from Broken Bay) is famous for circumnavigating Australia with Matthew Flinders and acting as a cultural guide between colonists and First Nations peoples across what is now known as Australia. In 1815, Governor Macquarie established a farm near Middle Head / Gubbuh Gubbuh and made Bungaree leader. Sixteen First Nations families lived at the farm, with the long-term goal of assimilation. Most families abandoned the scheme and moved away.

In October 1814 Governor Macquarie declared his intent to: *allot a piece of land in Port Jackson bordering on the seashore for a few of the adult natives who have promised to settle there and cultivate the ground. Such example cannot, I think fail of encouraging other natives to settle on and cultivate lands, preferring the productive efforts to the wild and precarious pursuits of the woods....*

Macquarie later wrote: *I have succeeded in getting sixteen adult natives to settle permanently on a small farm on the Northern shore of the Harbour, about six miles from the town.*

Recent research indicates that the location of Bungaree's Farm may have been on the plateau bench of land where the brick buildings are today. Further research with possible archaeological investigation will validate and enrich this nationally significant story.

### Private ownership and military use

After Governor Macquarie's plan for a farm failed, the Middle Head / Gubbuh Gubbuh precinct passed into private ownership of a single landholder, Charles Beilby, in 1835. A small portion of land was retained by the Crown for defence of the harbour. However, in 1861 the private land was resumed by the Crown for military purposes.

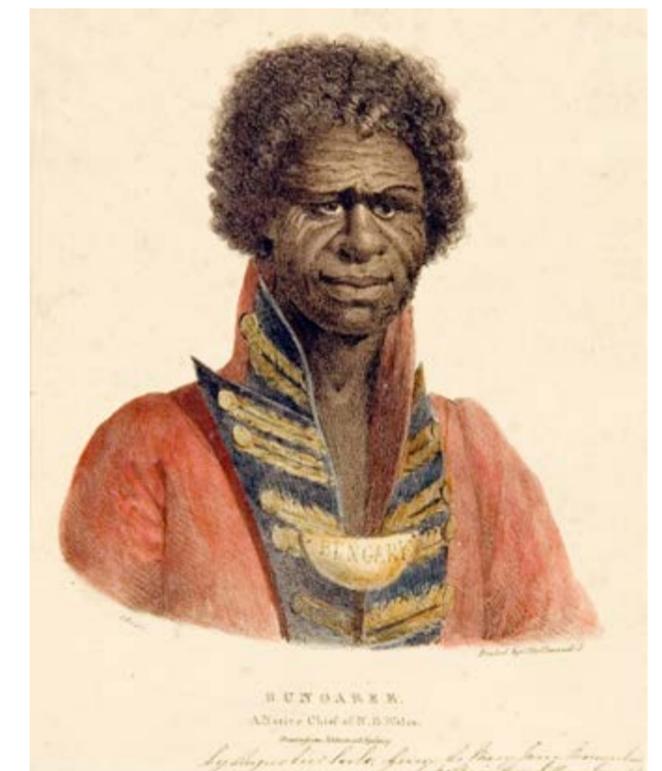


Figure 26. Earl, A. (c.1830-38). Bungaree A Native Chief of N.S. Wales [lithograph, hand-coloured with watercolour on paper]. Art Gallery of South Australia. Retrieved from <https://www.agsa.sa.gov.au/collection-publications/collection/works/bungaree-a-native-chief-of-n-s-wales/23011/>

## 2.4 Federation era and 20th century heritage significance

### 1871 – Sydney stands alone

The decision in 1870 by the British Government to withdraw its troops from the Australian colonies and to pass defence responsibilities to the individual colonies resulted in the NSW Government adopting an 'outer line' of defence strategy for Sydney Harbour. This consisted of a series of batteries at Georges Head, Middle Head / Gubbuh Gubbuh, Bradleys Head and inner South Head.

The NSW Colonial Architect, James Barnet, designed the defences for Sydney. Work on the Outer Middle Head Battery recommenced in 1871 and by 1890 a defensive ditch had been constructed across the headland. Middle Head Road (then known as Military Road) was constructed in 1870 and Chowder Bay Road in the 1890s. Both roads were built with stone edging, remnants of which are located beneath the public car park at the intersection of Middle Head and Chowder Bay roads.

Early maps show that by 1881 there was a cluster of buildings located at Middle Head / Gubbuh Gubbuh on the land now managed by NPWS. These buildings were part of the School of Gunnery. Some have been demolished but those that remain are now used by NPWS as residences, offices, public toilets, for community use and as storage depots.

The remainder of the Middle Head / Gubbuh Gubbuh area was undeveloped until the First World War

### 1914 to 1940 – Civil and military use

Australia's involvement in the First World War saw an intensification in use of the land at Middle Head / Gubbuh Gubbuh.

In 1915 a mobilisation camp was erected along Middle Head Road in the area immediately west of the defensive ditch. The camp consisted of two sets of huts and associated service buildings. One set of huts was occupied by the Royal Australian Garrison Artillery and the other set by the Royal Australian Engineers. These huts remained intact until 1955 and were then gradually removed from the site. All huts were gone by 1970.

The cessation of the First World War resulted in a demobilisation of armed forces and reduced military demand for the Defence land behind the headlands. The natural areas of Mosman had become a major recreational attraction, and public access to military areas became expected as a right. Mosman Council began leasing some of the land for public access including a large area behind the fortifications as a private golf club.

The Mosman Golf Club was established in early 1923 and a 21-year lease from the Australian Government was formalised in 1924. The lease was made with a condition that if the Australian Government required the land, it could take possession without compensation.

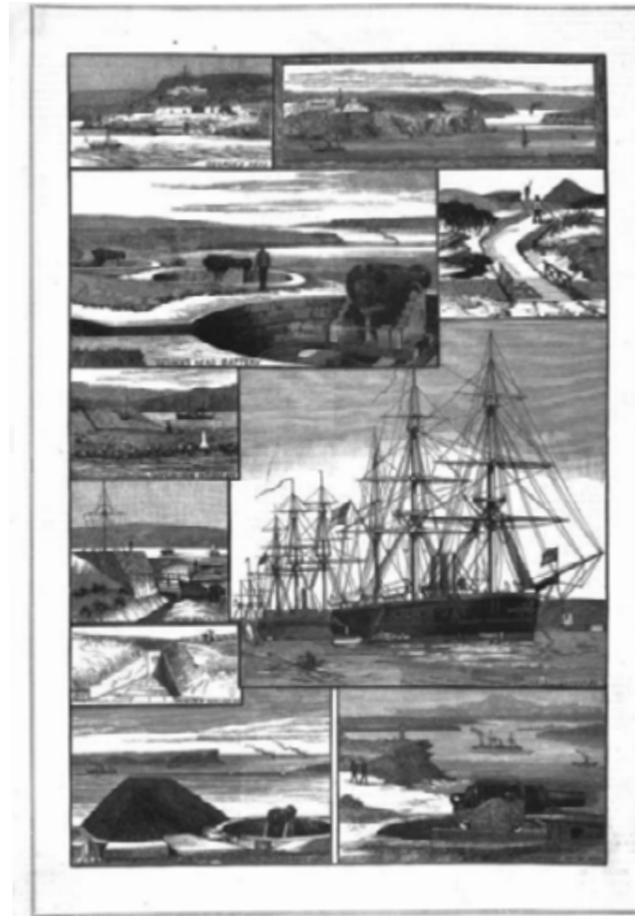


Figure 27. Engraving of the Sydney Harbour defences dating from July 1885. This engraving is likely to have been based on photographs, as similar views survive in the Small Picture File in the Mitchell Library. Source: SLVIC A/S27/07/085/116



Figure 28. View across the golf course to the Mosman Golf Clubhouse. Source: Golf in Australia, 14 My, 1932, p25

The 24 hectare, nine-hole golf course opened in 1924 with a substantial clubhouse. The public outcry and contention surrounding this proposal foreshadowed later debate about the alienation of land for private use.

In 1933, Mosman Golf Club signed a new lease enabling it to hold the land for a further 21 years, and in the years leading up to the Second World War it undertook improvements and extensions to the course.

### 1939 to 1945 – Wartime construction

The onset of the Second World War prompted another round of construction work on the military land of Middle Head / Gubbuh Gubbuh. To allow this, the golf course was handed back to Defence in 1940. The Army retained the clubhouse and divided it into two residences for use as married quarters.

In 1941, buildings were constructed to house the Anti-Aircraft and Fortress Engineering School and the Army's Signals Camp (the brick barracks and former ASOPA buildings respectively). Throughout the war years, the engineering school provided instruction in searchlight equipment, camouflage skills and training for tradesmen and engineers. The Signals Camp was intended to be only used for temporary accommodation.

On 13 August 1941, the Australian Government approved the formation and control of an Australian Women's Army Service (AWAS) to release men for duty with fighting units. Between 1941 and the end of the war in 1945, 24,026 women enlisted as volunteers in the service. Members of the AWAS were involved in duties including administration and transportation, and an AWAS contingent was attached to the Signals Unit at Middle Head / Gubbuh Gubbuh.



Figure 29. Aerial view of Middle Head / Gubbuh Gubbuh (east to west from the 1930s). Source M:PXE 889

In 1941, construction of HMAS Penguin began. The naval base, designed to provide sleeping accommodation for 700 men with associated administration, support offices and recreational facilities, also included the Balmoral Naval Hospital.

In July 1942, the Royal Australian Navy commissioned HMAS Penguin. During the war, HMAS Penguin was an important training school, depot and hospital. The swimming pool and the old sandstone tower remain as reminders of the period when HMAS Penguin was the site of the 1904 sewerage works and the Mosman Council incinerator.

In 1945, at the end of the Second World War, Italian prisoners of war were housed in huts near Obelisk Beach on and that is today part of the Sydney Harbour National Park. These huts were occupied by squatters after the war and were removed by 1961.

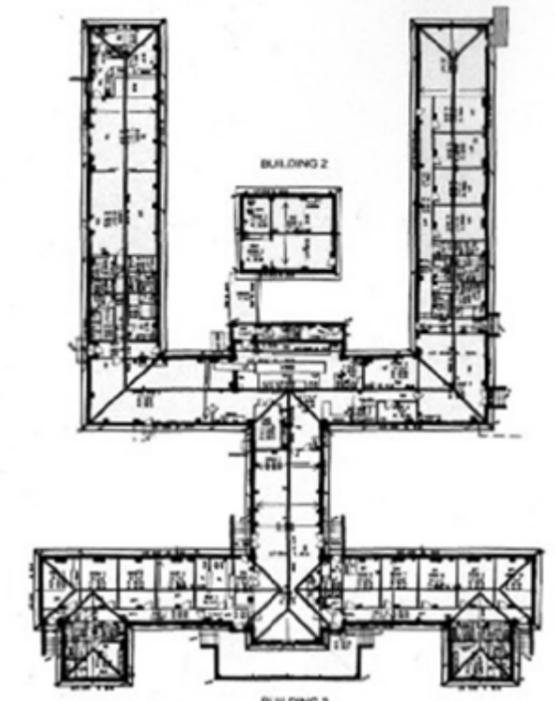
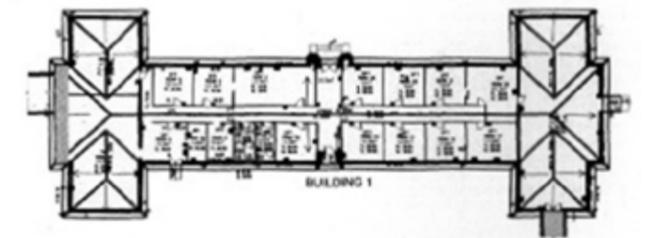


Figure 29a. Plan of the engineering school brick buildings, constructed in 1941

## 2.4 Federation era and 20th century heritage significance

### 1945 to 1997 – Post Second World War military and institutional use

In 1946, 160 AWAS signallers occupied quarters at the brick barracks. From 1947 to 1950, the Army's strategic signals in NSW were provided by transmitters and receivers situated at Middle Head / Gubbuh Gubbuh. By 1952, ASOPA had moved out of brick barracks. This allowed the Army to provide better accommodation for its permanent military personnel, with proper amenities and kitchen areas.

The 21st Construction Regiment, a Citizens' Military Force unit, had its first camp at Middle Head / Gubbuh Gubbuh in 1951. The regiment was based at the brick barracks and carried out earthmoving work, including preparing the ground for Middle Head Oval, which was completed in 1951. The area occupied by the oval was previously for informal sport during the Second World War.

The three timber-framed, weatherboard clad, two-storey barracks buildings (Buildings 1, 2 and 3) at the former 10 Terminal Regiment site were constructed in 1951-52 for the 111th Light Anti-Aircraft Battery (B Anti-Aircraft Battery (B.A.A.)). In the following year, the Department of Works invited tenders for the erection and completion of a timber framed ORs (Other Ranks) laundry.

In 1958, the School of Military Intelligence (or Army Intelligence Centre) moved into the brick barracks and operated there until its relocation to South Australia in 1967. The unit played an important role during the Vietnam and Cold wars. The unit taught aerial photo interpretation, foreign army tactics and combat intelligence. Students learnt about interrogation techniques to help them endure and resist treatment if captured.



Figure 30. 21st Construction Regiment at Middle Head / Gubbuh Gubbuh showing the Mobilisation camp behind. Source ML GPO2 Still 00938

The fortification tunnels in the National Park on Middle Head / Gubbuh Gubbuh were used for this purpose, with a series of 'tiger cages'.

The predecessor of the 1 Terminal Group was the Royal Australian Engineers, Dock and Water Transport Units which had been set up at Chowder Bay / Gooree in 1948. In 1963, the 1 Terminal Group moved to the brick barracks.

This group became the 10 Terminal Group in 1974 and was renamed in the 10 Terminal Regiment, Royal Australian Corps of Transport, in 1976. This regiment occupied the buildings until 1997.

In 1997, the 10 Terminal Regiment vacated the buildings. They were the last operational unit to occupy Middle Head / Gubbuh Gubbuh and lower Georges Heights.

### The Australian School of Pacific Administration (ASOPA)

ASOPA grew out of an army civil affairs unit created during the Second World War. The unit was originally known as the Land Headquarters School of Civil Affairs and was based at the Royal Military College, Duntroon. In 1947, the civil school was established as a permanent body, with teaching and research duties based at Middle Head / Gubbuh Gubbuh.

The Army permitted ASOPA to occupy part of the brick barracks for two years, but this arrangement lasted until 1952, when ASOPA was relocated to occupy the timber framed huts used by the Signals Camp. A number of modifications and additions were made to the timber huts to make them suitable as a teaching facility.

From its early years ASOPA played a role in Australia's involvement in Papua New Guinea. From 1948, ASOPA offered refresher courses, short courses and two-year diploma courses to train Australians as administrators for Papua New Guinea. Students were originally selected from the armed forces and ASOPA trained many who made notable contributions in Papua New Guinea.

ASOPA became known for its association with notable academics and administrators. John Kerr (later Sir John Kerr QC, Governor-General of Australia) served as Principal in 1947 and James McAuley, noted poet, taught at the school. Other notable associations included Lieutenant Colonel Alf Conlon, Charles Rowley, Peter Lawrence and Camilla Wedgwood.

Throughout the 1950s and 1960s, ASOPA grew in stature, size and significance. In 1954, ASOPA started to train Australians to become teachers in Papua New Guinean primary schools in addition to the training of patrol officers. Teacher training was extended in 1960 to include training of teachers for schools in the Northern Territory. In 1964, the school switched teacher training from primary to secondary teaching. In 1967, it commenced a course for senior local government officials. Several extensions and alterations were made to cater for the growing demand for courses and its use as a research school.

In 1971, ASOPA became a training centre for Papuans and New Guineans, preparing them for the self-government. In addition, candidates for short courses could now come from any other developing nations, in the Pacific or elsewhere.

In 1973, the school was integrated into the structure of the office of the Australian Development Assistance Agency and became known as the International Training Institute. The institute ran short and refresher courses in education and middle management. The former Principal, Jack Mattes, remained on the grounds to compile the laws of Papua New Guinea, a task which took 10 years.

The institute operated until 1987. In the 1980s it held 23 short courses per year, attracting professors from the University of Sydney and upcoming talent, including Bob Carr (who later became Premier of NSW). In 1987, the institute was proclaimed as the AIDAB Centre for Pacific Development (or AusAid). Until its closure in 1998, the centre received strong demand for its education and teaching. For 51 years, ASOPA and the subsequent schools it paved the way for, provided continuing academic excellence and quality teaching and research. In 1993 a brief history of the school stated that there was 'no other institution quite like it in the world'.

### Subsequent site developments

The 1980s and 1990s saw subsequent development actions comprising:

- construction of Middle Head Oval's changing facilities
- construction of the Guard House adjacent to Middle Head Oval that now includes a café
- installation of Middle Head Oval's lighting towers.

The Conservation Management Plan and Middle Head Management Plan note these additional developments as having limited or no heritage significance.

### 3. The site

Part three includes the statutory, urban and technical analysis. It examines urban context and the statutory and legal context of planning for regeneration. Part three also examines the existing conditions of place with a focus on transport, users and strategic direction for future use. Part three sets out constraints, opportunities and key regeneration guiding principles.



Figure 31. View of the brick barracks, ASOPA, Middle Head Oval and HMAS Penguin in the background. Source: Harbour Trust

### 3.1 Context

The Middle Head / Gubbuh Gubbuh precinct culminates at the eastern end of the Mosman peninsula, surrounded by the adjoining Sydney Harbour National Park. The headland forms an important area rich in natural, cultural and military heritage values.

Middle Head / Gubbuh Gubbuh is one of the three headlands that define Sydney Harbour. Secluded by one road in and out, it provides a headland with a bushland character and 180-degree vistas.

Middle Head / Gubbuh Gubbuh continues to be a place of cultural significance. An open, accessible and activated Middle Head / Gubbuh Gubbuh will encourage greater connection for Traditional Owners of Sydney Harbour as well as First Nations peoples from across Australia.

People are an essential part of Country. Cammeraygal and Borogegal peoples have cared for this Country since time immemorial. Over thousands of generations they have shaped the landscape and formed part of its identity. Cultural motifs should be integrated throughout the site. This can be done through prioritising culturally inspired wayfinding mechanisms, language names, public art and built form.

The Mosman peninsula is a popular destination for Sydneysiders, offering destinations like Balmoral Beach, Taronga Zoo and Bradleys Head.

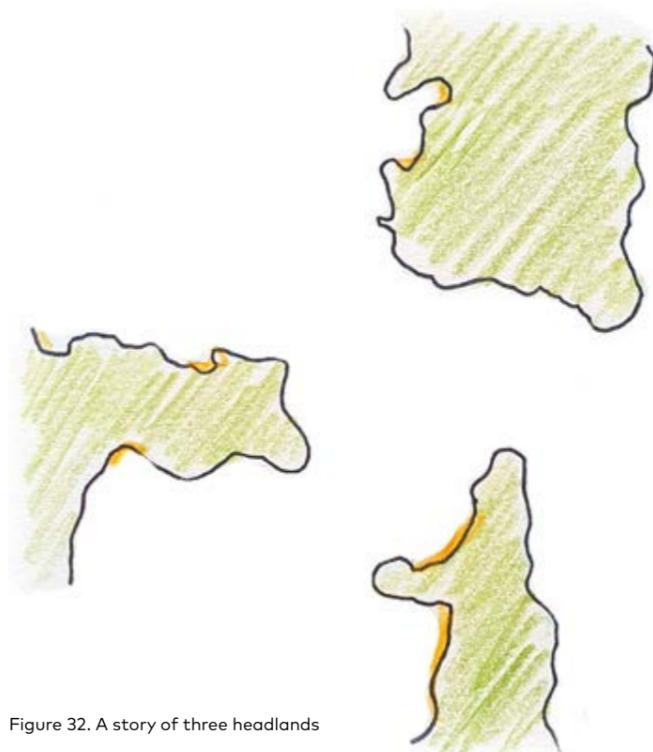


Figure 32. A story of three headlands

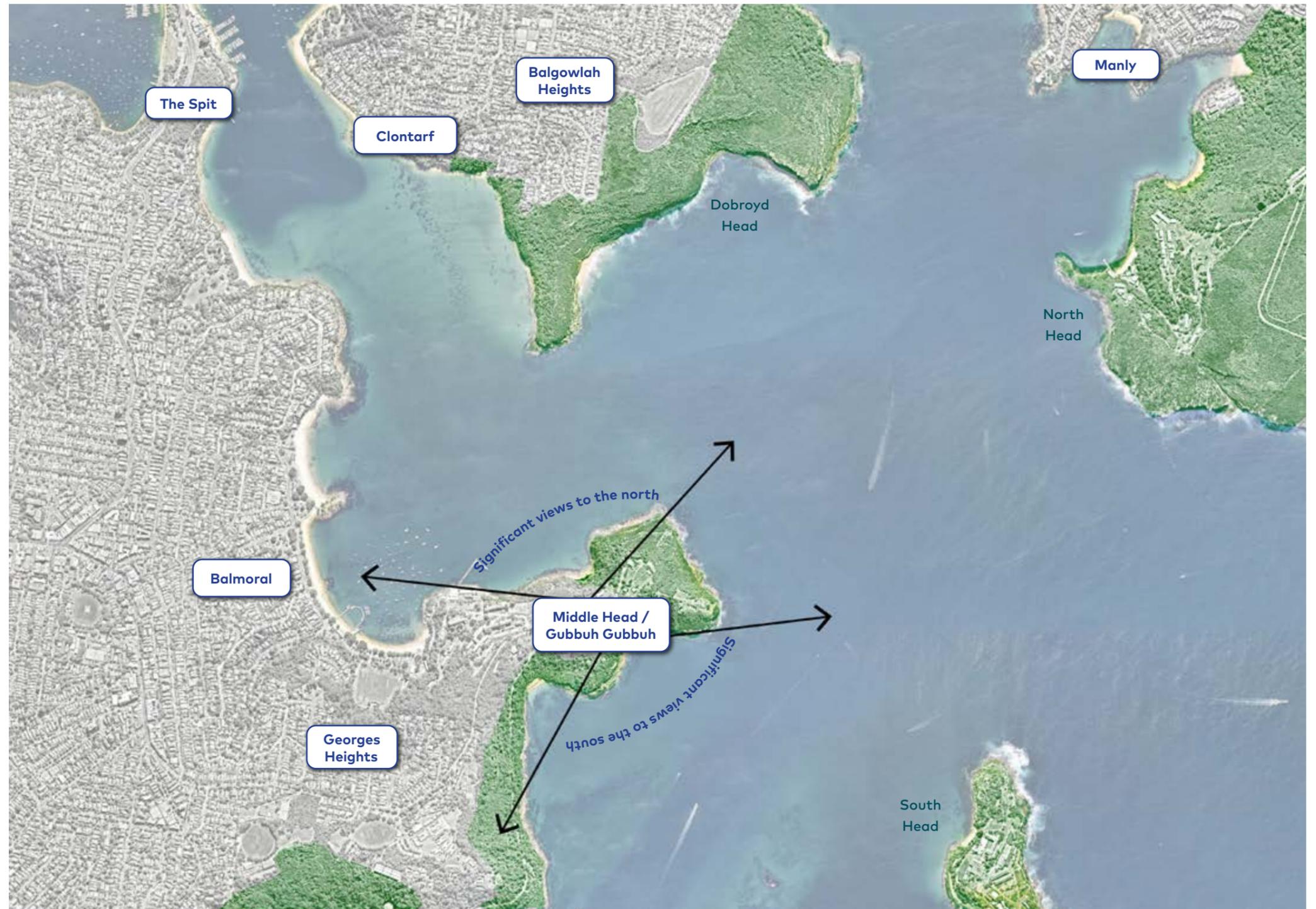


Figure 33. Aerial of the site's context in relationship to surrounding areas

## 3.2 Statutory framework

Section 3.2 outlines the planning framework that will guide the future use of Middle Head / Gubbuh Gubbuh.

### Sydney Harbour Federation Trust Act 2001

The objects of the Harbour Trust are set by the *Sydney Harbour Federation Trust Act 2001* (Harbour Trust Act), which are to:

- ensure that management of Trust land contributes to enhancing the amenity of the Sydney Harbour region
- protect, conserve and interpret the environmental and heritage values of Trust land
- maximise public access to Trust land
- establish and manage suitable Trust land as a park on behalf of the Commonwealth as the national government
- co-operate with other Commonwealth bodies that have a connection with any harbour land in managing that land
- co-operate with NSW, affected councils and the community in furthering the above objects.

