



Revised Middle Head / Gubbuh Gubbuh Draft Master Plan – Consultation Outcomes Report

Background

The Sydney Harbour Federation Trust (Harbour Trust) publicly exhibited the Revised Middle Head / Gubbuh Gubbuh Draft Master Plan from 24 August 2023 to 21 September 2023.

It was released for public exhibition on the Department of Climate Change, Energy, the Environment and Water (DCCEEW) 'Have Your Say' consultation hub (at <https://consult.dcceew.gov.au/revised-middle-head-gubbuh-gubbuh-draft-master-plan>).

The exhibition material comprised:

- The Revised Middle Head / Gubbuh Gubbuh Draft Master Plan document (74-page PDF)
- A summary document (16-page PDF) of the Revised Middle Head / Gubbuh Gubbuh Draft Master Plan
- An accessible Word document version of the summary document. Accessible documents are created to be as easily readable by a sighted reader as a low vision or non-sighted reader. This accessible version ensured information was provided in an inclusive manner. The intention of this public exhibition was to receive feedback and comments that would inform revisions to the draft master plan.
- A Transport Access Management Plan (TAMP)
- Expert Advice Review Paper on the Removal of Timber Buildings
- Timber Buildings Structural Assessment Report
- Timber Buildings Bushfire Assessment
- Timber Buildings BCA Assessment
- Timber Buildings Heritage Assessment - Updated
- Timber Buildings Heritage Assessment – Supplementary Report
- Timber Buildings Comparative Study
- Timber Buildings Ecological Constraints Assessment

The outcomes report from the