The Harbour Trust Act defines land that is vested in the Harbour Trust as 'Trust land' and surrounding land (such as the adjoining NPWS Sydney Harbour National Park) as 'harbour land'. The Harbour Trust Act requires the Harbour Trust to prepare Comprehensive Plan for Trust land which may also cover harbour land. The Harbour Trust 2003 Comprehensive Plan recognises the strategic value in including harbour land as it allows the Harbour Trust to take a holistic approach to its planning.

### Environment Protection and Biodiversity Conservation Act 1999

All 'actions' on Harbour Trust land are controlled by the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act).

Section 26 of the EPBC Act protects Australian Government land from actions taken on or outside it that may have a significant impact on the environment. Section 28 protects the environment from actions taken by the Australian Government or an Australian Government agency that may have a significant impact.

The EPBC Act defines the environment as including ecosystems and their constituent parts, including people and communities; natural and physical resources; the qualities and characteristics of locations, places and areas; heritage values of places; and the social, economic and cultural aspects of these elements.

### Harbour Trust Comprehensive Plan

The Comprehensive Plan was amended in 2009 to include HMAS Platypus. It is a broad strategic plan that sets out a vision for all Harbour Trust sites and includes a process for preparing more detailed management plans for specific places, such as Middle Head / Gubbuh Gubbuh.

The Comprehensive Plan provides a framework for the adaptive re-use of Middle Head / Gubbuh Gubbuh as 'a gateway to Middle Harbour from land and water' (Section 7), as well as setting out overarching objectives and policies for all of the Harbour Trust sites (Section 3).

Section 3 of the Comprehensive Plan sets out consultation and communications objectives and policies. This master plan aligns with these objectives and other strategies such as the Stakeholder Engagement Strategy.

### Harbour Trust management plans

Harbour Trust management plans are site-specific plans that refine and detail the site objectives and outcomes established in the Comprehensive Plan. They identify desired outcomes, suitable land uses, and how a site's environmental and heritage values should be protected and interpreted.

### Middle Head Management Plan (Amendment 2) 2017

The current Management Plan for Middle Head / Gubbuh Gubbuh was made in 2017 following extensive community consultation.

This superseded Amendment 1, made in 2014, which in turn superseded the initial plan, which commenced in June 2007.

Each amendment followed extensive community consultation.

Amendment 2 satisfies the requirements of schedule 7A of the EPBC Act. It may be amended to address any substantial changes as this master plan is implemented. Any amendments will be subject to community consultation.

### Related Harbour Trust policies and guidelines

General policies and guidelines that guide the renewal of Middle Head / Gubbuh Gubbuh include Harbour Trust Reconciliation Action Plan; Corporate Plan; Leasing Policy; Rental Subsidy Policy for Contributory and Delivery Partners; Draft Access Guideline; Events Policy; Heritage Strategy; the Threat Abatement Plan for disease in natural ecosystems caused by *Phytophthora cinnamomi*; the draft *Phytophthora Root-Rot Management Strategy and Best Practice Procedures for Bush Regeneration Activities*; and Recreation Strategy.

This master plan has been prepared with regard for these policies.

### Assessment of actions

The Harbour Trust is the approval authority for actions on its lands and assesses actions in accordance with the Harbour Trust Act, EPBC Act, Comprehensive Plan and Middle Head Management Plan.

The Harbour Trust will consult with the community about significant proposals. In some exceptional circumstances, proposed actions that are likely to have a significant impact on the environment or heritage values will also be referred to the Minister for the Environment for further assessment and approval under the EPBC Act.

### Middle Head / Gubbuh Gubbuh Master Plan 2023

While not a statutory document, the Middle Head / Gubbuh Gubbuh Master Plan informs the future renewal of the precinct.

Any works to be implemented as part of the master plan will be subject to an assessments process.

### State legislation

The Harbour Trust Act specifically excludes any land owned by the Harbour Trust from the operations of state environmental planning policies (SEPPs) and regional environmental plans (REPs) prepared by the NSW Government and local environmental plans (LEPs) prepared by councils.

Despite this, the Harbour Trust aims to align with state legislation to ensure consistency and best practice. The Harbour Trust also aims to align with district plans prepared by the Greater Cities Commission, SEPPs related to Sydney Harbour and Coastal Management and the Mosman LEP and supporting policies and plans related to protection of the environment.

The Harbour Trust also considers plans made under the *Rural Fires Act 1997* that apply to the Mosman Local Government Area, including the Harbour Trust's land and Sydney Harbour National Park. The Harbour Trust will cooperate with other agencies in the implementation of plans prepared under the *Rural Fires Act 1997*.

### Plans prepared by neighbouring land managers

This master plan has regard for the plans and policies below that were prepared by neighbouring land managers.

### NPWS Sydney Harbour National Park Plan of Management 2012

The NPWS Plan of Management applies to the whole of the Sydney Harbour National Park, including Middle Head / Gubbuh Gubbuh and Georges Head.

The Plan of Management outlines the overall strategy for the park, which is the protection and where necessary restoration of the park's natural vegetation, and the maintenance, interpretation and adaptive re-use of important historic places.

### NPWS Master Plan for Middle Head / Gubbuh Gubbuh and Georges Head

NPWS adopted a master plan for Middle Head / Gubbuh Gubbuh and Georges Head in 2018. This addresses the implementation of its Plan of Management and addresses specific management and operational issues, including opportunities for coordinated outcomes on the headland in collaboration with the Harbour Trust.

Although the NPWS master plan is not a statutory document, public and private activities in Sydney Harbour National Park must be consistent with the NSW *National Parks and Wildlife Act 1974*, the Sydney Harbour National Park Plan of Management and the Sydney Harbour National Park Middle Head Historic Buildings Conservation Management Plan 2003.

This Middle Head / Gubbuh Gubbuh Master Plan reflects the outcomes proposed for the Sydney Harbour National Park, such as paths, as provided for in the NPWS master plan.

### 3.3 Statutory heritage significance

#### Heritage listings and Commonwealth heritage values

The Commonwealth Heritage List, established under the EPBC Act, comprises natural, Aboriginal and historic heritage places that are either entirely within a Australian Government area, or outside the Australian jurisdiction and owned or leased by the Australian Government or a Commonwealth Authority; and which the Minister is satisfied have one or more Australian Government heritage values.

The former Defence lands at Headland Park, Mosman (which includes the Middle Head / Gubbuh Gubbuh precinct and the adjoining HMAS Penguin naval base), are together listed under the EPBC Act as Commonwealth Heritage Place No 105541.

It is also listed on the Register of the National Estate as Historic Place No. 102619 and 'Middle Head and Georges Heights' Historic Place No. 101087.

The precinct also contains items with individual listings:

- '10 Terminal Regiment Headquarters and AusAid Training Centre' as Historic Place No. 105587 on the Commonwealth Heritage List and Historic Place No. 103342 on the Register of the National Estate
- 'Golf Clubhouse (former)' as Historic Place No. 105575 on the Commonwealth Heritage List and Historic Place No. 103293 on the Register of the National Estate
- 'Military Road Framework' containing a section of Cobblers Beach Road, a section of Middle Head Road to the Sydney Harbour National Park boundary and a section of Chowder Bay Road to Middle Head Road as Historic Place No.105572 on the Commonwealth Heritage List and Historic Place No.103266 on the Register of the National Estate.

Schedule 5 of Mosman LEP 2012 – Environmental Heritage contains numerous listings for the Middle Head / Gubbuh Gubbuh precinct including the '10 Terminal Regiment HQ', 'AUS AID Training Centre' and 'Defence Housing' (including the golf clubhouse).

The site lies within the National Trust's 'Sydney Harbour Landscape Conservation Area' classified by the National Trust on 24 January 1983. However, there is no specific mention of the buildings, structures and former and current uses of the site.

#### NSW State Heritage Register

The Harbour Trust's land at Middle Head / Gubbuh Gubbuh is not listed on the NSW State Heritage Register. The nearby Middle Head / Gubbuh Gubbuh fortifications in Sydney Harbour National Park are identified on the NSW State Heritage Register.

#### Archaeological assessments

In 2004, Australian Museum Business Services (AMBS) conducted an archaeological survey of Harbour Trust lands at Middle Head / Gubbuh Gubbuh, Georges Heights and Chowder Bay / Gooree. This was undertaken in conjunction with NPWS and extended to areas under NPWS jurisdiction on the headland.

AMBS found significant archaeological evidence. To maintain the protection and integrity of these fragile sites, locations and detail is not publicly available. In February 2006 the Harbour Trust engaged AMBS to prepare an addendum to the 2004 report that outlined findings of a survey of Harbour Trust land. The 2006 addendum covered the former golf clubhouse site, the former ASOPA buildings and surrounds, the buildings located on the plateau and Middle Head Oval.

The 2006 archaeological survey found no First Nations sites or objects. Given the disturbed nature of the area, the survey found it is unlikely that First Nations cultural material would have survived past development.

It concluded that no additional archaeological survey of this area of the site was necessary or warranted. However, due to the possible existence of subsurface remains, any future earthworks will require monitoring and detailed recording by a qualified archaeologist to protect archaeological material that may be present.

#### Conservation Management Plan

In 2006 the Harbour Trust commissioned Robertson Hindmarsh Pty Ltd to prepare a Conservation Management Plan (CMP) for the Middle Head / Gubbuh Gubbuh precinct with reference to the EPBC Act and Commonwealth Heritage listing criteria.

The EPBC Act provides that a place has Commonwealth Heritage value if it meets one of the criteria prescribed in the regulations. The following statement of Commonwealth Heritage Values is derived from the CMP. The primary sources of cultural heritage significance are listed in the CMP under relevant criteria.

The CMP details the cultural significance of the site and the individual components within it in the following statement:

*The study site is significant as an important element in the entire former military reserve and defence lands at Middle Head, Georges Heights and Chowder Bay. The study site contains building complexes constructed in the early days of World War Two in the Pacific which are tangible reminders of the type, range, and standard of buildings required to mount a defence of Australia in wartime.*

*They also demonstrate the long association of the site with the training of defence personnel and the long-time use of the site for military purposes which has had the effect of preventing major urban development of the headland and its preservation as part of the landscaped nature of the major headlands of Sydney Harbour.*

*The site also contains one of the few remaining relatively intact interwar golf clubhouses and the physical evidence of Australia's only training institution established to train administrators and officers for Australia's overseas territories.*

### 3.4 Principles of the Middle Head Management Plan

This section summarises the key renewal principles that exist within *Middle Head Management Plan (Amendment 2) 2017*.

This master plan is subordinate to that management plan and is consistent with the management plan.

The precinct will form part of the sequence of civic, village-like places along the plateau enveloped by bushland and connected by pathways integrating Headland Park. The primary objectives for the Middle Head / Gubbuh Gubbuh precinct, as identified in the management plan, are to:

- work collaboratively with NPWS in the coordinated management of the whole headland
- improve access to and through the precinct by providing pathways and parking areas
- adaptively re-use the former ASOPA buildings and brick barracks in a manner that retains and conveys their heritage values and contributes positively to the experience of visitors to Headland Park allow some buildings to be modified or removed
- find uses for the buildings that help their conservation and that are sympathetic to their simple, institutional form and the need to open up the site to the public
- ensure new uses achieve compliance with relevant building standards and bushfire regulations • retain the existing pattern of development of the former bases to help form the basis of the public access and circulation network, enhanced by additional pathways to integrate with the adjacent Sydney Harbour National Park
- continue use of Middle Head Oval as a sports recreation facility
- retain the institutional, garden-like character of the landscape
- protect and expand the bushland areas around the periphery up to a new circuit track, which will also provide a means of controlling run-off from the lawns and gardens
- selectively remove some of the less significant landscape elements within the former bases to reveal views of the surrounding waterways and headlands, and to improve the clarity of the setting of each of the elements that make up the site and its history: the fortifications, the timber buildings, ASOPA and former golf clubhouse

#### Coordinated management of the headland

A prime consideration for the future management of Middle Head / Gubbuh Gubbuh is its coordinated management as one place, where significant heritage places and natural systems are protected and retain their prominence. The Harbour Trust will develop and implement a coordinated management framework with NPWS.

The proposed coordinated approach will cover:

- path and track network connections and directional signage
- more effective management of pests and weeds, fire, stormwater, threatened species and bushland
- interpretation and visitor experience, including possible joint tours
- parking and road management
- coordinated planning and community engagement
- improved information sharing.

Coordinated management will allow each agency to function as independent corporate while cooperating in areas that will protect and enhance Middle Head / Gubbuh Gubbuh.

A number of management principles for joint initiatives and outcomes will guide the Harbour Trust and NPWS in their site management and decision making process.

#### Access

To improve access to the natural and cultural assets of the headland, the Harbour Trust and NPWS will continue to work together to:

- develop a connected network of paths and tracks as part of the Sydney Harbour Scenic Walk
- facilitate improvements that support public transport, walking and cycling
- explore opportunities for coordinated directional signage and clear arrival points
- coordinate the management of traffic and parking.

#### Interpretation

The Harbour Trust aims to increase public understanding and appreciation of a site's rich natural and cultural heritage. Its interpretive activities are meaningful, relevant and engaging to a broad audience.

The Harbour Trust and NPWS will continue to work together to tell the stories of Middle Head / Gubbuh Gubbuh across the whole landscape through the sympathetic adaptation of buildings and spaces, and the coordination of activities and publications. Opportunities to provide integrated interpretation will continue to be explored and developed.

#### Environmental management

The Harbour Trust and NPWS will continue to work together to protect the natural heritage values and reduce the threats to biodiversity at Middle Head / Gubbuh Gubbuh by:

- protecting threatened species, populations or communities in accordance with relevant guidelines
- monitoring flora and fauna species
- managing weeds
- implementing best practice hygiene procedures for bush regeneration or related activities
- sourcing soil and plant materials from appropriately certified suppliers and native plant nurseries
- coordinating the implementation of bushfire protection strategies
- managing stormwater run-off to bushland areas by controlling the downslope dispersal of nutrients.

#### Visitor experience

The Harbour Trust and NPWS will continue to work together to develop tours, events and education programs across the headland. This includes:

- improving the sense of arrival to the headland • ensuring consistent and visible signage and messaging across the headland
- examining opportunities for expanding joint programs and developing new and unique experiences to engage a broad range of visitors
- using a variety of interpretive techniques to engage visitors remotely and on site
- providing a variety of public facilities to attract new and regular visitors to Middle Head / Gubbuh Gubbuh.

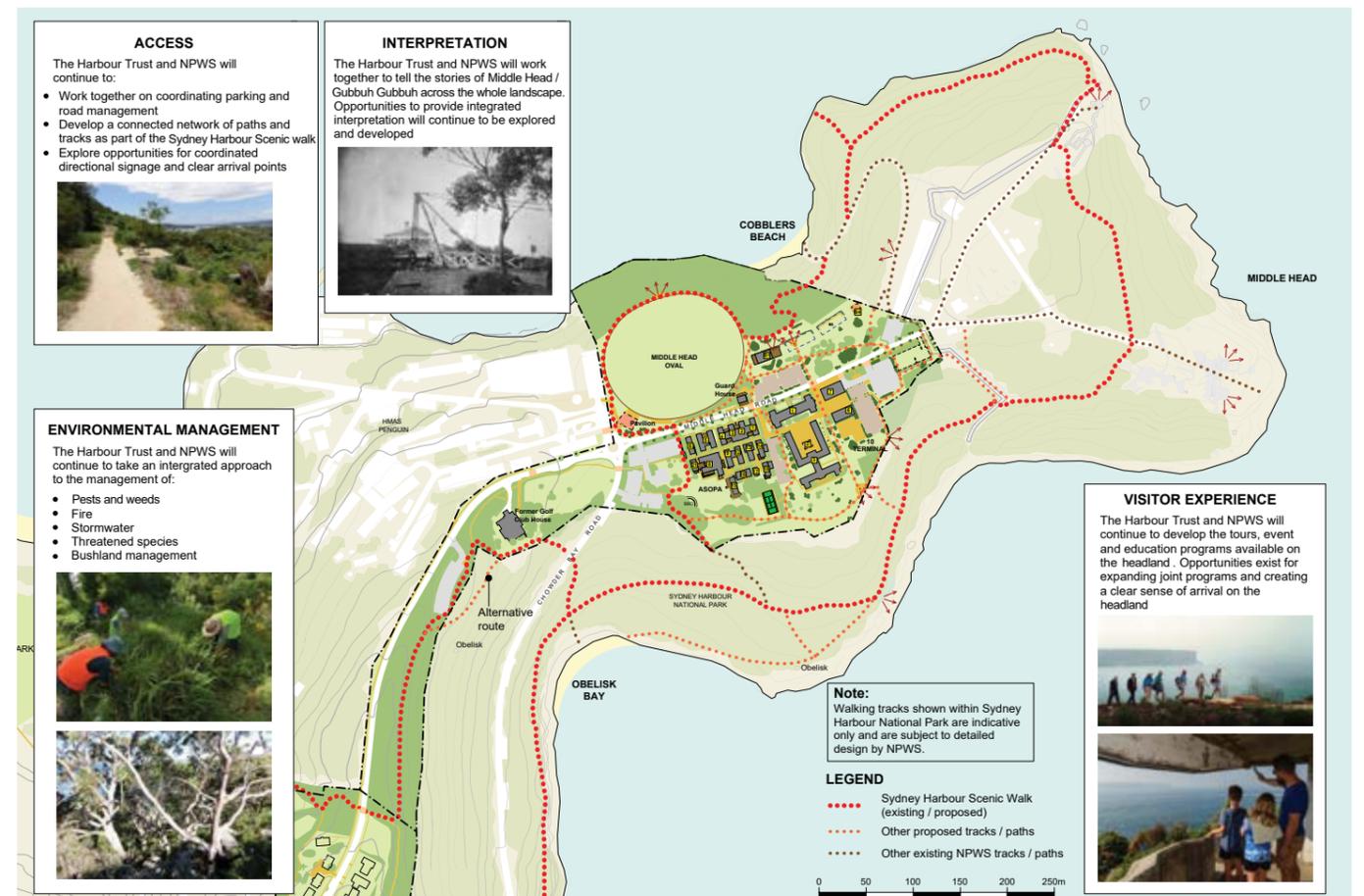


Figure 34. Extract from Middle Head Management Plan (p.69)

### 3.4 Principles of the Middle Head Management Plan

#### Roadways

The roadway alignment and character will be retained as it is part of the historical access along the ridge that linked the fortifications and the subsequent development of bases from Military Road.

Changes in carriageway width may be needed to meet the requirements of vehicle, cyclist and pedestrian safety, control of roadside parking and stormwater run-off. These improvements will be designed to retain the overall open character of the roadway and employ design features such as edgings or any special paving.

#### Pathways

Additional paths and tracks within the precinct will link the established internal network to the surrounding areas. The Harbour Trust will continue to work with NPWS and Mosman Council to create an integrated network of paths on the headland.

#### Landscape

The open, institutional park-like setting of the ASOPA buildings and brick barracks will be retained and enhanced, as it is an important characteristic of the former bases and provides the ingredients for creating a public park. Some of the shrubs along the south side of ASOPA and the brick barracks will be thinned out to improve the physical and visual connection between the buildings and the parkland. There is an opportunity for limited bushland regeneration and/or revegetation along the southern edge of the precinct, which would be undertaken in consultation with NPWS.

Other landscape actions and improvements will include:

- retaining and enhancing the lush ASOPA plantings
- selectively thinning out the formal plantings in front of the brick barracks along Middle Head Road to reveal the main façade and to provide continuity of the grassed verge along the broad curve of the road, while monitoring and potentially removing trees that are too close to buildings if they threaten to damage the buildings
- retaining plantings between the brick barracks and Middle Head Oval to provide visual screening
- introducing stormwater collection from hard surface areas and roofs
- continuing to work with NPWS to reveal the defensive ditch (some of which has already been revealed).

#### Water Sensitive Urban Design

The principles of Water Sensitive Urban Design (WSUD) will be incorporated into the regeneration of the Middle Head / Gubbuh Gubbuh precinct to achieve water quality, water conservation and ecological objectives. Effective integration will require the application of concepts on a catchment-wide basis.

#### Remediation

A hazardous materials removal and abatement program for the Middle Head / Gubbuh Gubbuh precinct will:

- remove, repair or manage remaining asbestos or synthetic mineral fibre building materials, and removal of any asbestos cement fragments from beneath buildings
- remove and dispose polychlorinated biphenyls (PCB) containing capacitors identified to be removed
- remove or abate deteriorating lead-based paint systems.



Figure 35. Extract from Middle Head Management Plan 2017 (Figure 17)

### 3.5 Existing conditions analysis

In analysing existing conditions, this section describes current uses within the context of future site planning. It identifies issues that impact the integration of a holistic plan for future, using the terms 'fracture' or 'fractured site'. This terminology refers to issues considered significant if the site is to be renewed and repaired within the context of a nationally significant and highly activated cultural heritage place.

These 'fractures' are not listed in any particular order; rather they are considered issues that collectively erode the values of place. Equally, each are considered as readily repairable. The key actions and design response both contribute to addressing these fractures.

1. Consideration of site arrival sequence with upgraded changing facilities
2. Lack of pedestrian safety, amenity and continuity
3. Focus of vehicle movement – east to west
4. Large expanse of bitumen hardscape – car parks
5. Consideration of pedestrian movement
6. Limited visibility, acknowledgment or reference to significant features and military or colonial heritage values
7. Limited visibility or acknowledgment of First Nations values – tangible or intangible
8. Invasive plant species, land contamination and bushfire threat.



Figure 36. Aerial photo of existing site, identifying existing conditions as numbered. The red line shows the approximate boundary to Commonwealth lands under Harbour Trust management

### 3.5 Existing conditions analysis



Figure 37. Existing changing facilities

#### 1. Consideration of site arrival sequence with upgraded changing facilities

The previously proposed relocation of the changing facilities, within the initial draft master plan (March 2023) reflected the intent of the 2003 Comprehensive Plan. It also aimed to improve the oval facility. The Harbour Trust collaborated with Mosman Council to explore potential new locations for a replacement changing facilities, but none of these were viable.

The master plan determines that facility remains in its current location and may be upgraded to improve facilities.



Figure 38. Lack of footpath on Middle Head Road and Middle Head Oval

#### 2. Lack of pedestrian safety, amenity and continuity

The site is spatially constrained with limited pedestrian amenity or clear continuity. Beyond the roundabout, Middle Head Road connects vehicles with a sequence of car parks but is largely a dead end at the eastern-end of the NPWS gate. Pedestrians typically use the road as the footpath as there is little evident alternative. The site edges have limited pedestrian connectivity. As the site is largely dormant this current condition is possibly acceptable. With future site activation and more site use, this condition is not considered acceptable. The new NPWS loop walking track around the headland is considered relevant to this issue.



Figure 39. Middle Head Road - looking west

#### 3. Focus of vehicle movement - east to west

Beyond the roundabout, Middle Head Road connects vehicles travelling east to west with a sequence of car parks. While this services the existing largely dormant condition, under future activated conditions it has the potential to create a significant vehicle (car, truck, service vehicle) dominant barrier that may physically separate or divide the site into two halves – north and south.



Figure 40. Eastern car parks

#### 4. Large expanse of bitumen hardscape – car parks

Middle Head Road connects the roundabout with a sequence of car parks. At the western end, adjacent to ASOPA, the Harbour Trust has constructed car parking that sits neatly within the landscape and is largely unobtrusive. On the northern side of Middle Head Road (adjacent the Guard House/café building and timber buildings) is a large area of car park bitumen and this car park is the former parade ground. This appears typically used by café patrons, Middle Head Oval users or Cobblers Beach visitors. Further east (adjacent the NPWS maintenance and storage depot) is more car parking. This use of land for car parking prevents access to spectacular views, including west down to Middle Harbour. At the south-eastern end, adjacent to the brick barracks and NPWS gate, large areas of bitumen hardscape dominate the land. To the current visitor, these appear as unused, empty and barren spaces. The result is that cars, car parks and empty areas of bitumen visually and physically dominate the site. The occupancy rates for these car parks is analysed in Section 3.6 and informs the design response proposals.

### 3.5 Existing conditions analysis



#### 5. Consideration of pedestrian movement

The existing vehicle entry, vehicle movement from HMAS Penguin and east-west along Middle Head Road constrains pedestrian movement. Some safety issues may be present with vehicle movement and pedestrians, particularly children being dropped off at the oval. Within context of a future activated site, analysis indicates requirement for careful consideration of pedestrian movement in both master plan and design.



Figure 41. Existing defensive ditch with overgrown vegetation

#### 6. Limited visibility, acknowledgment or reference to significant features and military or colonial heritage values

There are several examples at Middle Head / Gubbuh Gubbuh where historically significant features are not acknowledged. The defensive ditch, a remnant of the colonial period defensive installation, is largely hidden. The car park and adjacent NPWS maintenance and storage depot prevent exposure of this important historic feature. The walking track down to Cobblers Beach is located on the colonial-period road, originally used to drag supplies and armaments to the fortifications on Middle Head / Gubbuh Gubbuh. The former parade ground, opposite the brick barracks (Building 1), is now a sloping bitumen car park. The nearby 1801 Fort is considered the oldest colonial defensive installation in Australia, but pedestrian connection from the Harbour Trust's Middle Head / Gubbuh Gubbuh precinct to the Don Goodsir walking track is limited.

The precinct was once a vibrant military 'village', activated by its various uses over the time of Defence establishment. The primary remnant of this use is the existing brick buildings that are formally arranged in symmetrical fashion around a common courtyard. The high heritage significance of this built form is an important factor in expressing the military heritage values; however, the values extend beyond the simple remnant-built form and transcend the physical boundaries between the Harbour Trust and NPWS-managed land parcels.



Figure 42. Existing heritage (built form and landscape)

#### 7. Limited visibility or acknowledgment of First Nations values – tangible or intangible

Evidence suggests that Middle Head / Gubbuh Gubbuh was occupied by a considerable First Nations population for many thousands of years. First Nations oral histories from the region recall the creation of the harbour, witnessing geological transformation. As a place of resource, food, vantage and security it seems reasonable to anticipate a richness in tangible and intangible values. At present no such values are acknowledged on the site.

#### 8. Invasive plant species, land contamination and bushfire threat

The assessed environmental values of place are considerable. Within a dense urban city context, the protected natural lands are both rare and significant. The headland is home to known threatened and endangered species, the land parcel with an outlook to Cobblers Beach is home to critically endangered species. How the land is regenerated from its military use is a critical aspect of long-term management and beyond the remit of master planning. However of relevance to master planning is identification of critical risk issues and the principles for mitigation and repair.

##### Site infrastructure

The Middle Head / Gubbuh Gubbuh precinct is serviced with water and electricity via water mains and overhead electrical supply lines which run along Middle Head Road. These services continue along Middle Head Road and supply the national park. Some improvements have been made to electrical, water, stormwater, sewer and telecommunications services, including as part of the refurbishment of the ASOPA buildings.

### 3.6 Existing transport network constraints

Given the range of current and expected users and activities within and surrounding the precinct, the transport and access demands vary in relation to:

- seasonal dependent activities and use
- time of day/night and days of week
- event and sporting based activities
- operational hours spikes related to commuter arrival and departure times.

Given the highly variable activity and occupancy of the precinct and surrounds, improvements proposed within the master plan should be considered in the context of minimising the impacts of private car parking and movements in line with the higher-order objectives within the statutory framework (see Section 3.2).

The primary forms of access and movement associated with Middle Head / Gubbuh Gubbuh is considered in the following key access modes of transport:

- road network and access
- car parking
- walking
- public transport
- cycling.

In developing principles to improve these modes of movement for future use and activation, the following areas are considered:

- constrained land area
- multiple existing users/uses
- future use and users
- key action of the master plan (i.e. reconfigure vehicle access and create a walking place).

To identify the existing transport network constraints within Middle Head / Gubbuh Gubbuh precinct and surrounding areas, the Harbour Trust commissioned a robust analysis of current conditions involving:

- review of available transport and access reports
- analysis of precinct car parking data
- consultation with neighbouring agencies
- interviews with Harbour Trust rangers with experience observing car parking capacities and associated constraints related to the Middle Head / Gubbuh Gubbuh precinct.

Middle Head / Gubbuh Gubbuh is highly constrained in terms of access and parking, therefore recognising the key constraints – combined with identifying the right balance of accommodating growth associated with activation and enhancing public access and amenity – are key elements for the master plan.

#### Existing conditions

##### Vehicle access and entry conditions

The Middle Head / Gubbuh Gubbuh precinct is uniquely serviced from Mosman by a single road link, Middle Head Road, which provides access to HMAS Penguin and Chowder Bay / Gooree, by way of Chowder Bay Road via the roundabout intersection. Middle Head Road is two-way, with one lane in each direction and a 40km per hour speed limit, reduced to 25km per hour and narrowing upon entry to the Middle Head / Gubbuh Gubbuh precinct.

Access to the Middle Head / Gubbuh Gubbuh precinct is via a singular entry point at the roundabout, providing vehicle access to Middle Head Oval, ASOPA, the brick barracks, various car parks and Sydney Harbour National Park.

The current entry condition at the roundabout is a key area of tension between vehicular traffic involving HMAS Penguin, Middle Head Oval users, ASOPA tenants, Harbour Trust employees and patrons and visitors to the area and the national park.

Main sources of conflict identified include traffic movements at and around the roundabout and are related to:

- peak time-of-day capacities between vehicles entering the roundabout from the north (HMAS Penguin)
- congestion caused by improper use of the HMAS Penguin entry and immediate roundabout/road network by oval users when conducting drop-off, pick-up and spectating from within vehicles
- the current location of the Middle Head Road bus stop (northern side of the road)
- future need to facilitate a safe stop location for passengers to alight from visiting Middle Head / Gubbuh Gubbuh including the Environmental Education Centre proposed to be located in Sydney Harbour National Park.

Key challenges to be addressed include:

- poor sense of arrival to the precinct
- lack of dedicated drop-off area for Middle Head Oval users and vehicles
- proximity of entries to car parks 1 and 2
- peak vehicle demand conflicts between HMAS Penguin and oval users
- pedestrian safety at road crossings around the roundabout
- Environmental Education Centre student excursions and bus drop-off/pick-up requirements.



Figure 43. Existing access on Middle Head Road

→ Existing vehicle access

### 3.6 Existing transport network constraints

#### Public transport

The precinct is serviced by a single bus route, route 111, operating at 30 to 40 minute intervals across the day from South Mosman Wharf to Chowder Bay / Gooree, with the bus stop nearest the Middle Head / Gubbuh Gubbuh precinct (Stop ID 2088104), approximately a two-minute walk to the brick barracks.

Key challenges are:

- current bus stop locations, to the west of roundabout that require pedestrians to navigate road crossings to enter the precinct
- the current northern bus stop that causes a stopped bus to obstruct traffic entering the roundabout
- limited public bus timetable availability and route constraints.

#### Walking and cycling

To complement the existing walking tracks, NPWS is constructing new sections of walking tracks that integrate Middle Head / Gubbuh Gubbuh and Georges Head with the Sydney Harbour Scenic Walk and connects to the Bondi to Manly Walk.

Formal pedestrian access from the precinct to the NPWS tracks is limited to the Don Goodsir walking track to the 1801 Fort and the entry to NPWS land at the defensive ditch boundary, though several informal tracks have been established according to pedestrian desire lines.

Within the precinct, the footpath east of Chowder Bay Road is somewhat separated from Middle Head Road and is not immediately apparent, being partially obstructed by established landscaping. This, combined with the (typically) low vehicle traffic volume, produces a tendency for pedestrians to share the road with vehicles.

Current conditions do not make cycling desirable at Middle Head / Gubbuh Gubbuh. This is due to the lack of dedicated bike paths and the narrow street network to accommodate an on-street bike network.

Aligned with the *Middle Head Management Plan 2017*, a key aim is to integrate the precinct as part of a unified network of spaces in collaboration with NPWS.

Key challenges include:

- current and future pedestrian desire lines
- pedestrian and cycling linkages between surrounding areas, access points, car parks and key buildings
- pedestrian safety on Middle Head Road (east of the roundabout)
- integration with the new NPWS walking track that links Middle Head / Gubbuh Gubbuh and Georges Head.



Figure 44. Bus stop near Chowder Bay Road (stop ID 2088104)

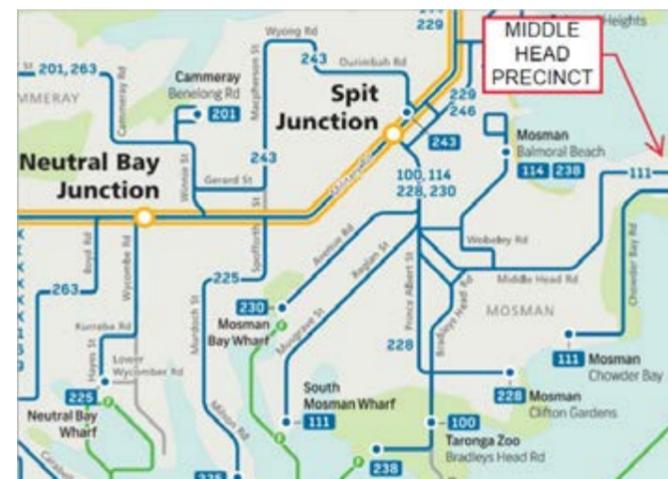


Figure 45. Transport for NSW map showing bus routes nearby to Middle Head / Gubbuh Gubbuh. Source: <https://transportnsw.info/document/3953/buses-around-northern-beaches.pdf>



Figure 46. Existing transport network

— Bus network — B-Line — Active transport network — Walking track (dedicated) - - - Walking track

### 3.6 Existing transport network constraints

#### Car parking

The Traffic Management Plan (TMP) for Middle Head / Gubbuh Gubbuh, Georges Head and Chowder Bay / Gooree, Transport and Access Management Plan (TAMP) by Stantec 2021 (updated in 2023), traffic counters and other studies have consistently recognised that the relationship between traffic volumes, pedestrian safety, traffic noise and types of land use inherently limit the opportunity for the precinct to effectively manage growth. The management plan notes a desire to facilitate access via other transport modes such as public transport, walking and cycling to manage increases in traffic and associated parking limitations.

Therefore, vehicle accessibility issues are important. Existing car parks provide parking for spectators and sporting groups of Middle Head Oval, operators and patrons of the ASOPA buildings, patrons of the retail, food and beverage offerings and visitors to both Sydney Harbour National Park and Harbour Trust land.

A comprehensive review of existing traffic and access reports, collection and analysis of car parking data and consultation with Harbour Trust Rangers was undertaken to understand the occupancy rates and performance of car parking and vehicle movements within the precinct.

Car park parking meter data spanning November 2020 to November 2022 was analysed to determine the estimated average car parking occupancy for the individual car parks. This data did not account for tenants with parking passes or visitors not paying for parking.

These findings show the occupancy rate varies between seasons and weekdays versus weekends, with peak occupancy demand during summer weekends.

Currently the precinct holds 206 car parking spaces that service ASOPA commercial tenancies, Middle Head Oval users, beach goers, Guard House/café building patrons and NPWS staff and visitors. Seventy-two additional spaces can be utilised as overflow on hardstand east of Buildings 6 and 7. This area is earmarked for Chowder Bay / Gooree shuttle parking.

Analysis indicates demand in order of 40% across all car parks in the precinct with peak demand (summer weekends) of around 70%. Responses from the Harbour Trust rangers and parking meter data analysis findings yielded comparable results, as summarised below:

- Visitation is dependent on season, weather and day of week.
- High demand days could be mitigated with overflow parking provisions.
- Congestion at the roundabout is associated with Middle Head Oval on game days.

Key challenges include increased parking requirements and activation of the brick barracks.

Reconfiguring the precinct to a walking place will require:

- an increase in parking requirements for events and activations users
- access for all users, regardless of ability
- increased access and parking requirements for the planned Environmental Education Centre
- increased parking requirements for walkers.

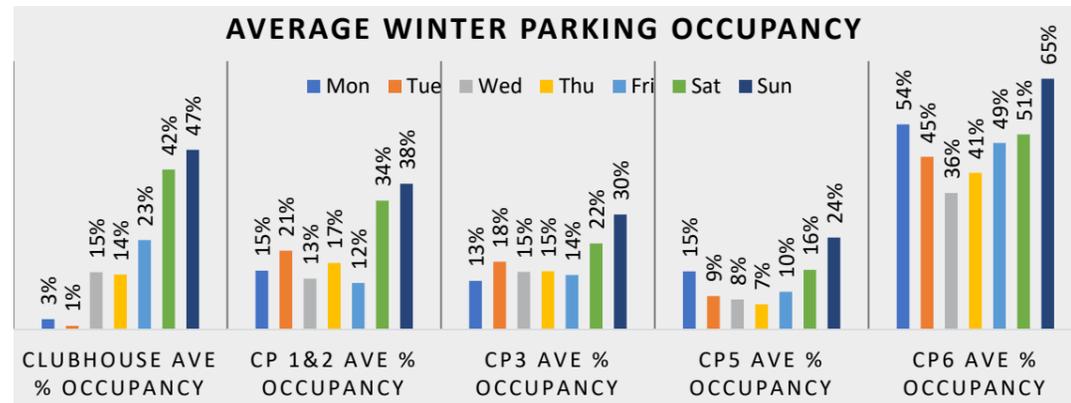


Figure 47. Average winter parking occupancy (extrapolated from parking meter data)

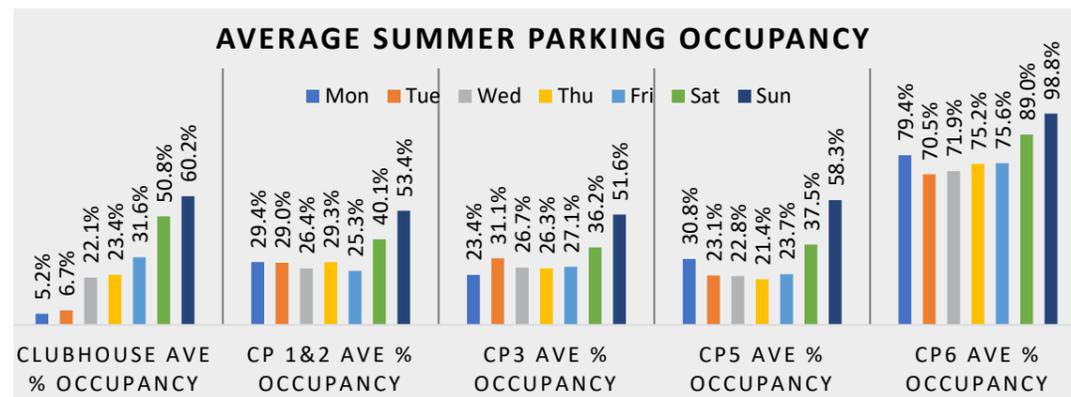


Figure 48. Average summer parking occupancy (extrapolated from parking meter data)

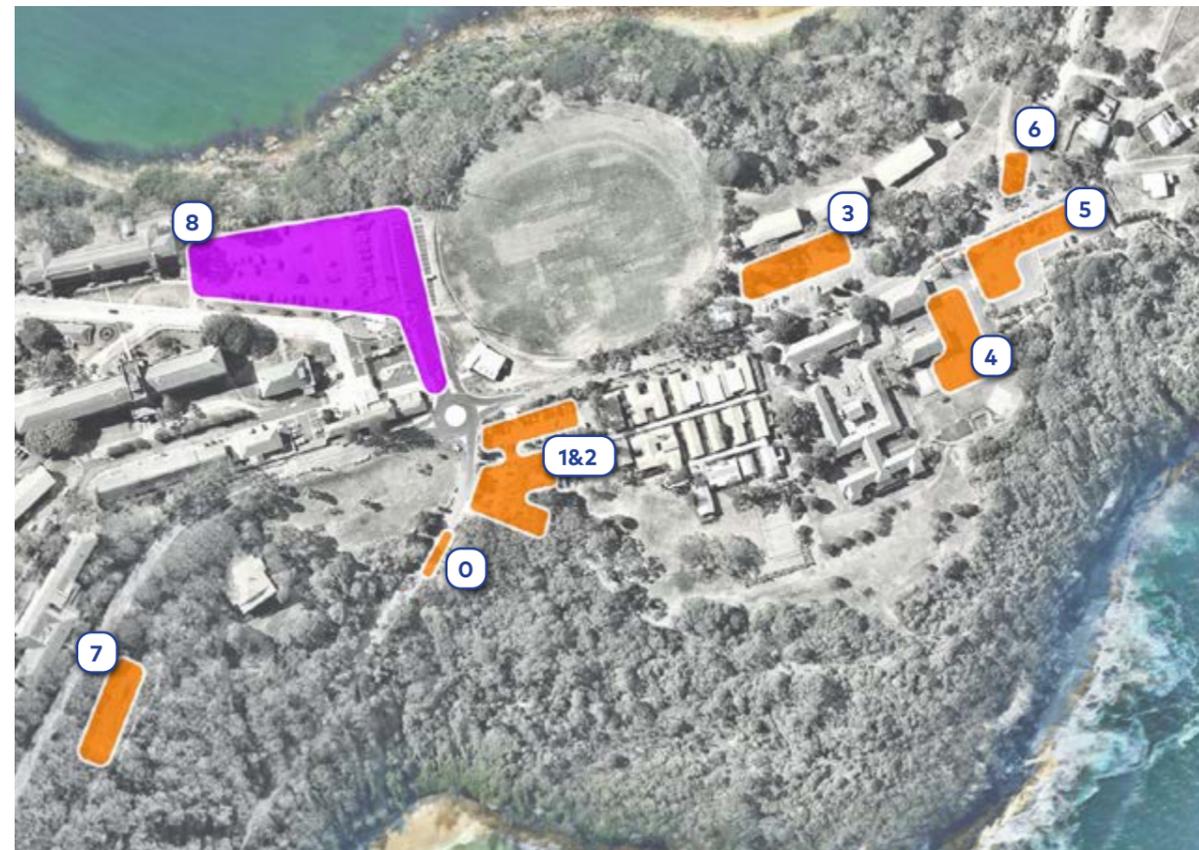


Figure 49. Existing parking

■ Private parking ■ Public parking

No.	Name	Spaces
0	Chowder Bay Road	11
1&2	Car Parks 1&2	82
3	Car Park 3	41
4	Car Park 4 (Satellite parking for Sergeant Mess)	72
5	Car Park 5	58
6	Car Park 6	14
7	Car Park 7 - Clubhouse	41
8	HMAS Penguin Car Park	Private

### 3.7 Existing uses and users

This section analyses the conditions of use and describes the users of the site within the context of future site planning. Users are identified and approximate population numbers are outlined.

This listing and corresponding diagram (page 36) takes a broad position beyond the land management boundaries to inform the future use position to see a long-term position primarily relating to infrastructure, car parking and impact on cultural and natural heritage values. In short this is the current 'base' position from which new use and users can be analysed.

#### General use and users of Headland Park

Broadly, the existing recreational use of Headland Park and the neighbouring land parcels is considerable. The lands are used as a recreational destination, for work or in support of existing associated functional use.

The Harbour Trust collects visitation data via (heat sensitive) pedestrian counters and (hydraulic) vehicle counters at entry points to Headland Park. In overall terms this visitation data indicates the number of visits to Headland Park throughout 2021 to 2022 at approximately 1,148,000 visitors.

This indicates an approximate visitation increase of 13% from 2020 to 2021, an increase of 11% from 2019 to 2020 and marginally lower visitation (-0.86%) from 2018 to 2019. It is noted that this visitation number is for the whole of Headland Park, comprising Georges Heights, Chowder Bay / Gooree and all associated areas within the Headland Park precinct. Specific data to the brick barracks precinct is not collected as a subset of the overall visitation data set.

#### Specific event use – Headland Park

The ANZAC Day dawn service is the largest event hosted by the Harbour Trust at Headland Park. Annually, this event sees around 2,000 people attending the service. Specific patronage data is not collected.

The other major specific event use for the headland is the annual Sydney to Hobart yacht race. Typically, a significant amount of people gather at vantage points to see the race start. While there is limited data on this event, Harbour Trust rangers indicate indicates parking within the precinct is at capacity, utilising all available overflow car parking, requiring traffic controllers who often turn vehicles away. Other small events occur on the site and are typically community or HMAS Penguin-initiated activities.

From a master planning position these smaller activities are not considered significant in use or population terms.



Figure 50. Aerial photo of brick barracks, ASOPA and parklands on the south side of the precinct. Source: Harbour Trust

### 3.7 Existing uses and users

#### Headland recreational users

NPWS is constructing a new walking track in the Sydney Harbour National Park linking Middle Head / Gubbuh Gubbuh and Georges Head to the Sydney Harbour Scenic Walk. The link will connect the headlands and create a seamless walking experience for visitors.

The new NPWS walking track project is part of the largest visitor infrastructure program in national park history and connects to the Bondi to Manly Walk.

The new walking track, and improvements to Chowder Bay Road, are identified in the Sydney Harbour National Park, Middle Head / Gubbuh Gubbuh and Georges Head Master Plan.

This master plan states: *Middle Head / Gubbuh Gubbuh is a jewel within the stunning array of foreshore open space and beaches that adjoin Sydney Harbour. The combination of natural and cultural qualities at Middle Head / Gubbuh Gubbuh and Georges Head is unique to Sydney and Australia.*

This NPWS initiative has significant impact on the use and volume of users to Middle Head / Gubbuh Gubbuh. The new linking track is due to be completed in late 2023.

#### 1. HMAS Penguin

HMAS Penguin is part of the Royal Australian Navy's Fleet Command and was commissioned on 14 July 1942. Its primary role today is to provide trained personnel to the Fleet and is the home of the ADF Diving School (ADFDS), the RAN Hydrographic School and the RAN Medical School.

HMAS Penguin is also home to a number of resident units:

- Maritime Operational Health Unit (MOHU)
- Submarine and Underwater Medicine Unit (SUMU)
- Recompression Chamber Facility (RCCF)
- 1 Commando Company (1Coy)
- ADF Centre for Mental Health (ADFCMH)
- Penguin Health Centre (PGNHC).

HMAS Penguin occupies 14 hectares of the headland. As a training base, the daily number of personnel fluctuates, estimated between upwards of 400 and 500 personnel travelling to and from the base daily. As the only remaining military presence on Middle Head / Gubbuh Gubbuh, HMAS Penguin is fortunate to enjoy the strong support of the local community. HMAS Penguin is part of the Mosman Local Government Area and has fostered close ties with the local community for many years. Master planning considers no change to the visitation or use of HMAS Penguin; however, future capacity increase is considered within the context of traffic management at the base entry.

#### 2. Middle Head Oval

The oval and change facilities are used on a daily, year-round basis.

During the summer season (October to March), the oval is used less frequently than in the winter season. During summer, the oval is used for school holiday camps and used regularly Monday to Friday by HMAS Penguin's physical education department. The oval is used during the summer season for some Mosman Football Club bookings/games during weekdays/weekends and for winter pre-season bookings. During the winter season (April to end of August) the oval is heavily used Monday through to Sunday. On Saturdays during the winter season, the oval is used from 8am to 5pm by Mosman Football Club for weekend competitions for juniors and seniors. Juniors usually use the oval in the morning from 8am to 1pm and the seniors use the oval in the afternoon from 1pm to 5pm.

Additionally, HMAS Penguin utilises the oval for helicopter operations or Department of Defence training, which is coordinated with the Harbour Trust and Mosman Council.

#### 3. Australian School of Pacific Administration (ASOPA)

The former ASOPA buildings now house 22 separate tenancies that are typically fully occupied/leased out and managed by the Harbour Trust. Approximately 80 people work at the complex on a year-round daily basis. Master planning sees no change to the capacity or use of ASOPA.

#### 4. NPWS storage and maintenance depot

NPWS utilises the north-eastern car park and area adjacent for depot, storage and maintenance. Master planning considers a potential change to this function in partnership with NPWS.

#### 5. Obelisk and Cobblers beaches

Both small beaches are accessed from the Middle Head / Gubbuh Gubbuh precinct with users generally parking at Harbour Trust car parks. The visitation is a limited user group and seasonal. Master planning sees no change to this use.

#### 6. Café

The café is a small commercial food and beverage tenancy located adjacent Middle Head Oval. Patrons typically use the adjacent hardstand for car parking.

#### 7. Brick barracks (Buildings 1, 3, 6 and 7)

There is no current use of these buildings. The hardstand area adjacent the buildings is utilised by Chowder Bay / Gooree food and beverage tenancies for car parking and storage of vehicles.

#### 8. Timber buildings

The timber buildings (former accommodation) are contaminated with hazardous materials and have no current use.



Figure 51. Aerial photo of existing site identifying existing conditions as numbered.

### 3.8 Ecological analysis

#### Biodiversity development constraints

Two independent ecology studies supporting the master plan outline implications, constraints and management issues that must be considered in future design, development actions and landscape management within the context of the National Biodiversity Strategy and Action Plan.

The subject site and surrounds contains significant natural ecology and biodiversity constraints.

The significant vegetation on the site and proximity to the site gives it a remarkable character and unique identity within Sydney and NSW.

The site encompasses a number of ecological elements of varying degrees of significance. These range from connecting green infrastructure such as wildlife corridors and areas of the site that are deemed to be threatened and high conservation. The master plan aims for these to be rehabilitated, reinforced and protected through future master planning and development phases.

These areas have been identified below as:

- High constraints area: Low potential for future development without appropriate environmental assessment, impact mitigation strategies, assessments of significance (five-part tests) or biodiversity offsets
  - previously mapped threatened ecological communities
  - habitat features such as large hollows associated with threatened species within proximity to the site
  - areas of littoral wetlands
  - biodiversity values mapping.
- Moderate constraints area: Potential for future development; development considerations may be required
  - proximity to littoral rainforest area
  - unoccupied buildings that may provide roosting habitat for threatened microbat species previously recorded within proximity to the site
  - patches of vegetation consisting of mature remnant/planted native canopy.
- Low constraint area: Potential for future development with appropriate environmental assessments.
  - cleared land and hardstand
  - urban exotic/native landscaping.



Figure 52. Ecological constraints mapped within the site. Source: Narla Environment, Ecological Constraints Assessment, December 2022

■ Low constraints area ■ Medium constraints area ■ High constraints area

### 3.9 Bushfire

The subject site and surrounds are identified as bushfire-prone lands. Two independent bushfire studies that support the master plan outline implications, constraints and management issues that must be considered in future design, development actions, and landscape management. Given the proximity to a number of significant stands of vegetation and the national park, the site is subject to varying degrees of bushfire constraint.

Middle Head Road is the single access road into and out of the site. A narrow section of the road is adjacent to bushland and managed by Defence to the west. Fire burning through either of these parcels has the potential to cut access into and out of Middle Head / Gubbuh Gubbuh.

#### Vulnerability of use and occupants

- No vulnerable uses are provided on the site above the bushfire attack level (BAL) 12.5 threshold without detailed risk and performance-based assessment
- Heritage constraints on the existing buildings may inhibit further building upgrades to reduce bushfire risk and exposure.
- Large areas are currently managed and meet the requirements for managed land and provide an asset protection zone across the site
- Middle Head Oval provides a refuge area that could be utilised by a large number of people as a worst-case scenario, acting under instruction from emergency services



Figure 53. Bushfire attack levels. Source: Middle Head - Bushfire Constraints and Opportunities. BlackAsh November 2022

### 3.10 Topography, character and views

The community values the natural heritage of Sydney Harbour and the diversity of cliffs, bushy slopes and rocky edges that meet the water along a shoreline of sandy beaches and rock platforms. These features form part of the harbour's geodiversity.

Within the existing areas (i.e. the ridgetop), there are gentle slopes to the north and steep drops on the south to the harbour. The existing site has a well-established landscape, particularly the views to the north and south.

Middle Head / Gubbuh Gubbuh is a narrow peninsula bounded by natural vegetation and harbour. The topography of the site is characterised by a gentle slope, or saddle. Middle Head Road traverses this saddle (east to west). The edges of the saddle are rocky slopes or vegetated cliff zones down to the water. View corridors from the saddle are a key factor in the character of the headland, where views over both Middle Harbour (north) and Sydney Harbour (south and east) provide spectacular vantage points.

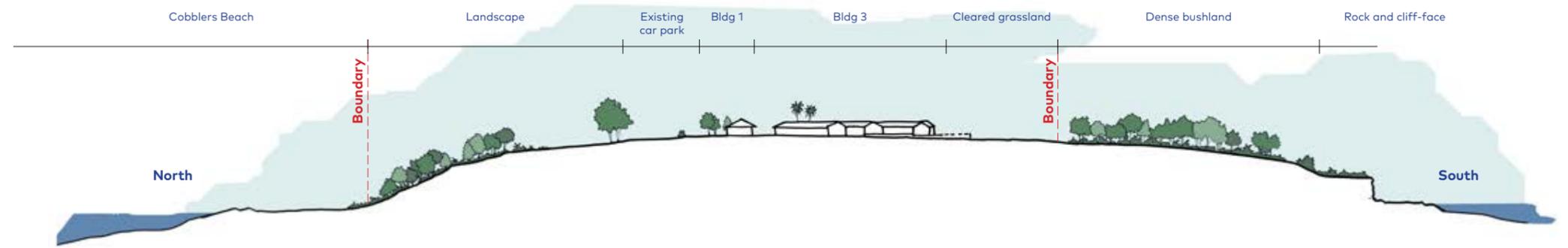


Figure 54. Section A: Looking north-south

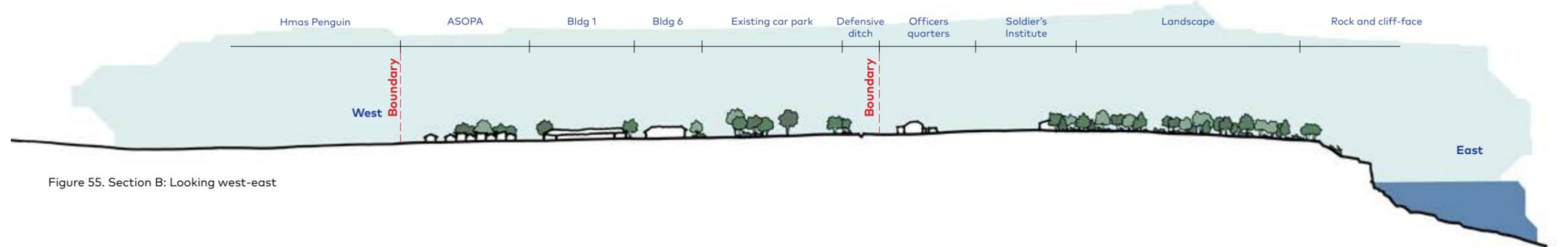


Figure 55. Section B: Looking west-east



Figure 56. Rock and cliff-face. Source: COX Architecture



Figure 57. Looking north from Middle Head Road. Source: COX Architecture



Figure 58. Existing site with section cuts that reflect Figures 54 and 55 cross sections. Source: Nearmap

### 3.11 Key considerations

A number of opportunities and constraints have been identified to establish master plan considerations to guide future design.

#### Movement

- HMAS Penguin vehicle movements should be considered to reduce conflict between private vehicles and drop-offs on the site. There is potential for the drop-off zone on Middle Head Road to be separated from the HMAS Penguin vehicle movement.
- The lack of continuous and compliant pedestrian paths through site and connection to the wider path could be addressed by a pedestrian loop path to allow movement around and through the site and the perimeter access could provide access for light fire fighting vehicles and servicing.
- Middle Head Road carries national heritage significance. Consideration must be given to materiality that better reflects its heritage status. Design proposals that materially alter the width or alter the understated urban form, profile and curtilage will not be supported.
- The central car park was once a parade ground and is considered to carry heritage significance. In design, the original form and materiality of the parade ground must be examined and inform design decisions.
- The roadway and car park hardscape should be reconfigured with new materials such as permeable paving and landscaping to create multifunctional areas.
- A large amount of the car park hardscape is not utilised throughout the year.

#### Built form and landscape

- Heritage constraints on the existing buildings may inhibit further building upgrades to reduce bushfire risk and exposure. The changing facilities could be relocated to allow views to the sky and water and open up the site to a welcoming atmosphere.
- Invasive species and built form create barrier to distinct views to the water and sky, and visibility to significant elements of the site such as the defensive ditch and creating places to acknowledge First Nations peoples in wayfinding, naming conventions, built form or use of the site.
- The Headland Park Bushfire Management Plan includes management works and actions to provide for species health and diversity and to manage bushfire fuels.



Figure 59. Diagram demonstration the items for consideration

- |                                  |                        |            |                   |                          |
|----------------------------------|------------------------|------------|-------------------|--------------------------|
| → Pedestrian-oriented main spine | → New pedestrian links | ○ Oval     | < Views to gain   | ❌ Building to be removed |
| ■ HMAS Penguin private parking   | ■ Building upgrades    | ■ Existing | ■ Adaptive re-use |                          |

## 4. Master plan

Part four illustrates and describes the master plan and sets out the key actions. This part illustrates the design response to the component parts of the master plan.

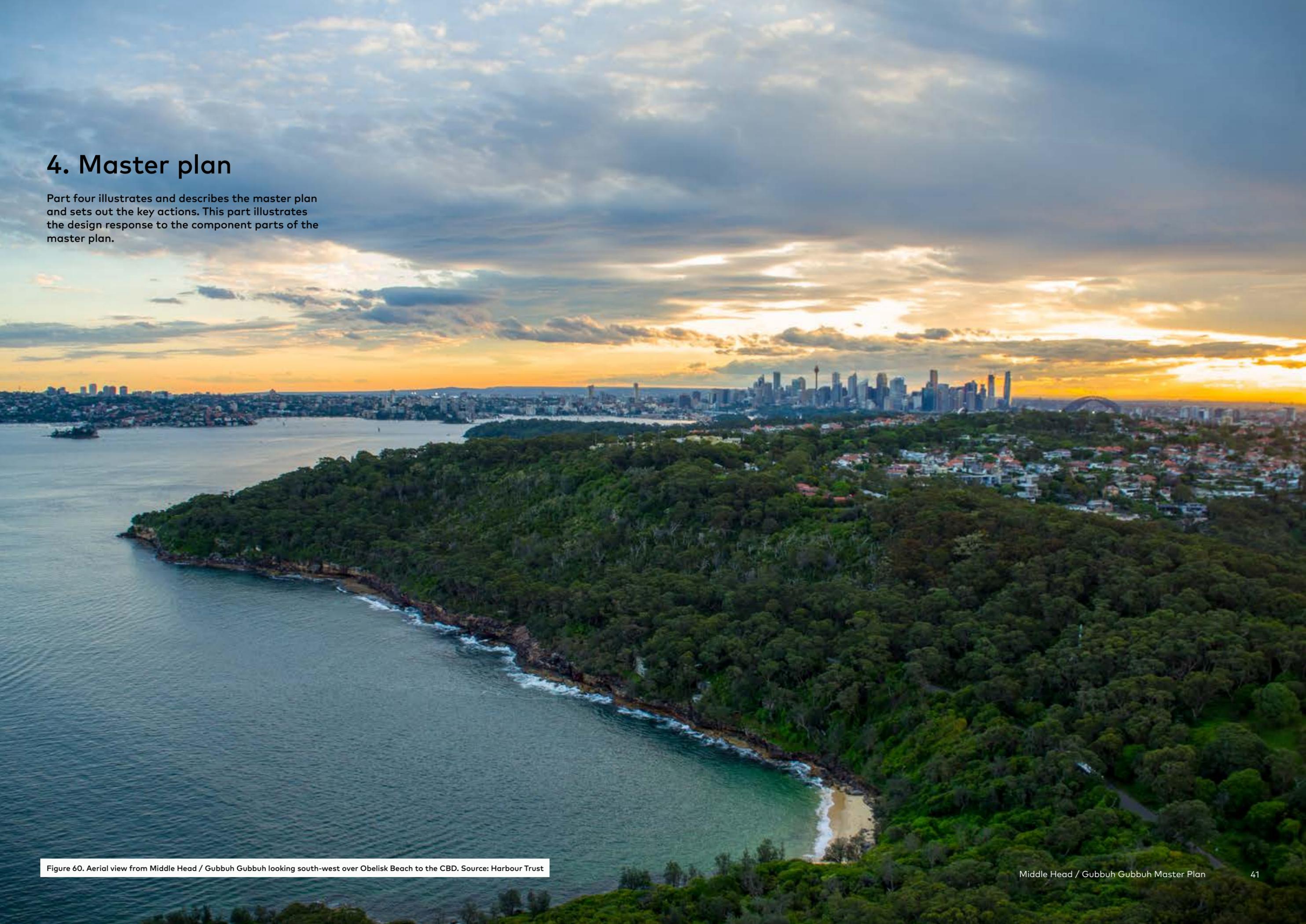
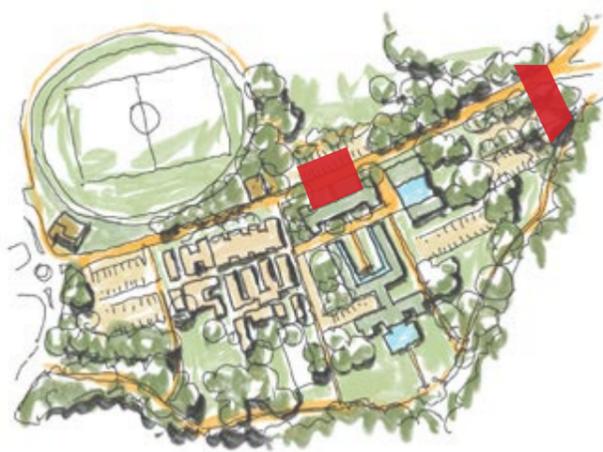


Figure 60. Aerial view from Middle Head / Gubbuh Gubbuh looking south-west over Obelisk Beach to the CBD. Source: Harbour Trust

## 4.1 Key actions

This section describes the key actions proposed within general planning context that guide design intent and response. The actions are illustrated in terms of a broad plan of the headland. Within this overall context the master plan seeks to 'blur' the boundary of land management, seeing the headland as a singular entity and visitor experience. There is no precedence or order to actions listed below, they are integrated actions that work together.



### Primary actions

#### Sense of place

This space demarcates entry to the precinct. It receives bus and car drop-offs, and heralds the precinct on approach from Middle Head Road.

The former parade ground, located on the central spine, provides a public space opposite Building 1. The key action proposed is reinstatement of a formal space - once a parade ground, it could be a civic space that reflects and interprets its origin and heritage. In design phase, the original form and materiality of the parade ground must be examined and inform design decisions.

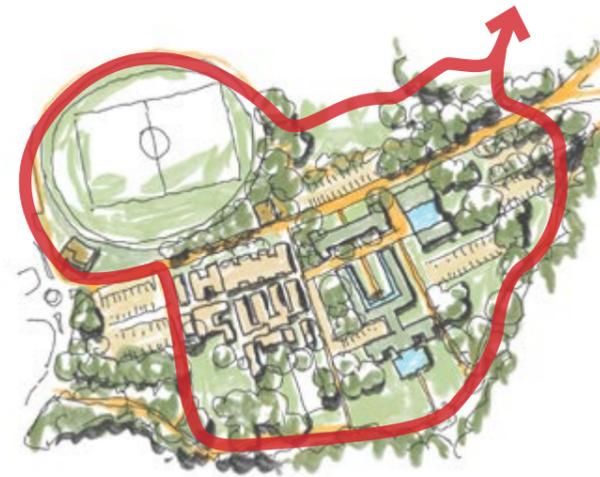
The defensive ditch is at the end of the spine and juncture with NPWS land. It provides the opportunity for interpretation and to reveal the actual defensive ditch structure. Potential rework of the gate at the boundary could integrate the design with the adjacent site.



#### Arrive

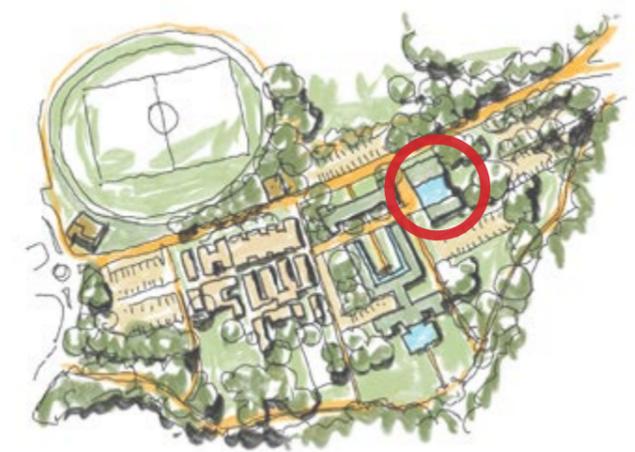
Currently there is limited sense of arrival or entry to place. In design phase, consideration should be given to improving safety and orientation.

In design phase, examination of the entry should include vehicle and pedestrian movement.



#### Walk

The site could be reconfigured and altered from 'a car place' to 'a walking place'. This is in response to two key parameters. Firstly, the site is spatially highly constrained. Middle Head Road currently connects a roundabout with a sequence of car parks but is largely a dead end at the eastern end where the NPWS gate is located. The result is that cars and car parks dominate the landscape. This existing condition is considered to erode the values of place. Secondly, this action stems from the First Nations concept to walk on Country. This action is further developed and illustrated within the master plan design response.

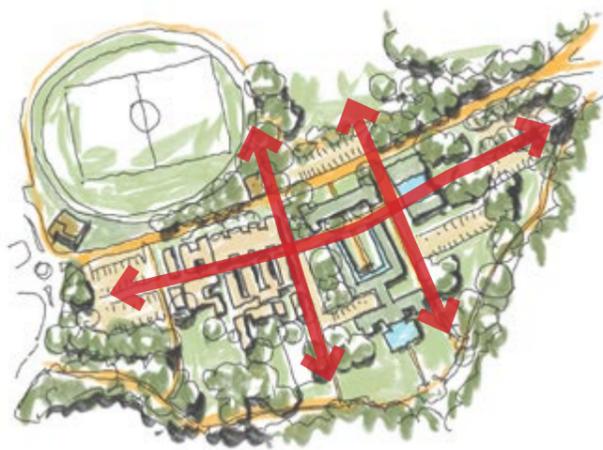


#### Centre

Conceptually, a centre of meaning is regarded as an action whereby the story of place is given a home, a permanent physical place of higher understanding, interpretation and meaning to the First Nations, military and natural heritage values of place.

The action considers bringing the visitor to the meaning of place through interpretation, thereby focusing activity and functional use of garage buildings (Buildings 6 and 7) as a public-facing function with complementary and associated uses.

## 4.1 Key actions

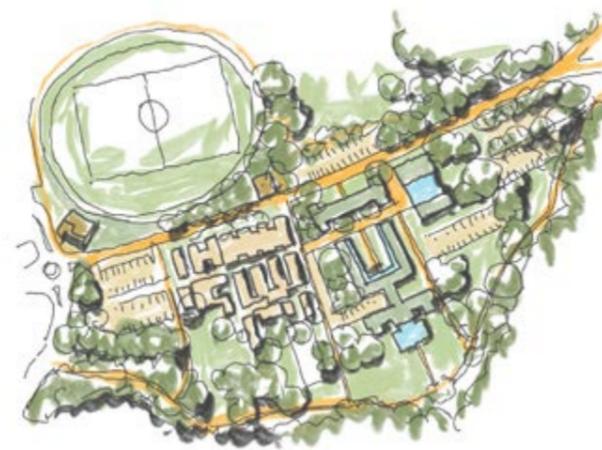


### Connect

The site across the headland is poorly connected physically and visitor connection to values of place are absent. This proposed action focuses on connecting the visitor to the values of place – First Nations, military and natural heritage. It is both a physical design action (e.g. better pedestrian network that connects the important site features) and conceptual action of design intent (e.g. enabling connection of the visitor to intangible First Nations values or to connect with Country such as connecting to sky and water).

Enabling a secondary east-west link reinforces and supports the main east-west spine. It is anchored at either end by public spaces and car parking. It extends through the vestibule space of the garage buildings (Buildings 6 and 7), being the primary public engagement building within the precinct.

An integrated connected place is considered to support the core values of connecting to First Nations, military and natural heritage. This action is further developed and illustrated within the master plan design response.



### Activate

This primary action refers to future use of both the buildings and the land. Activation in the context of regeneration actions refers to bringing sustainable use and life to the site.

Activation refers to future uses that support and enhance the values of place. This includes creating active and passive recreation, enabling the north side of the precinct to be conceptualised into two distinct uses – active and organised sports activity to the west, and passive, relaxed creation to the east.

Activation refers to people, the visitors across a broad demographic that visit for various reasons – to work, gather, eat, walk, exercise, sit somewhere beautiful and reflect, learn, dance and enjoy. An integrated activated place, a place for people, is considered to support the core values. This action is further developed and illustrated within the master plan design response.

## Secondary actions

### Creation of a pedestrian spine

This action proposes the creation of a primary element that connects the site entry with new public domain hardscape interpret and reinstate the former parade ground (refer to illustration). This action is further developed and illustrated within the master plan design response.

### New public open space lookout over Middle Harbour

While being sensitive to the natural values, this supporting action proposes a primary element of open space. Removal of the existing timber buildings and alteration to the existing adjacent car park enables this action. The buildings and car park occupy a parcel of land that is considered highly sensitive in terms of First Nations and natural heritage values of place. First Nations tangible values (i.e. remnant evidence of occupation) are near the buildings. First Nations intangible values are considered significant in relation to this proposed action. The sheltered waters of Middle Harbour and the direct link and lookout to the harbour that this land parcel provides, supports and enhances the First Nations intangible values of place. This supporting action is further developed and illustrated within the master plan design response.

### Ecological conservation and regeneration of lands

This supporting action proposes specific conservation and regeneration of lands, largely on the margins or boundaries of the land to the north of Building 1 and the east of Building 6. The existing timber buildings (proposed for removal) occupy a parcel of land that is considered highly sensitive in terms of natural values of place. It is noted that the adjacent land parcel lookout to Cobblers Beach contains threatened or endangered species. Regeneration and land healing is considered appropriate within this sensitive environmental context. The east of Building 6 is known to contain considerable in-ground contamination. This supporting action proposes decontamination and regeneration of this land parcel.

### Utilise the southern edge

The southern lookout presents an activation opportunity given its separation from other areas and spectacular harbour lookout to the south. The design response considers the lookout as capable of accommodating small events of up to 200 people on a managed basis with direct services link to the proposed food and beverage function of Building 3 (south). The lookout may be considered a place for ceremonies (e.g. weddings etc), or small picnic-style music events. This supporting action is further developed and illustrated within the master plan design response.

## 4.2 First Nations master plan principles and future design actions

### Guiding principles

The key guiding principle is development of an enduring and trusted relationship with First Nations Traditional Owners and Knowledge holders. This will serve to guide and enrich all future design and management actions to this significant place. This will take time.

Three guiding principles inform master planning and are to be central in future design actions:

- understanding and respect for Country
- care of Country – kinship and sentience as guiding themes
- access to Country for cultural connection and sharing.

### Vision of place and future design actions

The following actions should be considered within master planning, vision of place and future design actions.

- With Knowledge holders, develop and curate a deep sense of connection and meaning to the spirituality and cultural significance of place to First Nations peoples, share this meaning with visitors in a respectful way that looks to the deep past, the post contact past and the future.
- Protect all places of high cultural or ecological sensitivity. Foster and guard this protection action within thinking of both design and long-term management actions.
- Rehabilitate and care for Country in a holistic and enduring manner.
- Enable connection and interaction with the surrounding waters – the harbour. This connection is critical. Enrich this connection to form a deep resonance of First Nations meaning for visitors to this special place.

- Consider curation of an acknowledgement walk that encourages all visitors to site to engage with Country, to see and feel this sensitive, spiritual and beautiful place from a First Nations perspective.
- Develop and integrate a sensitive system of First Nations cultural motifs that binds the visitor to their experience of place, generating deeper meaning and connection to Country.
- Ensure geological time is enshrined in interpretation of place, acknowledging that, First Nations peoples lived here for millennia, witnessing the birth of the harbour. This is significant to understanding of Country and of place.
- Develop and foster First Nations cultural sharing initiatives and enterprise – art, dance, performance, food.
- Foster equitable, social, and educational access for First Nations peoples to place - Elders, community, and children.

Three themes are proposed as guiding principles to inform master planning and future design actions:

- Understanding and respect for Country
- Kinship, sentience and care of Country
- Access to Country for cultural connection and sharing

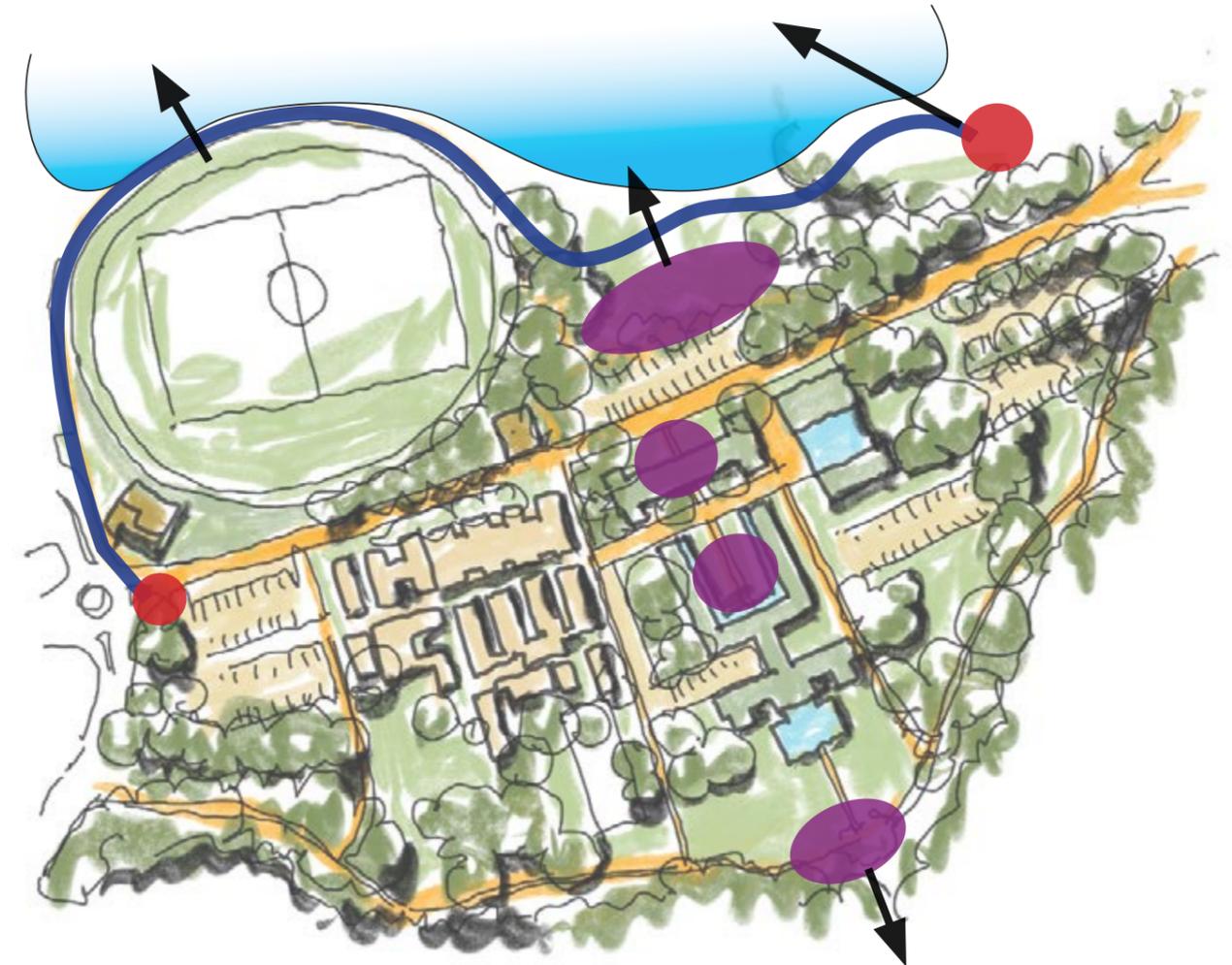


Figure 61. Master plan sketch showing opportunities and key moves for Middle Head / Gubbuh Gubbuh

- Welcome to Country - location of interpretation signage
- High sensitivity protection zone
- Place of performance and dance - a gathering place
- Significant water connection opportunity
- Walk on Country, a curated First Nations walk

### 4.3 Proposed pedestrian movement

The master plan considers the primary pedestrian movement pathways to be along Middle Head Road and a circuit walk linking with the new NPWS walking track.

Proposed alterations and improvements include:

- making Middle Head Road a pedestrian priority shared zone and revealing and enhancing the heritage material under the existing road using materials, finishes and landscape treatment that suits pedestrian use
- making Middle Head Road beyond the entry zone a shared walking and vehicle thoroughfare – a shared zone where vehicle access is controlled in speed and access terms and sometimes managed or limited
- including a footpath on at least one side and potentially introducing shared user paths (bicycles and pedestrians)
- creating a loop path for Middle Head / Gubbuh Gubbuh and connection to the new NPWS walking track
- creating a pathway in consultation with NPWS along the southern half of the circuit around the periphery of the Middle Head / Gubbuh Gubbuh precinct, marking the edge between cultivated landscape and bush regeneration/existing bush
- working with NPWS to improve the links on this circuit walk between the intersection, car parking and the national park, including access to the 1801 Fort
- upgrading the informal track around the Middle Head Oval, linking with the former 'roadway' to Cobblers Beach, to provide the northern half of the headland loop
- retaining the secondary paths linking the courtyard spaces of the Middle Head / Gubbuh Gubbuh precinct and providing links between Middle Head Road with the new circuit walk

Additional paths and tracks within the precinct will link the established internal network to the surrounding areas. The Harbour Trust will continue to work with NPWS and Mosman Council to create an integrated network of paths on the headland.

The network of paths and tracks is intended to provide:

- diversity and choice of routes for exploring the precinct
- clear linkages between the surrounding areas, access points such as bus stops and car parks and between the main attractions or features within the precinct and in adjoining areas
- a circuit around the precinct linking key places and features, that is accessible for people with disabilities
- easy grade access to all main places and features, although not necessarily through one continuous path due to the topography and heritage considerations
- potential to discover the historic rock formation and interpretive paving relating to the site's cultural history
- permeable paving and paths with native vegetation and water sensitive urban design throughout the site and parking areas
- vegetation and landscaping buffer between the car park and pedestrian path
- welcoming signage including cultural motifs and the site's language name - Gubbuh Gubbuh, with cultural motifs repeats throughout the site's wayfinding mechanisms
- active transport storage.



Figure 62. Proposed east-west movement



Figure 63. Kinship for all beings/sustainability



Figure 64. Connection



Figure 65. Example of planting adjacent walking and cycling routes, including WSUD (Source: Walking and Cycling Guidelines City of Marion 2018-2022)



Figure 66. Shared space street in UK (Source: Gehl – Moving Sustainability – Turku)



Figure 67. High quality unit paver integrated with WSUD in local centre (Source: Design Flow)



Figure 68. Two iconic Sydney walkways

— Shared zone   
 — Plateau walk   
 — Headland loop   
 — Pedestrian movement (Harbour Trust)   
 — Pedestrian movement (NPWS)

## 4.4 Visitor experience, interpretation and events

The following areas will help the Harbour Trust create a positive visitor experience, which is central to achieving its objectives.

### Interpretation

Interpretation involves presenting information in a form that visitors can enjoy and quickly understand. A key means of achieving a positive visitor experience is public interpretation activities that are meaningful, relevant, immersive and engaging.

The Harbour Trust will ensure future uses of Middle Head / Gubbuh Gubbuh – its buildings, the creation and design of public spaces, and the development of activities and materials for the public – will convey the totality of its significant values and its setting as part of Headland Park.

An Interpretation Strategy prepared for Headland Park in 2018 recommends how the Harbour Trust can best communicate the natural, cultural, social and other values and significance of the lands.

The 2018 Interpretation Strategy outlines an overarching interpretive theme for Headland Park and a set of sub-themes and key stories around which interpretive information will be organised. To integrate interpretive activities across Headland Park, the strategy identifies a series of key destination points. At each of these, the strategy proposes that the Harbour Trust will focus interpretation on a single sub-theme to avoid repetition and to maximise the impact of interpretation. This principle is supported, with delivery over the coming years considering:

- the NPWS walking track as a significant vehicle for site understanding and interpretation
- the proposed use of Buildings 6 and 7 focused on interpretation and story of place
- the capacity of digital devices to carry high-quality contemporary interpretation
- the potential for signage to be a visual intrusion in sensitive settings
- the importance of First Nations intangible values in interpretation and site understanding.

The 2018 Interpretation Strategy addresses the needs and expectations of a diverse range of likely visitors, including locals, interstate and overseas visitors, tenants, the formal education sector, and special interest groups.

A wide range of interpretive tools is intended to be used at Middle Head / Gubbuh Gubbuh to engage visitors and enrich their experience. These will include, but are not limited to:

- a high-quality and flexible public space within the garage buildings (Buildings 6 and 7)
- guided tours (possibly in conjunction with NPWS)
- cultural events and open days held in conjunction with NPWS
- interpretive signage
- public programs
- supporting collateral
- recording, archiving and presentation of audio stories.

### Interpretation within the garage buildings (Buildings 6 and 7)

This action refers to creating a centre of meaning. Conceptually, the story of place is given a home, a physical place of meaning to the First Nations, military and natural heritage values of place.

This action requires significant reconfiguration of the existing condition of the garage buildings (Buildings 6 and 7) and is illustrated within the master plan design response with a linking structure that joins the buildings to create a single functional space.

The objective of this proposed action is considered in terms of the following parameters:

- The garage buildings (Buildings 6 and 7) are geographically 'centred' within the headland, creating a natural focal point to the overall headland visitor experience.
- Linking the buildings is considered in accordance with the statutory Harbour Trust Middle Head Management Plan, provided the linking structure is carefully designed within the heritage context. The link must present a subordinate profile where the architectural materiality is carefully considered.
- Linking the buildings creates a footprint of approximately 900m<sup>2</sup>. This is considered an appropriate area to support the key interpretation themes of First Nations, military and natural heritage.
- The garage buildings (Buildings 6 and 7) offer unencumbered space and internal height to support contemporary display services (lighting and communications systems) including larger format audio visual display.
- The focus of interpretation reinforces the buildings as a centre or public meeting place. This utilisation presents opportunity for complementary and associated functionality such as a café, community meeting spaces and public amenities.



Figure 69. Sketch of connection between the garage buildings (Buildings 6 and 7)

### Prototype interpretation experiences

In 2022, the Harbour Trust partnered with NPWS to create a trial interactive walk called 'In Defence of Sydney'. This trial (underway since December 2022) is a self-guided interactive walk around Middle Head / Gubbuh Gubbuh.

The walk takes 60 minutes and has five stops. At each stop, people scan a QR code with their mobile device to gain an insight into the area's military history. The theme of the trial was chosen to complement the NPWS physical interpretation package for the headland, which focuses on the military history of the area.

The Harbour Trust and NPWS are committed to sharing the diverse stories of Middle Head / Gubbuh Gubbuh – including First Nations peoples' continuing connections to the land, sky and water; the natural heritage of the area; and its colonial and military history. Based on trial feedback, stories and technology will be expanded and explored in future iterations of the walk.



Figure 70. Sketch of art and pause points



Figure 71. Sketch of the courtyard north of Building 3

## 4.4 Visitor experience, interpretation and events

### Purpose of activations and events at Middle Head / Gubbuh Gubbuh

Experiences animate places and could enable the Harbour Trust to share and listen to stories and grow connection, advocacy and investment in the Harbour Trust's vision and purpose.

The Harbour Trust plans to help ensure experiences and events:

- respond to the needs of local communities, diverse audiences and new markets
- respond to the expectations of contemporary audiences
- build connections to the sites for generations to come.

### Definition of activation at Middle Head / Gubbuh Gubbuh

Activations **animate** sites through regular offerings as a part of the ongoing visitor experience and support the use of facilities. The frequency is daily, weekly or monthly.

### Definition of events at Middle Head / Gubbuh Gubbuh

Events **amplify** engagement with the Harbour Trust's places and stories through occasional public-facing activities. The intention is that the Harbour Trust will deliver no more than two medium events per year at Middle Head / Gubbuh Gubbuh and one medium event at Georges Heights (ANZAC Day). Events could include a community festival, heritage open days, First Nations gatherings (annual or seasonal), festivals, holiday events, workshops, talks series, open days, pop-ups, temporary exhibitions or small performances.

### Opportunities and constraints

#### Opportunities

Welcome more people to enjoy these places

- The new NPWS walking track that links Middle Head / Gubbuh Gubbuh and Georges Head is a major new passive recreational asset for Sydney. In master planning, the path circuit is a major new drawcard activation element that will be connected to the Bondi to Manly 80km walk. It is to be supported by the design response in master planning.

Collaboration and partnerships that deliver impact

- The Harbour Trust is uniquely positioned to partner and collaborate for activations and events that strengthen connectivity and advocacy across local, state and national programs. The master plan aims to foster this opportunity by providing spaces and infrastructure that support community-based activation.

Education programming by NSW Department of Education

- The Harbour Trust works with the NSW Department of Education to support its proposed Environmental Education Centre at Middle Head / Gubbuh Gubbuh. The centre will offer programs tailored to the needs of students, schools and the curriculum.
- This may require some restriction or limitation to public access to specific and discreet areas of the site.
- Two to three medium scale events per year are envisaged.

#### Constraints

Understanding impact

- The Harbour Trust must weigh all activation in terms of the surrounding sensitive environment and heritage values, limiting disruptions to public access and minimising impacts on tenants, the community and other stakeholders. This master plan aims to mitigate impacts by providing spaces and infrastructure that support smaller-scale community-based activations – primarily relating to cultural and natural heritage sensitivity, limited land area and capacity, appropriateness to values and limitation of transport networks.

Transport and infrastructure limitations

- This master plan includes infrastructure that supports small-scale activations and capacity to host medium-scale events. The design response within master planning examines peak demand capacity of car parking with respect to event activation, which is considered a pulse load in relation to capacity.

### Proposal for activations and events

Increasing and improving amenities for community and cultural uses must consider transport access constraint, car parking limitations and natural and cultural heritage sensitivity. All events will be required to provide an event plan and supporting reports that address potential impacts and operational issues including flora and fauna; noise; light; traffic and transport management; and heritage values.

The intention is that medium events and small activations could be explored further at Middle Head / Gubbuh Gubbuh, as appropriate.

**Medium scale events** could include heritage, bushcare or marine science open days, First Nations gatherings, community festivals, talk series, pop-ups, temporary exhibitions, performances such as classical or jazz music or 'Shakespeare by the Sea'-type performances. These are characterised by:

- visitation no more than 500 people per event day, up to 2,000 people over the course of the event
- duration of three days or less
- operations to cease by 10pm
- some restriction to public access.

**Small activations** include public and education tours, farmers markets, memorials, volunteer displays, residencies, self-guided trails and itineraries. These are characterised by:

- low impact to the site
- visitation up to 250 people per day
- operations to cease by 7pm
- continuous public access.

These constraints, sensitivities and considerations guide formulation of the master plan design response.



Figure 72. Sketch of gathering space south of Building 3

#### 4.4 Visitor experience, interpretation and events

Activation and event spaces and potential uses are outlined below.

1. **Middle Head Oval** – The sporting use of Middle Head Oval is unchanged from the current condition.
2. **Open green space on north side of Middle Head Road** – Significant open green space that can allow for passive and active recreation. With a spectacular outlook across Middle Harbour this space presents opportunity for passive activation such as picnicking, First Nations gatherings, community festivals and potentially a small performance space. Infrastructure considerations include 3 phase power, in-ground capacity for additional toilet facilities and access to services (water, data and communications).
3. **Places for ceremony or small events**
  - **The courtyard** – The courtyard is protected from prevailing southerly winds and receives year-round sun. It is suitable for night and day use, both as public space and/or small event functions. The design response considers the courtyard as capable of accommodating events on a managed basis with a direct services link to the proposed food and beverage offering of Building 3 (south end of the brick barracks).
  - **The southern lawn** – The lawn is not protected from prevailing southerly winds and receives year-round sun. The design response considers the lawn as capable of accommodating small event functions on a managed basis with direct services link to the proposed food and beverage offering of Building 3 (south end of the brick barracks).
  - **The southern lookout** – The lookout is unprotected from prevailing southerly winds and gets year-round sun. The design response considers the lookout as capable of accommodating small event function on a managed basis with direct services link to the proposed food and beverage offering of Building 3 (south end of the brick barracks). The lookout may be considered a place for ceremonies (e.g. weddings etc).
4. **The eastern forecourt** – The eastern forecourt of the garage buildings (Buildings 6 and 7) presents an activation opportunity given its separation from other areas and its capacity to hold events on hardstand paving with direct vehicle access and capability for food stalls. The eastern forecourt enables market use. The design response considers the forecourt as capable of accommodating food or goods market type events for day or night use. Infrastructure in support of this functional use is proposed as power, water, communications, sewer, lighting and potentially pump out grease trapping.
5. **The garage buildings (Buildings 6 and 7)** – The master plan outlines the garage buildings (Buildings 6 and 7) as the heart of place. Significant interpretation, public amenity and public functional programming is proposed. The facility, in concept, provides a dedicated place of story as the place where interpretation is focused, site tours will leave from, and people can congregate. The proposed link building that connects the garage buildings (Buildings 6 and 7) may provide opportunity for smaller activations (e.g. temporary exhibitions or performances, talks or community meetings).
6. **The headland loop track** - The Harbour Trust is working with NPWS to enhance site-wide interpretation, including a trial interactive walk tour as a key element of passive activation.
7. **The defensive ditch** - The Harbour Trust will work with NPWS to restore and interpret this significant colonial fortification



Figure 73. Aerial image identifying event and activation spaces and potential uses as numbered

## 4.4 Visitor experience, interpretation and events

### Summary of potential visitor journey

A series of spaces have been identified to activate the precinct and take visitors on a journey through the site. The proposal has taken into consideration a number of users from visitors arriving by car, bicycle, bus and foot. The descriptions below demonstrate the potential built design improvements proposed that could enhance site activation.

#### 1. Brick barracks

- Interpretation of former parade ground related to formality and address of Building 1
- Formal footpaths to align with the brick barracks axis
- Reintroducing the past and present heritage and cultural history of the site
- Views revealed towards the north
- Native vegetation and uses to reflect the First Nations heritage
- Endemic species to reflect the storied history and context
- Terraced children's play area including play elements relating to site's cultural history
- Footpaths to align with stairs to Cobblers Beach

#### 2. The heart

- Examine heritage restoration program to built fabric and sensitive adaptive re-use
- A new entry space linking Buildings 6 and 7 with a focus on interpretation, education and visitor information
- New structure acting as a sensitive insertion between the two heritage buildings with an east and west entry
- Connect visitor experience to core values of place

#### 3. The defensive ditch

- Middle Head Road, immediately west of the defensive ditch, returned to landscaped area as part of the restoration of the defensive ditch around the fort
- Shared zone to the east, arriving to interpret early colonial fortifications including defensive ditch and drawbridge
- Pedestrian path to the defensive ditch, connecting to existing fortification

#### 4. Building 3 courtyard

- A diverse series of spaces that are welcoming and invite interaction
- Food and beverage
- Potential use of native foods grown on site
- Option to spill out on the landscaped area for outdoor eating/drinking area with views to the south

#### 5. Gathering/lookout/pause points

- Area for community events
- Potential art piece/sculpture within the landscape
- Located on the southern portion of the site, aligning with the axis of Buildings 1 and 3
- Used for open air events, creating an outdoor classroom that embraces and leverage the harbour vistas
- Series of points throughout the site and walk for connect lines and told in relation to First Nations, military and natural heritage values



Figure 74. Aerial image identifying event and activation spaces and potential uses as numbered, identifying the potential visitor journey

## 4.5 Regeneration and adaptive re-use

The adaptive re-use of former Defence buildings will assist in the conservation and interpretation of their heritage values. The primary objective is to find uses that:

- complement Headland Park
- enhance understanding and appreciation of the area's natural and cultural heritage
- provide exceptional venues for people to appreciate the park, the headland and the harbour
- suit the basic and simple character of buildings without extensive additional services or amenities that would alter and diminish heritage value and character
- are compatible with public access through the areas around the buildings and will open significant heritage items to occasional public access
- are compatible with the campus-like setting and provide an interface with the public domain that is welcoming and invites interaction
- operate within constraints of limited parking on existing disturbed areas that are not required for bush regeneration
- retain the pedestrian-friendly internal carriageway network of shared traffic zones characterising Defence bases
- respond to the characteristics of the place (e.g. calm, clean water and limited land-water access opportunities due to the heritage sea wall and fence) by providing opportunities for leisure, educational and marine research activities
- minimise reliance on private vehicle use at times of peak traffic flow in the neighbouring areas and are compatible with public transport, shuttle services or water transport
- fulfil these requirements, including leisure, recreational, cultural, informal educational and community uses with other uses (such as residential in existing dwellings) potentially acceptable subject to their compatibility with the primary objectives of creating a headland park.

### Building retention, relocation and removal

- The heritage values of the area to be considered when deciding which buildings are to be retained or removed. The relationship of the buildings to each other and to the site, are important considerations.
- The decision to retain or remove buildings has to be made through careful consideration of a broad range of values both natural and cultural.
- Protection of the headland's landform and natural vegetation is a major consideration but the Harbour Trust lands are primarily the 'cultural' areas along the plateau, above the bushland slopes.

- Highly intrusive buildings and pavements would be removed, this is required for the rehabilitation of bushland and drainage. These buildings are the ones that would remain intrusive even when landscape improvements are carried out.

### Brick barracks (Buildings 1, 2 and 3)

The heritage-listed brick barracks on the south side of the road (Buildings 1 and 3) will be conserved, adaptively re-used to facilitate the conservation and interpretation of their heritage values. Conservation works to the buildings has commenced with new roofing, copper guttering and reinstatement of windows undertaken in 2022.

Appropriate uses considered include food and beverage, dining, functions, offices, studios, education, wellbeing, cultural activities, small scale retail etc. The adaptive re-use of the site will ensure ongoing public access and enhance the visitor experience to the headland.

The courtyard formed by Building 3 will be landscaped to improve amenity. The boiler house (Building 2) will be removed. Any structures in the courtyard are to be designed to be compatible with the scale, form and character of the existing building and retain its character as a courtyard. The courtyards are to be used for purposes related to the brick barracks.

Management plan controls outline that in design and implementation any proposed additional structures must satisfy the following criteria:

- Continuous north-south public access must be provided between the courtyard buildings (to the west), and the garage buildings (Buildings 6 and 7) (to the east).
- Any new addition is to be visually unobtrusive and not adversely impact near or distant views to or from brick barracks.
- Roof form and pitch of new additions are to be compatible with existing buildings.
- The palette of materials, finishes and window treatments of any new additions is sympathetic with existing buildings presenting new as new.

### Garage buildings (Buildings 6 and 7)

The garage buildings (Buildings 6 and 7) provide opportunities for uses that serve visitors to the park. The master plan proposes these buildings are adaptively re-used for purposes of interpretation and cultural heritage – a home to the story of place. A new addition linking the garage buildings (Buildings 6 and 7) is proposed to enable functionality for this new use. The master plan provides guidance as to the form of this linking structure both in scale and materiality. This new linking structure is to be designed in a manner that is compatible with the scale, form and character of the existing garages.

Management plan controls outline that in design and implementation any proposed additional structures must satisfy the following criteria:

- Continuous north-south public access must be provided between the courtyard buildings (to the west), and the garage buildings (Buildings 6 and 7) (to the east).
- Any new addition is to be visually unobtrusive and not adversely impact near or distant views to or from brick barracks.
- Roof form and pitch of new additions are to be compatible with existing buildings.
- The palette of materials, finishes and window treatments of any new additions is sympathetic with existing buildings presenting new as new.

### Australian School of Pacific Administration (ASOPA)

There is no change proposed to the existing ASOPA facilities.

### Timber buildings

Master planning proposes that the timber buildings are removed. This key action is considered in terms of the core values of place.

- The buildings occupy a parcel of land that is considered highly sensitive in terms of natural heritage values of place. While the buildings are currently dormant it is noted that the adjacent land parcel lookout to Cobblers Beach contains threatened or endangered species. Adaptive re-use is not considered appropriate within this sensitive environmental context.
- The buildings occupy a parcel of land that is considered highly sensitive in terms of First Nations values of place. Tangible values (i.e. remnant evidence of occupation) are in proximity to the buildings.
- First Nations intangible values are considered significant. The sheltered waters of Middle Harbour and the direct link/lookout to the harbour support and enhance the First Nations intangible values of place. Retaining the buildings for adaptive re-use is considered to erode or set aside these First Nations values.
- While the remnant buildings present some military heritage significance this is of lesser significance to the high heritage values of the heritage-listed brick barracks. The timber buildings provide evidence of the 'military village' that was once the headland military precinct of brick barracks, however this is largely a social context where the timber buildings were constructed as temporary accommodation to serve demand at the time. This social context is important and part of the military heritage that is to be captured by comprehensive interpretation.
- In precinct context the existing buildings block the site, presenting a private use façade, blocking visual connection to the harbour and preventing use of the land parcel.

- The proposed action when considered in terms of the core values (First Nations, military and natural heritage) and balanced in terms of the above reasoning will support and enhance the core heritage values of place.

Further:

- The buildings are beyond end-of-life and present significant capital cost constraint in code compliance (general access provisions, fire systems and egress, access compliance to second storey, Building Code of Australia (BCA) Section J environmental considerations and other BCA compliance issues) if adaptive re-use was to be considered
- The buildings are sheeted with asbestos and have elements of hazardous material in linings and applied coatings (e.g. lead paint) presenting significant capital cost in remediation to achieve code and standards compliance if adaptive re-use was to be considered
- Bushfire presents a further constraint on use, where the buildings occupy land that is within the design to satisfy (DTS) flame zone. Considerable change to adjacent vegetation would be required if adaptive re-use (beyond non-habitable storage) was to be considered.

### Expert examination of proposal to remove the timber buildings

The Harbour Trust has undertaken detailed examination of the timber buildings:

- Expert review: Independent review of the proposal to remove of Middle Head Timber Barracks buildings. (2023, Dr Jane Harrington)
- Heritage impact assessment (2022 Lucas, Stapleton Johnson Heritage Planning)
- Heritage impact assessment: Significant fabric assessment, and additional research undertaken into the history and development of Australian Defence Forces two-storey timber barracks buildings. (2023 Lucas, Stapleton Johnson Heritage Planning)
- Investigation of sources relevant to two-storey military barracks of the 1950s: Comparative study of two storey military barracks. (June 2023 Dr Terry Kass/Lucas, Stapleton Johnson Heritage Planning)
- Bushfire assessment: Assessment of proposal to retain the timber barracks buildings against Planning for Bushfire requirements (2023 Blackash Consulting)
- Compliance audit report: Examination against statutory compliance requirements of the Building Code of Australia and the National Construction Code (2023, Howse Consulting)
- Ecological assessment (2023, Narla Environmental)
- Structural condition report: Structural condition assessment of existing building structure (2023 Richmond Ross Structural Engineers).

## 4.5 Regeneration and adaptive re-use

### Remediation

A hazardous materials removal and abatement program is underway and ongoing, including:

- removal, or repair and management, of remaining asbestos or synthetic mineral fibre building materials, and removal of any asbestos cement fragments from beneath buildings
- removal and disposal polychlorinated biphenyls (PCB) containing capacitors identified in light fittings to be removed
- removal or abatement of deteriorating lead-based paint systems.

Remediation of some minor remaining lead, polycyclic aromatic hydrocarbons (PAH) or total petroleum hydrocarbons (TPH) hotspots in surface soils will be dependent on the outcome of further assessment. Testing of groundwater may also be required. Testing for residual pesticides around and under buildings will determine management requirements (e.g., by limiting access to these areas), however where buildings are to be removed these areas may require remediation.

Further investigation of contaminant and remediation scope is required prior to or in early design.

### Public domain/landscape

A significant amount of vegetated area has been identified to preserve the surrounding flora and fauna. The future stage will retain significant trees within the asset protection zone (APZ) and site where possible and enhancing of the natural environment and plantings areas that are possible.

The movement through the existing vegetation will be the focus for the open space network and comprise a series of focal points where views to the sky and water and stories will be featured and told.

The site provides a diverse range of recreational and social opportunities across a pedestrian-focused public domain and landscaping.

Central to the master plan's design guidance is that the public domain reflects the heritage values of place. Design should avoid a reimagined urbanised landscape that may threaten or obscure the values with a modern overlay. In this sense the interpretation of values and the ability to tell story takes precedence over design elements or public domain 'improvement'. Design must balance limited intervention against the ability to retain and enshrine the historic nature of place.

The open, institutional park-like setting of the Middle Head / Gubbuh Gubbuh precinct will be retained and enhanced, as it is an important characteristic of the former bases and provides the ingredients for creating a public park. Some of the shrubs along the south side of the Middle Head / Gubbuh Gubbuh precinct has been thinned out to improve the physical and visual connection between the buildings and the parkland. There has been an opportunity for limited bushland regeneration and/or revegetation along the southern edge of the precinct, which was undertaken in consultation with NPWS.

The parking areas near the defensive ditch at the eastern end of the precinct will be removed and replaced by a simple, open landscape treatment that opens up views towards the waterways on both sides of the headland and towards the remnant fortifications of Middle Head / Gubbuh Gubbuh in Sydney Harbour National Park.

The groves of native trees to the east of the former parade ground will be retained and enhanced.

The parking area adjacent to brick barracks will be reconfigured and reduced to provide additional public open space and open landscape character. Paving in the converted parking areas may need to be retained to maintain a cap on potential contaminants. If so, its appearance could be softened with a more urbane landscape treatment such as raised planting areas and street furniture. Such open areas could provide opportunities for activities that are not possible elsewhere in the park.

Other landscape improvements will include:

- retaining and enhancing the existing ASOPA plantings
- selectively thinning out the formal plantings in front of brick barracks along Middle Head Road to reveal the main façade and to provide continuity of the grassed verge along the broad curve of the road, with trees too close to buildings monitored and potentially removed if they threaten to damage the buildings
- retaining plantings between brick barracks and the oval to provide visual screening
- introducing of stormwater collection from hard surface areas and roofs.



Figure 75. Existing heritage built form throughout the brick barracks. Source: Harbour Trust

## 4.6 Functional use of the buildings

This section analyses the future conditions of use of the brick barracks. It assesses and describes the proposed functional uses within the context of future site planning. The master plan presents intent and guidelines of use that are considered appropriate to the site. As a non-statutory document the master plan does not have capacity to dictate or define specific use.

### Overview and background

Developing a long-term functional use model for the site is a critical piece of the overall renewal and regeneration strategy for the site. In many respects the functional uses when operational will form a major part of the character and feel of the place. A site of cultural heritage significance demands that use is examined and that guidelines are established to ensure the character and use is consistent with the values of place.

Functional use guidelines will therefore have considerable impact on master planning both in terms of practical measures (car parking, waste management etc) and formation of appropriate character that aligns with the vision of place. Further, functional use guidelines are a critical element for the community and neighbouring stakeholders NPWS and HMAS Penguin. For the Harbour Trust, functional use of the buildings also forms a key part of the commercial equation of capital investment, site regeneration and the site's long-term financial stability and sustainability.

### Harbour Trust leasing and rental subsidy policies

The Harbour Trust is a self-funding agency reliant on the income it generates.

The Harbour Trust has two rental policies that act in parallel when considering the use of property.

- Harbour Trust Property Leasing Policy
- Harbour Trust Rental Subsidy Policy.

Both policies apply to the Harbour Trust's commercial and residential property portfolio. The Rental Subsidy Policy sets out the objectives, eligibility, allocation methodology and market rent subsidy criteria for determination of subsidised tenancies.

In accordance with the Harbour Trust Leasing Policy and the Rental Subsidy Policy, in selecting users for its buildings, the Harbour Trust considers the contribution the user makes to its objectives and priorities. The Harbour Trust recognises that not-for-profit tenants and licensees can make valuable and direct contributions to the work of the Harbour Trust, well beyond the contribution normally expected of other users of its buildings.

This contribution within the context of master planning for a site of sensitivity and heritage significance is critical to the support of cultural heritage values and activation of place.

### Subsidised tenancies – precinct analysis

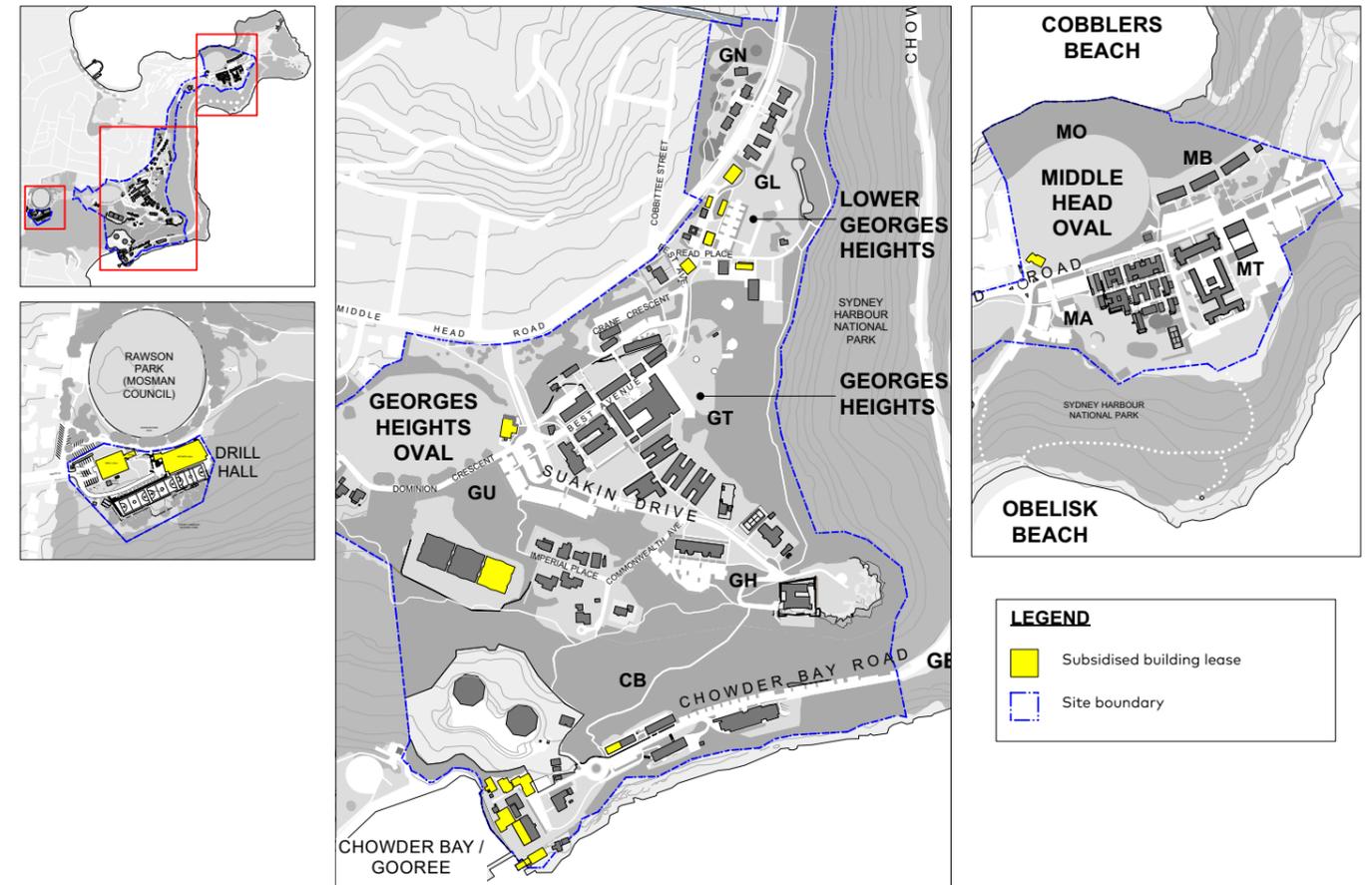


Figure 76. Site plan - buildings subject to subsidised rentals/lease

## 4.6 Functional use of the buildings

### Constraints and opportunity for future use

The management plan, conservation management plan and heritage impact statements associated with these buildings guide and provide strict governance as to future actions. Primarily this suite of controls acts to prevent erosion of heritage values inherent within the built form and fabric. Master planning firmly maintains the position of conservation and protection of the heritage fabric noting it forms a primary element of the cultural heritage significance of place.

#### Building 1

Approximately 600m<sup>2</sup>, its former use was administrative/office facilities. It is a handsome single-storey, domestic-scale building with what is considered double frontage to both Middle Head Road and the central courtyard. The axial nature of the building and its formal relationship to the precinct is of consideration within use context.

#### Building 3

The largest building on the site with symmetrical plan form that surrounds the courtyard. Building 3 is 1150m<sup>2</sup> in total footprint and single-storey, domestic-scale. The southern portion of the building and connecting spaces to the courtyard were formerly used as dining/kitchen facilities. The remaining areas of the building are characterised by domestic-scale spaces, largely smaller rooms used as mess accommodation.

#### Garage buildings (Buildings 6 and 7)

The garage buildings (Buildings 6 and 7) with linking structure are approximately 900m<sup>2</sup>.

The garages are light industrial buildings, places of former maintenance and work. The scale and internal height offers opportunity for expanded function. Building 7 (the northern garage) addresses Middle Head Road. The buildings share a common feature of unencumbered open spaces and large openings, formerly roller doors for truck entry.

#### Relationship to the ASOPA complex and complementary community uses

The ASOPA complex of buildings houses small businesses with limited staffing numbers ranging 2 to 10 staff. The complex is regularly fully tenanted and commercial rent from the tenancies provides the Harbour Trust with critical revenue.

### Uses not considered appropriate or consistent

The physical attributes of the brick barracks present limitation to use that master planning considers either inconsistent or not appropriate. Buildings 1 and 3 are domestic in scale – formerly used for accommodation, messing and training. The internal modest Art Deco-era scale is not suited to major intrusion or removal of significant structure that would potentially enable a greater commercial floor plate but would alter the character of the buildings to the detriment of their heritage and character.

Externally the relationship with the courtyard is a critical element of use consideration. The master plan considers the central courtyard as public domain, and this will impact the flanking uses of the Building 3 east and west wings that open onto the courtyard. Singular tenancy use of Building 3 or uses that would prevent or diminish the courtyard being activated are considered inconsistent and not appropriate. Public-facing uses that activate the courtyard are strongly recommended and preferred.

Accommodation (short or long term) is not considered an appropriate use, a guests require privacy. This would isolate the buildings and limit the public nature of the connecting spaces, courtyard and surrounding spaces. This is considered detrimental to the values of place. Further, the capital cost of adaption to enable accommodation as a use appears onerous and would require significant intrusion to the heritage fabric. For example, technical requirements imposed by bushfire risk presents significant capital requirement, as would the alteration of the fabric to comply with code requirements for accommodation. Together these factors constitute commercial risk, and a significant erosion of the cultural heritage values of place.

### Use classification under building code

Use classification under the BCA is a form of guidance to future requirements of the buildings to reach a standard of compliance to operate. The classification further informs the population density of buildings and subsequent estimates for car parking, amenities, waste management etc. The master plan proposes use is formed under the broad classification of Class 9b. This classification enables use for public assembly and incorporates the requirements of class 5 (commercial) and 6 (food and beverage/retail). The 9b classification prevents uses such as accommodation (short or long term) or more intense uses such as aged care, health, laboratory or light industrial use.

### Key functional uses framework

Three primary uses provide the framework for examination of functional use modelling of the buildings:

- The garage buildings (Buildings 6 and 7) are dedicated to interpretation and public facing functions.
- Building 3 south is dedicated to food and beverage.
- The courtyard is dedicated as public domain.



Figure 77. The functional use framework and building floor plan areas

■ Garage buildings (Buildings 6 and 7) incl link (900m<sup>2</sup>)
 ■ Building 3 north (730m<sup>2</sup>)
 ■ Courtyard
 ■ Building 1 (600m<sup>2</sup>)
 ■ Building 3 south (420m<sup>2</sup>)

## 4.6 Functional use of the buildings

### Modelling and examination of options

Analysis of options for modelling can be regarded on a spectrum or range of uses. The mix of uses within the framework can be assessed on a range from use dedicated to commercial tenancy rental yield (commercial tenancy) to subsidised community use (e.g. arts, start-ups, etc). Options can then be generated that provide guidance as to the Harbour Trust's commercial intent when balanced in terms of the character of place and impact on cultural heritage values or when measured in terms of the key regeneration actions.

Three functional use models have been assessed in development of a preferred option model. Note that all options retain the key framework principles as outlined above.

**Model 1** outlines the garage buildings (Buildings 6 and 7) as public facing for interpretation, the southern portion of Building 3 as food and beverage and the courtyard as public domain. The wings of Building 3 are dedicated to subsidised functions and uses. Building 1 is dedicated as non-subsidised commercial tenancy.

**Model 2** outlines the garage buildings (Buildings 6 and 7) as public facing for interpretation, the southern portion of Building 3 as food and beverage and the courtyard as public domain. The eastern wing of Building 3 is dedicated to subsidised uses. Building 1 is dedicated as tenancy. The variant to Model 2 is that the Harbour Trust relocates its primary office to Building 1 and becomes an 'anchor tenant' within the precinct.

**Model 3** outlines the garage buildings (Buildings 6 and 7) as public facing for interpretation, the southern portion of Building 3 as food and beverage and the courtyard as public domain. The eastern and western wings of Building 3 are dedicated non-subsidised tenancy use. Building 1 is dedicated as non-subsidised tenancy.

### Master plan preferred use model

The master plan preferred use model of functional use is Model 2.

- Model 2 presents a mix of use that is considered best equipped over time to evolve and align with the cultural heritage values of place.
- The model presents a balance of uses most likely to ensure a sense of community ownership and variance of use that is likely to bring life to the precinct without commercial tenancy dominance.
- Model 2 best activates the courtyard as public domain with smaller tenancies opening onto the courtyard without the need for privacy. Additionally, Model 2 enables public or event use of the courtyard that takes advantage of shelter from prevailing southerly winds and northern all-day sun.
- The model takes advantage of the relationship between the garage buildings (Buildings 6 and 7) (interpretation) and the required ancillary functions of a public facing facility (food and beverage, amenities).
- Further consideration of Building 1 as Harbour Trust offices is recommended as this appears to offer advantage of locating a small workforce within the precinct who are directly related to the cultural heritage values of place and may offer some commercial advantage if the existing Harbour Trust offices at Best Street is commercially tenanted.
- Within the proposed functional use framework and modelling, the Harbour Trust will assess proposed tenancies with reference to its leasing and subsidised leasing policies.



Figure 78. Functional use of the buildings

- |                            |   |
|----------------------------|---|
| 1. Interpretation          | 4. Courtyard  |
| 2. Food and beverage       | Enable use for dedicated function serviced by food and beverage |
| 2a. Restaurant             | 5. WC/amenities/utility   |
| 2b. Café serving courtyard | Capable of serving events in courtyard                          |
| 2c. Kitchen                | 6. Harbour Trust or tenancy                                     |
| 3. Terrace                 | 7. Tenancy  |

## 4.7 The architectural design language

### Linking the heritage

A light touch is applied to the heritage garage buildings (Buildings 6 and 7), resulting in a newly created in-between space. To accentuate this notion of a light touch, the space is bound by glazed elements and thin steel members which do not impose upon nor overpower the adjacent brick buildings. This gesture also subtly unites the two buildings as it allows for various activities to occur between the walls of two otherwise distinctly separate entities.

Examples include the Western Australia Museum that used a light structure to combine a heritage building and space for movement and activities, or the Cargo Station, which integrates new and heritage buildings harmonise the architecture and space.

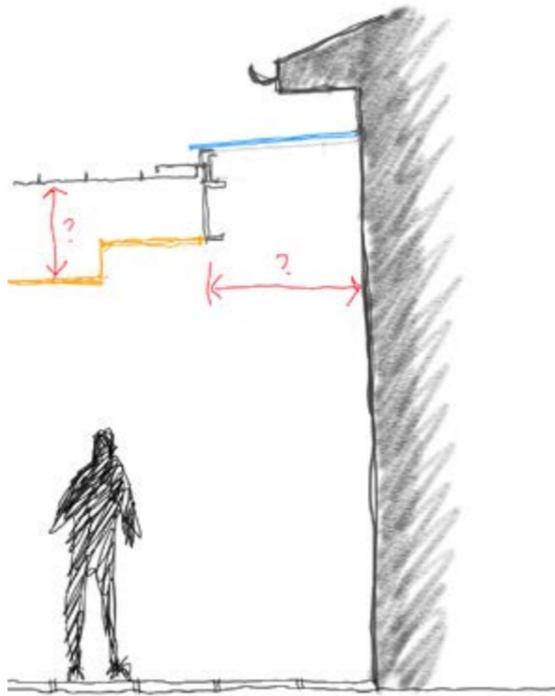


Figure 79. Architectural detail



Figure 80. Precedent from Western Australia Museum, Perth.



Figure 81. Potential connection between the garage buildings (Buildings 6 and 7)



Figure 82. Precedent from Cargo Station, Riga.

## 4.7 The architectural design language

### A covered courtyard

Using a similar architectural language to the glazed space between the garage buildings (Buildings 6 and 7), a simple and lightweight canopy is inserted into the courtyard.

The glazed canopy, which traces the entirety of the circulation, not only provides weather protection but also serves as a vector line, guiding users through the space to metaphorically frame their journey. Here, this element adds a modern touch to the surrounding brick barracks and does not clash with strong and grounded nature of the bricks on site.

Examples of the Trinity Church in New York and Campbell's Cove Promenade in Sydney demonstrate the minimum structure where possible and sensitivity to the heritage interface.

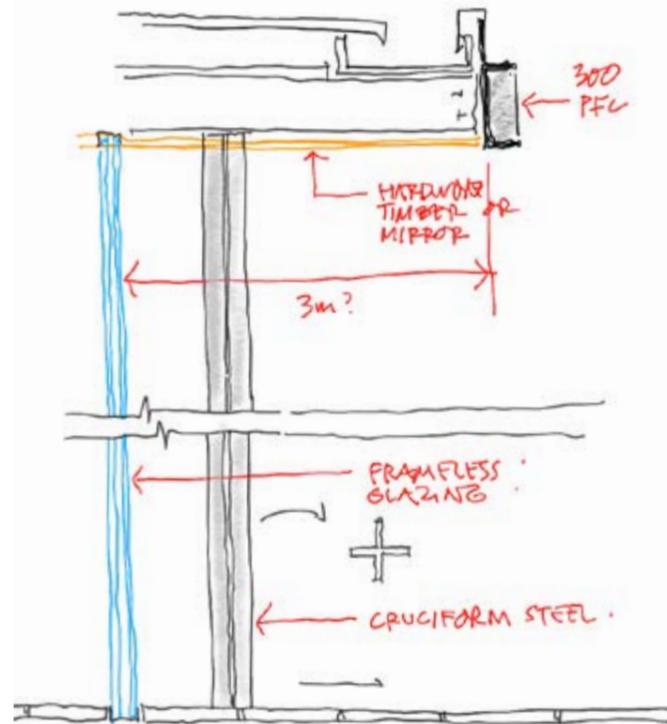


Figure 83. Architectural detail



Figure 84. Potential courtyard north of Building 3



Figure 86. Potential path around Building 3 with a canopy cover

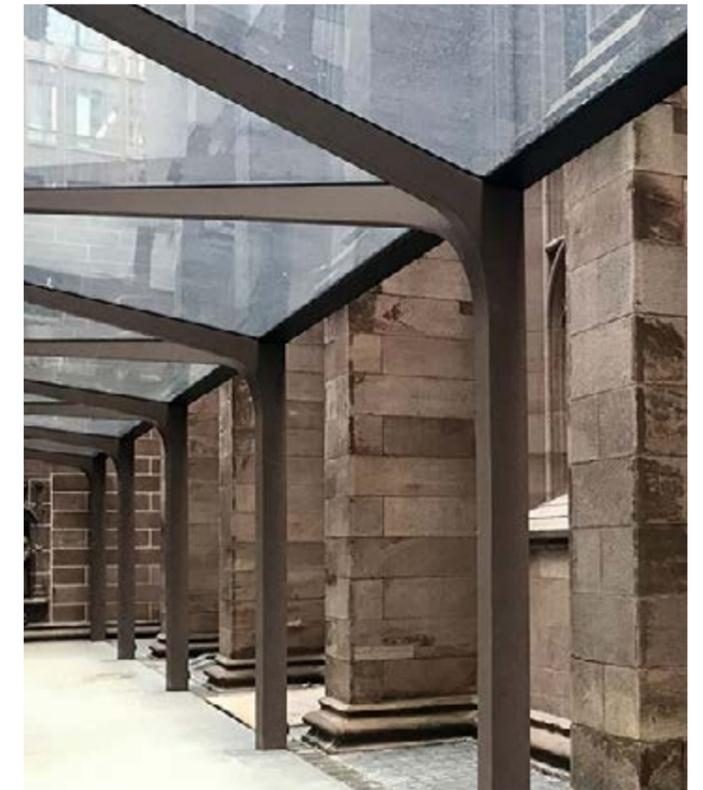


Figure 85. Precedent from Trinity Church, New York.



Figure 87. Precedent from Campbell's Cove Promenade, Sydney.

## 4.7 The architectural design language

### A covered terrace

The free-standing canopy above the terrace mimics the other simple, minimalistic and light touches applied around the site. Here, the large glazed element serves as more than weather protection for the end users. It also captures the dynamism of the skies, the water and the vegetation on site, adding life and vitality to the space.

The canopy is also detached from the nearest existing structure and in turn, signifies an entirely new space and experience for its end users - one that is vastly different to the others on site.



Figure 89. Potential food and beverage zone south of Building 3

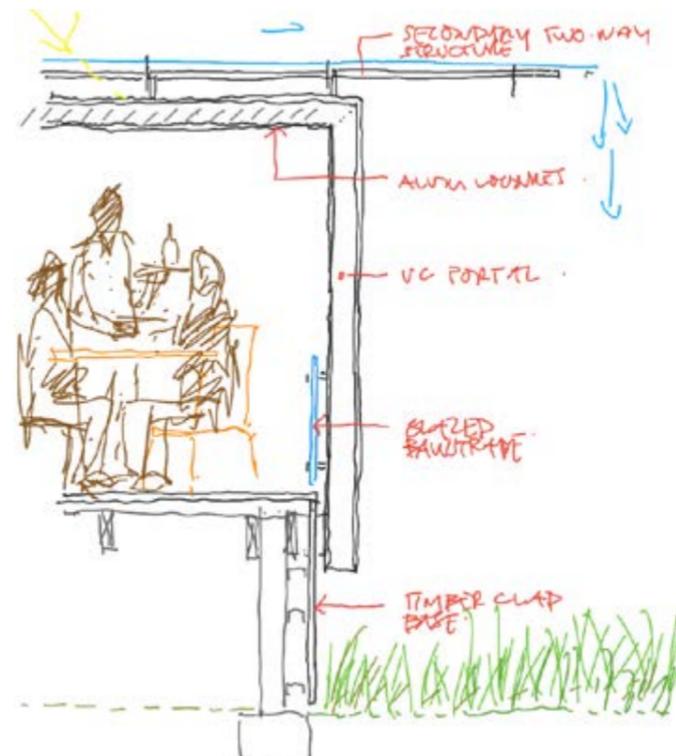


Figure 88. Architectural detail



Figure 90. Potential seating area with a canopy cover



Figure 91. Precedent from Coal Loader, Sydney.

## 4.7 The architectural design language

### Site connections

The site is strongly defined by both an east-west and a north-south axis with the latter bookended by a centralised courtyard. This open-air courtyard space is bound by both commercial and community aspects which provides an opportunity for the activities and atmosphere to spill out. The service zones are strategically away from the courtyard and main spine, located along the western edges of the site where impact to the end user activity and experience is minimal.



Figure 92. Proposed connection point throughout the brick barracks



Figure 93. View of pedestrian and vegetated connection between Buildings 1 and 3



Figure 94. View of Building 7



Figure 95. View of pedestrian connection between Buildings 7 and 1

## 4.8 Proposed vehicle access and movement

The traffic and car parking analysis will guide future design. Detailed traffic analysis is considered a first action of design that adopts the intent and principles outlined within the master plan.

### Overview - road, vehicle movement, access and car parking

Generally, the capacity of the precinct to manage vehicle movement and car parking for long-term future demand is highly constrained due to limited available land area, multiple users and demand, particularly in summer months and at weekends and the high level of natural and cultural heritage sensitivity.

Generally, the master plan proposes

- limiting the reconfiguration of Middle Head Road to create a pedestrian friendly shared zone
- reducing car parking hardstand to the east of Building 7
- constructing additional car parking capacity to the west of the ASOPA complex
- creating bus turning capability adjacent (to the east) of the existing roundabout.

The primary objectives of reconfiguration proposed within master planning are to:

- limit the visual impact of car parking hardstand on areas considered of higher sensitivity
- improve pedestrian amenity and safety
- support the adaptive re-use of the brick barracks particularly where commercial parameters may be impacted such as food and beverage operators
- support site activation accordance with the Activation and Event Strategy
- understand, limit and rationalise total precinct car parking capacity.

### Future use conditions and users

Future users are considered current users, plus use generated by the proposed additional functions and use of the precinct and broader headland. In this context it is important to understand that the Middle Head / Gubbuh Gubbuh precinct is in effect required to accommodate multiple users that are not necessarily users of the adaptive re-use of the brick barracks (e.g. Middle Head Oval users or users of the new NPWS headland loop walking track).

Future car parking users that will place demand on availability are:

- ASOPA tenants
- oval users
- café patrons
- beach goers (Obelisk and Cobblers beaches)
- Sergeants Mess patrons and transfer vehicles
- NPWS staff
- headland destination users
- headland loop walking track users (who arrive by car)
- commercial/food and beverage use of the brick barracks (Building 3)
- commercial use of the brick barracks (Building 1)
- community use of the brick barracks (Buildings 1 and 3)
- cisation use of the garage buildings (Buildings 6 and 7)
- event users (activations and or medium scale events)
- Environmental Education Centre
- Harbour Trust

### Gross floor area use analysis

Gross floor area analysis is used in design to provide ratios of car parking requirements in terms of use in accordance with standards. The master planning car parking analysis considers the existing ASOPA use (as commercial tenancy) and provides guidance in terms of future adaptive re-use of the brick buildings. This provides an overall car park ratio of use to gross floor area.

### Balancing peak demand capacity and target total precinct capacity

Current peak demand capacity is known to be summer weekends and in order of 60% of available spaces. This represents 120 spaces out of 206. Surveys have shown between 47 and 114 vacant spaces. In future use planning for constrained and sensitive sites it is critical to understand the use patterns and balance peak demand capacity with total precinct capacity; the two are related but are not the same and can lead to unnecessary over provision of intrusive but underutilised car parks.

In master planning this balance position is the threshold of when management of car parking becomes necessary (i.e. offsite shuttling, people control and prior booking for spaces etc) or that additional hardstand based on demand becomes intrusive, eroding site values and diminishing the visitor experience of place.

### HMAS Penguin - entry and exit conditions / Middle Head Road junction

In 2013, pedestrian paths and traffic calming devices were constructed at the junction of Middle Head Road/ Chowder Bay Road and adjacent to HMAS Penguin. Further improvements as proposed under the master plan will be developed with relevant stakeholders including Defence, NPWS and Transport for NSW.

The junction presents an at times congested intersection with some safety concerns. It is relevant that future detail design takes into account the following design factors/ parameters:

- HMAS Penguin has up to 450 car spaces/users. This number is anticipated to grow in the mid to long term with consideration of training functions on the base increasing and subsequent car space demand/allocation increasing.
- Consultation with HMAS Penguin indicates the increase in training function at the base in the mid to long term may see a twofold capacity increase.
- Defence personnel enter and leave the base within specific time windows 7am to 8.30am and 4.30pm to 6.30pm – this sees significant car movement entering or leaving the base in short windows of time.
- Middle Head Oval users are typically dropping children at the oval primarily at the entry or exit time windows causing congestion at the base's security gate entry zone as this area is used by the public for drop off.
- Defence has expressed concerns regarding safety.

### Middle Head Road

The Middle Head Road alignment and character will be retained. Middle Head Road is part of the historical access along the ridge that linked the fortifications and the subsequent development of bases from Military Road, which is considered part of the military heritage values.

Changes to carriageway width are not proposed, although changes are proposed to meet the requirements of vehicle, cyclist and pedestrian safety, and control of roadside parking and stormwater run-off. These improvements will retain the overall open character of the roadway and use design features such as edgings.

The objectives of these proposed changes to Middle Head Road are to:

- Improve drop-off/pick-up safety arrangements for Middle Head Oval users and separating vehicle movement from HMAS Penguin.
- Significantly change and improve pedestrian safety – create a safe walking place.
- Reduce vehicle speed (potentially 10kph), and at peak demand times control, manage and limit access.
- Provide clear and continuous pedestrian access along Middle Head Road and to all of the destinations such as the pathways to Sydney Harbour National Park, Middle Head / Gubbuh Gubbuh precinct, HMAS Penguin and the sporting facilities.
- Enable long-term vehicle access for NPWS to Sydney Harbour National Park.

## 4.8 Proposed vehicle access and movement

### Proposed reconfiguration – precinct car parking

The master plan proposes reconfiguration of car parking to reduce vehicle impact on the primary areas of the precinct and separate pedestrians and cars to create a walking place. It will increase capacity to the west of ASOPA and reduce of capacity to the east of the brick barracks.

The master plan investigates this reconfiguration on a phased basis and provides guidelines as to future expansion to meet anticipated peak demand capacities.

The key actions would be to:

- remove car parking/NPWS maintenance and storage depot areas north of Middle Head Road
- reconfigure car parking east of Building 7.

The key actions are considered over two phases, primarily to grow capacity with demand.

No.	Name	Existing Spaces	Master plan
0	Chowder Bay Road	11	11 (as is)
1 & 2	Car parks 1 & 2	82	90 (reconfigured)
3	Car Park 3	41	38 (reconfigured)
4	Car Park 4 (Overflow)	72	32 (reconfigured)
5	Car Park 5	58	40 (reconfigured)
6	Car Park 6	14	14 (reconfigured)
7	Car Park 7 - Clubhouse	41	41 (as is)
8	HMAS Penguin Car Park	Private	Private
9	Building 3 west	-	15 (proposed)
10	Chowder Bay Road west	-	20 (proposed)
<b>TOTAL</b>		<b>319</b>	<b>301</b>



Figure 96. Proposed parking

Existing parking Proposed or reconfigured parking Parking to be removed

## 4.8 Proposed vehicle access and movement

### Bus, car and pedestrian movement at site entry

A key objective of the master plan is to enable safe pedestrian access and enhanced access to the site by public transport buses and vehicles. Additionally, the site's ability to safely cater to school children arriving and leaving by bus or coach is regarded as a key objective.

The objectives above seek to enable equitable public access without the need for additional car parking or significant bus turning circle hardstand within the site.

The master plan design response will achieve these objectives and create an opportunity for short-stay car parking at the oval and bus turning at the site entry adjacent the existing roundabout.

Bus turning appears feasible at the site entry without the need for major change to the existing road alignment or roundabout.

These issues will require detailed civil engineering design.

#### Context

1. HMAS Penguin - Entry and exit condition remains unchanged
2. Existing roundabout
3. Lawn area remains unchanged
4. Car parking

#### Pedestrian movement

5. Existing pedestrian path
6. Opportunity for pedestrian crossing
7. Proposed pedestrian path

#### Car movement

8. HMAS Penguin vehicle movement
9. Vehicle movement to the site
10. Entry to car park
11. Opportunity for oval short stay car parking
12. Exit from car park
13. Vehicle movement to Chowder Bay / Gooree

#### Bus movement

14. Existing bus drop-off
15. Existing swept path of bus
16. Proposed swept path of bus
17. Opportunity for bus drop-off - new pedestrian zone

### Examination of pedestrian movement

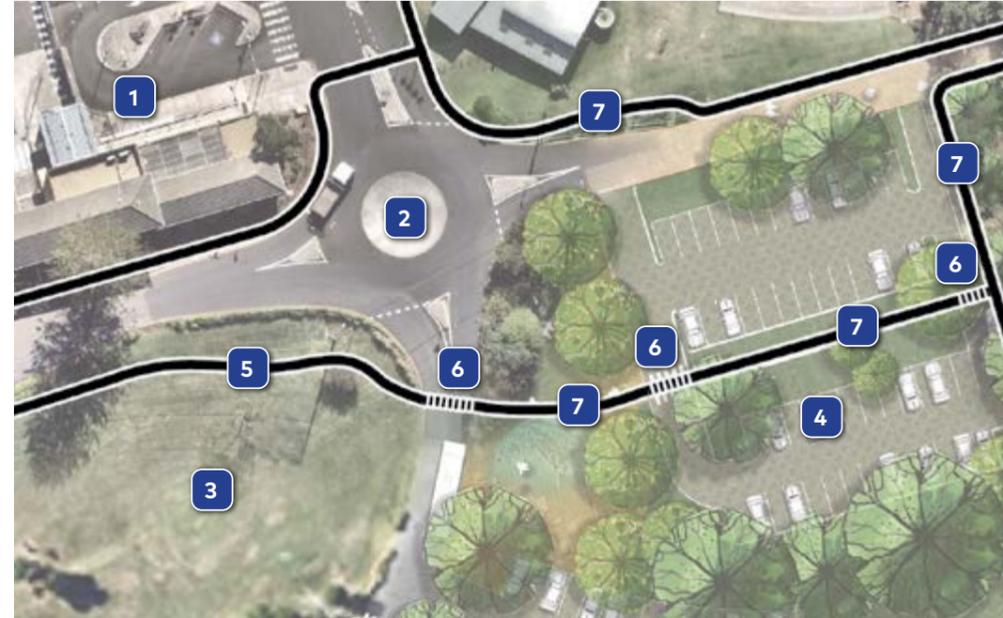


Figure 97. Examination of pedestrian movement

### Examination of car movement

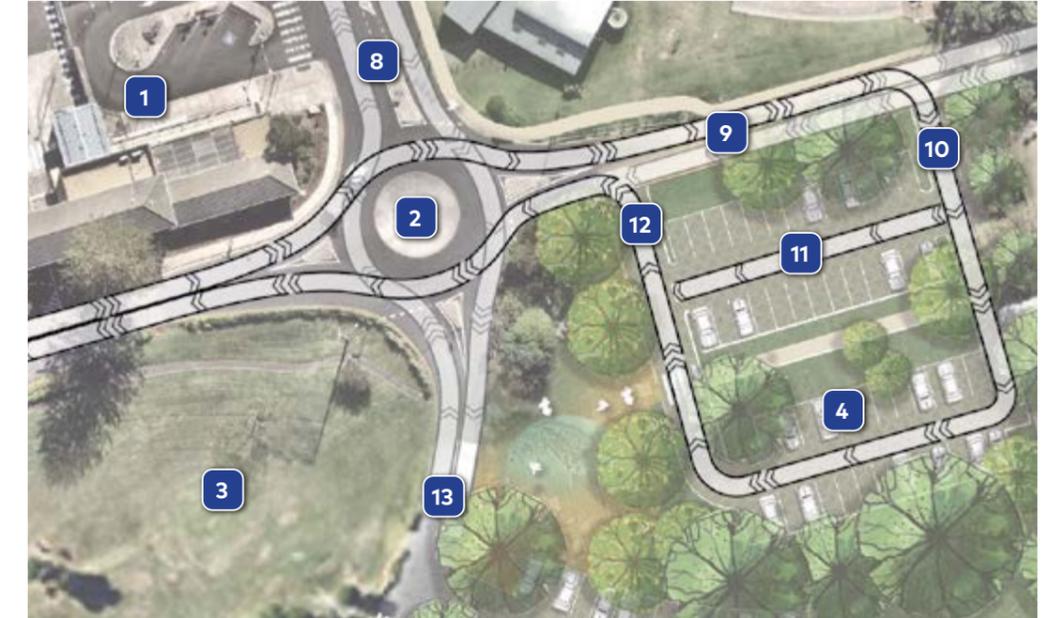


Figure 98. Examination of vehicle movement at the entry and to car parking

### Examination of bus turning and movement

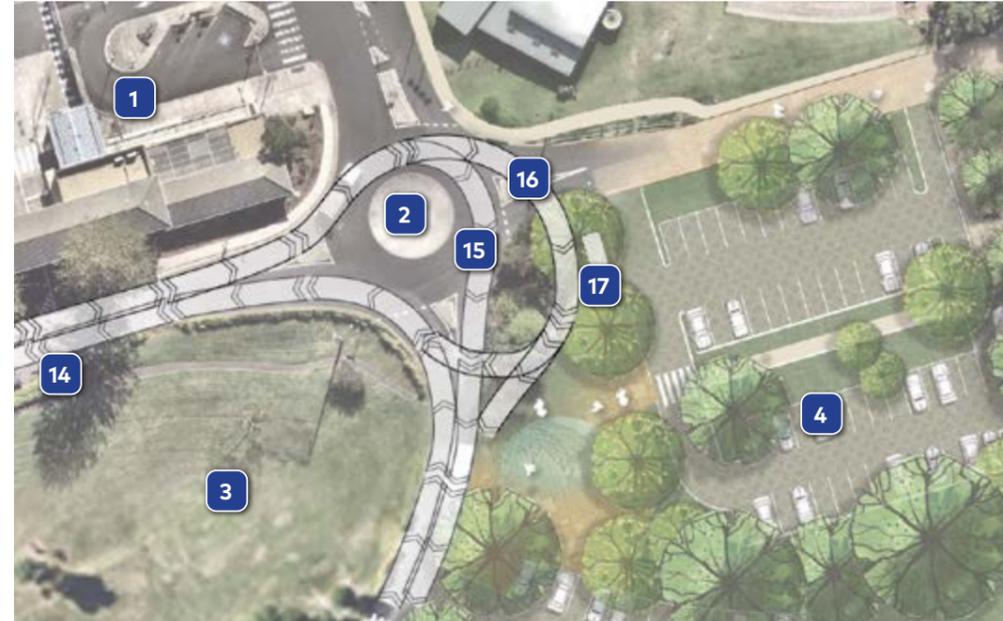


Figure 99. Examination of bus movement and turning at site entry adjacent existing roundabout

## 4.9 Environment, sustainability, energy and biodiversity

### Care of the bushland

The sheer beauty of the green headlands and the natural bushland vegetation along the northern and southern boundaries of Harbour Trust land at Middle Head / Gubbuh Gubbuh is an important remnant of the original plant communities that once covered much of the coast around Sydney.

The margin (adjoining) areas between the bushland are in poor condition due to previous land fill activity, changes in drainage patterns, increased soil nutrient levels and the absence of fire.

At Middle Head / Gubbuh Gubbuh, increased stormwater run-off and increased nutrient levels have resulted in moderate to severe weed invasion around the edges.

To protect and conserve the natural ecological and scenic values of the bushland vegetation within and surrounding the master plan area, the Harbour Trust will:

- control access to vulnerable and environmentally sensitive bushland areas
- discourage access to revegetation and regeneration areas, including the escarpment and steep wooded slopes below the escarpment between Cobblers Beach and HMAS Penguin
- prioritise bushcare programs that protect rare, vulnerable and endangered plant species and communities from disturbance in a way that ensures long-term conservation, including maintenance and ongoing management such as weed control
- increase the amount of vegetated land within the master plan area by revegetating and regenerating areas that are currently degraded or where buildings, paving or fill have been removed
- work with adjoining land managers, councils and bushcare groups to develop and implement a local management strategy aimed at reducing the risk of dieback within the bushland areas of Middle Head / Gubbuh Gubbuh and Georges Heights
- integrate bushcare programs with management practices and programs of neighbours, councils, fire authorities and adjoining land managers.

### Water Sensitive Urban Design (WSUD)

The principles of WSUD are to be incorporated into the renewal of the Middle Head / Gubbuh Gubbuh precinct to achieve water quality, water conservation and ecological objectives. Effective integration will require the application of concepts on a catchment-wide basis. The key concepts to be applied are:

- Source controls – removal or mitigation of the pollutant source, and onsite rainwater use.
- Conveyance controls – applied during the conveyance of stormwater to bushland, streets or channels.

- Discharge controls – applied at the point where water leaves the site or the catchment.
- Natural systems planning – applied to the entire area, recognising essential hydrological and ecological functions of watercourses, wetlands and native vegetation.

A number of measures are available to achieve stormwater management objectives by applying these concepts in the renewal of the Middle Head / Gubbuh Gubbuh precinct.

Concept	Issue	Application at Middle Head / Gubbuh Gubbuh
Source controls	Street sweeping and landscape maintenance	Roads and organic matter are a source of many pollutants. Sweeping and maintenance will be part of the ongoing management of the site.
	Rainwater tanks	The use of rainwater for toilet flushing, irrigation etc will reduce water use and stormwater flow peaks.
	Rainwater detention gardens	Applied to intercept sheet and concentrated flows. This will reduce flows and reduce scouring and erosion in bushland areas. It will also improve stormwater quality by controlling the dispersal of nutrients down slope.
	Pit pollution control traps	Installed at various locations to remove gross pollutants and hydrocarbons.
	Stormwater collection	Investigation of options for collection of stormwater from paved areas for re-use.
Conveyance controls	Water sensitive road design	The installation or improvement of buffer strips and bioretention swales, particularly along up-gradient edges of the road and car park areas, will reduce run-off velocities and reduce contaminant transport to receiving waters.
Discharge controls	Stormwater collection	Divert flows to collection areas for possible re-use. This will assist in reducing velocities of run-off on areas down slope and reduce contaminant transport to receiving waters.
Natural systems planning	Weed removal and revegetation with native species	This will improve water retention and site amenity.
	<i>Phytophthora cinnamomi</i>	Reduce nutrient impact to bushland areas. Reduce ponding and concentrated stormwater flows.
	Dieback areas	Regenerate to reduce erosion, water retention and amenity. To be carried out in parallel with a strategy for controlling <i>Phytophthora cinnamomi</i> .

### Phytophthora cinnamomi

The Harbour Trust's Phytophthora Management Strategy will be implemented.

Risk of spread or introduction by	Management strategy
Bush regeneration activities	Implementation of best practice hygiene procedures for bush regeneration or related activities. Soil and plant materials to be sourced from appropriately certified suppliers.
Water flows and increased surface water nutrients	Introduce stormwater measures so that flows are remediated to approach the natural condition in bushland areas, or direct flows away from bushland. Reduce nutrient impact to bushland areas, by remediating nutrient and contaminant sources or nutrient removal.
Walkers	Introduction of a Phytophthora community education program. Walking track design that limits the potential for spread by walkers, including: <ul style="list-style-type: none"> <li>integrated drainage controls</li> <li>clean crushed sandstone capping</li> <li>mulched edges.</li> </ul> Confine walkers to tracks in bushland areas.
Construction/earthworks/landscaping activities	Implement hygiene protocols for personnel, machinery and tools. Soil and plant materials to be sourced from Phytophthora-free certified suppliers, or low risk sources. Use only well composted soil free mulch.

### Contamination

Following their history of industrial and military uses, all Harbour Trust lands have a degree of contamination.

Detailed environmental assessments for Middle Head / Gubbuh Gubbuh have indicated levels of contamination on the site.

In keeping with the Harbour Trust's environmental obligations for lands that are opened to the public, investigation and subsequent minor remediation works were completed on the site between the late 1990s and mid-2000s with further remediation works in 2021.

Based on the available information in surface and sub-surface conditions on the site at the completion of these works and application of the current guideline criteria

for open space and recreational land use and commercial land use, it is considered that the risk of potential for contamination in the surface and sub-surface environments at the site is low due to the presence of suitable surface treatments that provide a physical barrier between the users and use of these areas and underlying sub-surface environments.

To manage the potential impacts of known and possible remaining contamination, the Harbour Trust has commissioned long-term environmental management plans that document procedures to manage identified risks of the site so that:

- hardstand and other surface coverings present are maintained to ensure users are not exposed to potentially contaminated soils and/or groundwater located beneath surface coverings
- works that require disturbance of ground surface coverings protect the health of workers, users and members of the public.

In realising the master plan's vision for Middle Head / Gubbuh Gubbuh, the Harbour Trust will, where applicable:

- adhere to these procedures
- ensure public health and the environment are protected through consistent and sound environmental management practices
- reduce the potential for offsite migration and environmental impact of contaminations
- develop management and remediation strategies to accord with environmentally sustainable development (ESD) principles
- apply methods for remediation that meet current engineering best practice and community standards
- conform with applicable federal and state guidelines, processes and requirements, including the *Contaminated Land Management Act 1997* and *National Environment Protection (Assessment of Site Contamination) Measure 1999*
- engage accredited auditors to review the assessment and remediation process, where these issues are significant.

## 4.9 Environment, sustainability, energy and biodiversity

### Environmental management and biodiversity gain

Australia's Strategy for Nature 2019-2030 is the overarching framework for all national, state and territory and local strategies, legislation, policies and actions that target nature. The strategy moves away from a protection-based approach and strives to incorporate adaptation, resilience and natural resource management. It aims to connect people with nature and enhance their desire to care for nature, which in turn builds knowledge that can be shared to improve care for nature and the benefits from connecting with nature. (Extracted from Australia's Strategy for Nature 2019-2030)

The master plan will deliver outcomes that are consistent with the Strategy.

### Environmentally sustainable development (ESD)

ESD is central to the Harbour Trust's management, strategic planning and development decision-making. ESD is defined as: *Development that improves the quality of life, both now and in the future, in a way that improves the ecological processes on which life depends.* (Source: National Strategy for ESD, 1992).

The EPBC Act provides the following core principles of ESD:

- Decision-making processes should effectively integrate both long-term and short-term economic, environmental, social and equitable considerations.
- If there are threats of serious or irreversible environmental damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation.
- The principle of inter-generational equity – that the present generation should ensure that the health, diversity and productivity of the environment – is maintained or enhanced for the benefit of future generations.
- The conservation of biological diversity and ecological integrity should be a fundamental consideration in decision-making.
- Improved valuation, pricing and incentive mechanisms should be promoted.

The Harbour Trust recognises that the implementation of these principles is not straightforward. This is partly because they provide minimal instruction for practical action and contain some ambiguity. The Harbour Trust also recognises that the core objective is to achieve the effective integration and balance of economic, environmental and social considerations.

### The Harbour Trust's commitment

To meet this objective the Harbour Trust will ensure that:

- the natural biological diversity is protected, conserved and interpreted with particular emphasis on threatened species and endangered populations and communities as an integral part of any renewal or use of Harbour Trust sites
- Harbour Trust sites are accessible to the community and offer a high quality of life for those who live or work at the site and a highly desirable recreation destination
- re-use and renewal preserves significant areas for open space as a resource for generations to come
- development and adaptive re-use reduces energy use from non-renewable sources or sources that emit greenhouse gases in energy generation or consumption compared to previous uses or comparable uses
- all development and ongoing management activities on Harbour Trust sites maximise the appropriate use of recycled and re-used materials and reduce waste generation
- development minimises the use of materials that deplete natural resources or create toxic pollution in their manufacture, use or disposal
- buildings to be removed will be re-used where possible and materials will be recycled, where possible
- use of Harbour Trust sites minimises the negative impact on Sydney's air quality and avoids ozone-depleting substances, in part by encouraging the use of public transport, walking or cycling
- measures are taken to minimise impact of noise and light pollution on environmental conservation areas and surrounding land uses.

- Any use of the Harbour Trust lands results in improvement to water quality entering the harbour from the site
- Any development remediates the results of polluting activities of the past and ensures protection of soil and sediments within the developed area
- It remains accountable in the achievement of ESD by measuring, monitoring and reporting with respect to the key indicators for sustainability and use this information to continually improve policies, plans and practices
- Contracting and procurement methods are developed, implemented and reviewed so that environmental objectives supporting ESD are adopted by contractors and suppliers
- Environmental outcomes are achieved through the formation of partnerships and work undertaken with the community, stakeholders and other agencies
- It adheres to water sensitive urban design principles when developing any future plans
- Renewable energies are investigated and, where appropriate, used on Harbour Trust sites

Extracted from <https://www.harbourtrust.gov.au/media/1184/ecologically-sustainable-development-harbour-trust.pdf>

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Figure 100. Photo at Middle Head / Gubbuh Gubbuh from cliff edge. Source: Harbour Trust

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### 5.3 Terminology and abbreviations

Term	Abbreviation	Definition / outline of term with respect to this project
Term	Term is abbreviated or not to be abbreviated	Generally, throughout this document there is firstly a generic definition of the term followed by a project specific statement. The project specific statement typically starts with In this case referring to this Harbour Trust project at Middle Head / Gubbuh Gubbuh
Acknowledgement of Country		An 'Acknowledgement of Country' is a way where any person can show awareness and respect for First Nations culture and heritage and the ongoing relationship the traditional custodians have with their land.  Both First Nations and non-First Nations peoples can perform 'Acknowledgement of Country'. It is a demonstration of respect dedicated to the traditional custodians of the land (or sea) where the event, meeting, or activity takes place. It can be formal or informal.  Source: Welcome to Country & Acknowledgement of Country - Creative Spirits, retrieved from <a href="https://www.creativespirits.info/aboriginalculture/spirituality/welcome-to-country-acknowledgement-of-country#acknowledgement-of-country">https://www.creativespirits.info/aboriginalculture/spirituality/welcome-to-country-acknowledgement-of-country#acknowledgement-of-country</a>
Action		An action is defined broadly in the EPBC Act and includes: a project, a development, an undertaking, an activity or a series of activities, or an alteration of any of these things. A lawful continuation of an existing use is not an action.  In this case any proposal for development on Middle Head / Gubbuh Gubbuh is termed under EPBC as an action.
Asset activation		An active asset is an asset that is used by a business in its daily or routine business operations to generate benefit either financial or social. Active assets can be tangible—such as buildings or equipment—or intangible—such as cultural heritage values.  In this case the asset is the lands, the buildings and the inherent cultural heritage values of place. Additionally, the term activation refers to use and function of the asset including 'what the buildings and land are used for,' how the use generates benefit (either financial or social) how the uses are sustainable and critically how the values are protected, conserved and interpreted.
Australian School of Pacific Administration	ASOPA	The <b>Australian School of Pacific Administration (ASOPA)</b> grew out of an army civil affairs unit created during the Second World War. In 1947 the Australian Government approved the establishment of the civil school as a permanent body – to be known as ASOPA - with teaching and research duties to be based at Middle Head / Gubbuh Gubbuh. From its early years ASOPA played an important role in the development of Papua New Guinea.
Brick barracks		Also known as the 'Ten Terminal' buildings. The Harbour Trust variously uses 'Ten Terminal' i.e., the numerals 10, and Ten.  The brick barracks were constructed in 1941 to house the Anti-Aircraft and Fortress Engineering School and the Army's Signal Unit. The term Ten Terminal is ADF terminology and is derived from the 1 Terminal Group. This group became the Ten Terminal Group in 1974 which was then subsequently renamed in 1976 to Ten Terminal Regiment, who occupied the buildings until 1997.  The brick barracks comprises the red brick accommodation and administration buildings built around a courtyard in subdued Art Deco style and the two brick garage buildings.
Brick barracks statutory heritage values/listing		This Commonwealth Listing under EPBC- 'Ten Terminal Regiment Headquarters and AusAid Training Centre' as Historic Place No. 105587 on the Commonwealth Heritage List and Historic Place No. 103342 on the Register of the National Estate.
Timber buildings	Not to be abbreviated	The derelict timber buildings located to the north of Middle Head Road as defined within the Harbour Trust Management Plan. This term includes all built structures including the laundry. The Harbour Trust has placed considerable resource to HIA in relation the structures.

Term	Abbreviation	Definition / outline of term with respect to this project
Building 1	B1	The single storey heritage listed brick building directly south of Middle Head Road
Building 2	B2	The two-storey derelict/contaminated building within the Building 3 courtyard for proposed removal
Building 3	B3	The single storey heritage listed main brick building on the site surrounding the courtyard
Building 3 courtyard		The courtyard area enclosed within and in between Buildings 1 and 3
Building 6	B6	The heritage listed southern brick building to the east of Building 3 formally known as a garage
Building 7	B7	The heritage listed northern brick building to the east of Building 3 formally known as a garage
Borogegal people	Not to be abbreviated	The First Nations group associated with Borogegy, now known as Bradleys Head. (Australian Museum)
Cammeraygal people	Not to be abbreviated	There are different spellings to Cammeraygal, variously spelled as Cam-mer-ray-gal, Gamaraigal, Kameraigal, Cameragal and several other variations
Concept plan	CP	An approved document that once complete provides, describes, illustrates the long-term view of an overall development scope. In this case the concept plan will develop a framework for future development that examines and describes key elements of planning, land use, asset use and activation, heritage conservation of both landform and built asset feature
Concept plan consultant	CPC	The engaged concept planning consultant for this project is COX Architecture
Concept Plan Brief of services		The brief of services issued by the Harbour Trust to the consultant for development of the concept plan deliverables
Conservation Management Plan	CMP	Conservation Management Plan – Middle Head / Gubbuh Gubbuh Sites – A detailed analysis of the place's heritage values that supports the Harbour Trust Middle Head Management Plan; Robertson & Hindmarsh Pty Ltd, May 2007
Connecting with Country Draft Framework		Developed by the NSW Government Architect - Connecting with Country Draft Framework is a framework for developing connections with Country that can inform the planning, design, and delivery of built environment projects in NSW.
Cost plan		A report document that is developed by the Harbour Trust and /or a cost planning consultant to analyse and describe cost elements of a capital works project. A cost plan is typically structured around total development cost that breaks down all costs inclusive of internal resource cost, consulting costs, forecast capital works costs and contingent allocations
Cost planner		A consultant quantity surveyor that assesses proposed development in capital terms based on referenced rates and cost for similar projects
Colonial heritage values		The term 'heritage values' refers to <b>the meanings and values that individuals or groups of people bestow on heritage</b> (including collections, buildings, archaeological sites, landscapes and intangible expressions of culture, such as traditions). In this case the colonial heritage values are derived from the actions, events and material remnant of the colonial era specific to Middle Head / Gubbuh Gubbuh.
Community working group		The group set up by the Harbour Trust to attend workshops and provide input to project development prior to broader formal public consultation. Also known as the Ten Terminal Stakeholder Group, this group is not a formal advisory group.

Term	Abbreviation	Definition / outline of term with respect to this project
Country		NSW Government Architect provides this definition:  'Country' (capital C) has a different meaning to the western understanding of the word 'country' (small c).  <i>In the Aboriginal sense of the word, Country relates to the nation or cultural group and land that they/we belong to, yearn for, find healing from and will return to. However, Country means much more than land, it is their/ our place of origin in cultural, spiritual and literal terms. It includes not only land but also skies and waters.</i>  (NSWGA)
Cultural heritage values		UNESCO provides this simple definition:  The <b>values</b> embodied in <b>cultural heritage</b> that are identified in order to assess significance, prioritize resources, and inform conservation decision-making.
Darug language		Now largely extinct, is generally considered one of two dialects typical to the area.
Designing with Country principles		From NSW Government Architect  <i>Research to date suggests three essential elements of designing with Country: nature, people and design.</i>  <i>The binary relationships across these three elements offer distinctive design approaches:</i>  <i>1— Architecture considers design and people (informed by nature). Architecture without people is just a sculptural object.</i>  <i>2 — Passive design considers design and nature, and when used by people becomes environmental design.</i>  <i>3 —Biophilic design considers the innate relationship between people and nature. Informed by design, this relationship could be understood as a genesis for Indigenous architecture.</i>
Development program budget review report		The project budget review issued to PCG October 2021
Development application	DA	The Harbour Trust is its own consent authority and requires that development proposals follow a development application process not unlike a local authority or council. In this case a DA will likely be developed and submitted following approval of the concept plan and identification of priorities for capital works that align with available funds and generally meet with community agreement. The DA process involves formal public consultation.
Digital walking tour (prototype)		A digital walking tour of Middle Head / Gubbuh Gubbuh, which is occurring as a first step in creating interpretation as part of the broader Middle Head / Gubbuh Gubbuh Renewal Project. This project is a prototype and will be further refined and scaled up following engagement/input from relevant stakeholders.
Environment Protection and Biodiversity Conservation Act	EPBC	The <i>Environment Protection and Biodiversity Conservation Act 1999</i> (the EPBC Act) is the Australian Government's central piece of environmental legislation. It provides a legal framework to protect and manage nationally and internationally important flora, fauna, ecological communities and heritage places — defined in the EPBC Act as matters of national environmental significance  All 'actions' on Harbour Trust land, undertaken by either the Harbour Trust or on behalf of the Harbour Trust, are controlled by the <i>Environment Protection and Biodiversity Conservation (EPBC) Act 1999</i> as amended.
EPBC referral		Whilst the Harbour Trust is its own consent authority it often chooses to refer a development application to the department/. minister under EPBC referral provisions. The referral is a process of seeking delegated approval of the proposal (ministerial delegate) and provides the Harbour Trust with an additional (and in cases somewhat critical) layer of authority as to approval of a proposal.

### 5.3 Terminology and abbreviations

Term	Abbreviation	Definition / outline of term with respect to this project
Event and Activation Strategy	EAS	In July 2022, the Harbour Trust commenced work on a new Event and Activation Strategy (EAS). This was the direct result of several recommendations within the 2019 Harbour Trust Independent Review of the Harbour Trust. The purpose of the strategy is to identify ambitions, opportunities and event typologies across all Harbour Trust sites.
Expression of interest	EOI	The Harbour Trust uses this term to describe an approach to market where proponents submit 'expressions of interest' for commercial or non-commercial activity within the asset.
First Nations heritage values		The term 'heritage values' refers to <b>the meanings and values that individuals or groups of people bestow on heritage</b> (including collections, buildings, archaeological sites, landscapes and intangible expressions of culture, such as traditions).
First Nations advisory group		First Nations Group set up by Harbour Trust to generally advise across the business in regards First Nations matters. The group was disbanded in early 2022
First Nations consultation		The project specific process that brings First Nations input to the design and development of place.
First Nations guiding principles		A single page document summarising the commitment from the Harbour Trust in recognising the importance of First Nations peoples, places and culture and a renewed focus on building deep long-term relationships, exchange of knowledge and providing greater opportunity to be on Country
Formal public consultation		Refers to public consultation undertaken by the Harbour Trust via exhibition relating to a Development Application
Governance		Governance <b>encompasses the system by which an organisation is controlled and operates, and the mechanisms by which it, and its people, are held to account.</b> Ethics, risk management, compliance and administration are all elements of governance.  In this case the term governance refers to the approved Harbour Trust governance document designed for use in major capital works projects that describes the process and control mechanisms for projects from inception, through design to construction and completion. Harbour Trust capital works projects are structured in process around gates.
Gun emplacements		There are numerous gun emplacements all over Middle Head / Gubbuh Gubbuh. The term applies to the remnant structures
Heritage impact assessment or statement	HIA or HIS	A heritage impact assessment (HIA) is a <b>document that considers the potential impacts of a proposed action on the heritage values of a place.</b>  HIAs will support the Middle Head / Gubbuh Gubbuh Master Plan and of the subsequent detailed development application. The HIA documents of relevance are:  1. Former Ten terminal Regiment Barracks Buildings & Laundry; Lucas, Stapleton, Johnson and Partners Pty. Ltd. dated 9th February 2022 (Note: this report was prepared in November 2020 and updated in February 2022 with additional information)  2. Former Ten terminal Regiment Headquarters Preservation Works; Lucas, Stapleton, Johnson and Partners Pty. Ltd. dated 30th September 2021
HMAS Penguin		The naval base on Middle Harbour
Interpretation		A means of communicating which helps people enrich their understanding and appreciation of the world, and their role within it (Interpretation Australia).  In this context the term refers to <b>visitor or public interpretation.</b> Visitor interpretation is <b>used by sites of cultural heritage significance, visitor attractions, destinations, museums etc to tell the stories of a site's significance and its cultural context</b> (physical, natural, social, aesthetic or spiritual). The purpose of visitor interpretation is informal education and first-hand participatory learning, often about heritage (Moscardo, 1996)

Term	Abbreviation	Definition / outline of term with respect to this project
Lead design services consultant	LDSC	Term LDSC describes a multi-disciplinary group of consultants that are tasked with design under terms of contract. Typically, the LDSC is an architect (but not always). Disciplines are project specific and generally comprise engineering and landscape architecture.
Middle Head Management Plan		Harbour Trust document relating to the Harbour Trust lands on Middle Head / Gubbuh Gubbuh. Dated 2007, amended 2014,2017.  The Middle Head Management Plan interprets the Harbour Trust's Comprehensive Plan and guides its implementation by providing more explicit detail about the way the precinct is adaptively re-used and conserved.  The aims of the management plan are to:  <ul style="list-style-type: none"> <li>Conserve and interpret the Commonwealth heritage values of Middle Head / Gubbuh Gubbuh;</li> <li>Maximise public access;</li> <li>Facilitate the adaptive re-use of the precinct's buildings for appropriate uses; and</li> <li>Integrate the precinct with adjoining lands as part of a unified Headland Park and network of open space in collaboration with the NSW National Parks and Wildlife Service (NPWS).</li> </ul> <a href="https://www.harbourtrust.gov.au/media/1375/hpmiddle-head-management-plan.pdf">https://www.harbourtrust.gov.au/media/1375/hpmiddle-head-management-plan.pdf</a>
Master plan		A master plan is an approved long-term planning document that provides and guides future growth and development. A master plan includes analysis, recommendations, and proposals for a site's population, economy, housing, transportation, community facilities, and land use. The difference between a master plan and a concept plan is (i) the extent and depth of study and (ii) a master plan is generally considered an approved document that 'sets the rules' of future development. A concept plan focuses more on vision and values of place and is less technical in its scope.  This link is a good description  <a href="http://www.governmentarchitect.nsw.gov.au/resources/ga/media/files/ga/other/advisory-notes/advisory-note-master-plans-2018-09-12.pdf">www.governmentarchitect.nsw.gov.au/resources/ga/media/files/ga/other/advisory-notes/advisory-note-master-plans-2018-09-12.pdf</a>
Middle Head Oval		The oval on the north side of Middle Head Road lookout to Cobblers Beach and Middle harbour. Mosman Council maintain the oval under an arrangement with the Harbour Trust. The oval is variously used for AFL, soccer, cricket, helicopters etc.
Middle Head Oval facilities		The small brown brick change/storage building on the western side of the oval.
Military heritage values		The term 'heritage values' refers to <b>the meanings and values that individuals or groups of people bestow on heritage</b> (including collections, buildings, archaeological sites, landscapes and intangible expressions of culture, such as traditions). In this case the military heritage values are derived from the actions, events and material remnant of the military occupation and development era specific to Middle Head / Gubbuh Gubbuh.
National Parks & Wildlife Service	NPWS	NPWS is the adjacent land manager and a statutory stakeholder. The ongoing relationship with NPWS is critical to Harbour Trust capital works projects and the digital pilot
Natural heritage values		Refers to inherent values of place that are part of the natural environment i.e. landform, flora and fauna
Precinct		In relation the term <i>precinct</i> , the Harbour Trust uses the terminology as follows within the management plan: <i>'The former Ten Terminal and ASOPA site is clearly identifiable as a distinct precinct, due in large part to it being separated from the other former Defence bases in Mosman by the belt of bushland which crosses the ridge from Obelisk Bay to Balmoral.'</i>

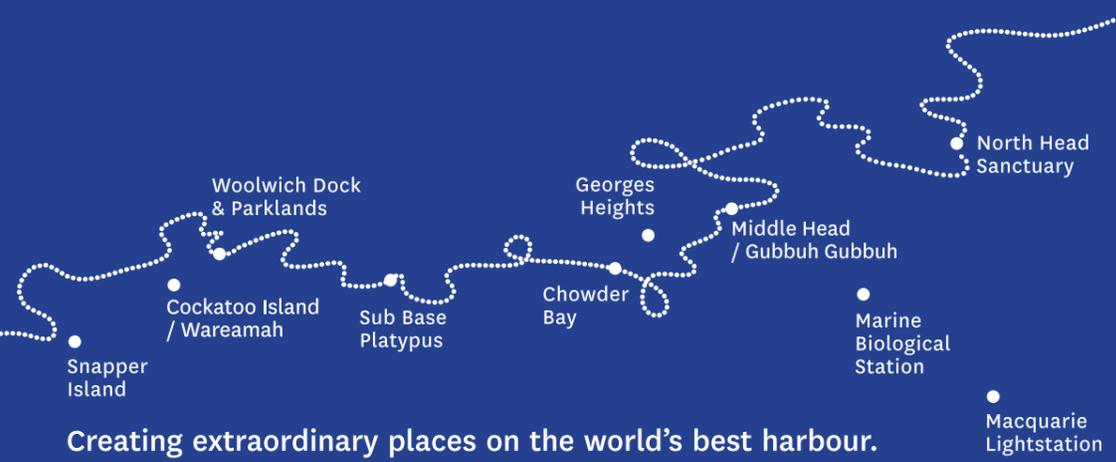
Term	Abbreviation	Definition / outline of term with respect to this project
Preservation works		In this case the preservation works are the works completed to the heritage listed brick barracks, note the Harbour Trust selected the term preservation but uses the term conservation work in public documents/signage/website etc.  The work predominantly involved:  <ul style="list-style-type: none"> <li>Roof replacement, facade repairs and window refurbishment for Buildings 1 and 3.</li> <li>General repairs and updates to conserve the heritage of Buildings 1, 3 and 7.</li> </ul>
Project plan		<b>A project plan is a series of formal documents that define the execution and control stages of a project.</b> The plan includes considerations for risk management, resource management and communications, while also addressing scope, cost and schedule baselines. A project plan document is typically divided in sections to cover the following: scope management, quality management, risk assessment, resource management, stakeholder management, program management and change management plan.
Probity advisor		A probity advisor is typically an independent consultant that <b>provides guidance and advice on how probity issues should be addressed</b> and may also assist in anticipating problems and advising on courses of action to be taken to achieve a required level of compliance to probity requirements. In this case the Harbour Trust uses probity advisors to assist in management of post tender evaluation process.
Services infrastructure		The term refers to infrastructure that provides permanent supply of services in accordance with codes and standards relating to use and function. The services are potable water, stormwater, hydraulics including sewerage, electrical services (including substations kiosks and supply lines), communications (including optic fibre), and fire services (including ring mains and hydrants).  In this case the infrastructure services to the site are considered minimal, in disrepair, redundant or absent.
Statutory or key stakeholder		A statutory or key stakeholder is an organisation that has specific business or statutory interest
Timber buildings	Not to be abbreviated	The derelict timber buildings located to the north of Middle Head Road as defined within the Harbour Trust Management Plan. This term includes all built structures including the laundry. Examination of the Timber Buildings and the proposal to remove them is contained within supporting documents to the master plan.
Welcome to Country		Traditionally, a Welcome to Country was an invitation or permission for a person from a different area to pass through or enter. Doing so without it was unacceptable. A welcome to Country statement can only be spoken by a recognised custodian of the lands. Incorporating a Welcome (or Acknowledgement protocol) into official meetings and events shows that we recognise Aboriginal people as the First Australians and custodians of their land. It demonstrates that the organisation, are aware of the past and ongoing connection of Aboriginal people to place and land.  Source: Welcome to Country & Acknowledgement of Country - Creative Spirits, retrieved from <a href="https://www.creativespirits.info/aboriginalculture/spirituality/welcome-to-country-acknowledgement-of-country">https://www.creativespirits.info/aboriginalculture/spirituality/welcome-to-country-acknowledgement-of-country</a>

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# Harbour Trust



Creating extraordinary places on the world's best harbour.

Harbour Trust

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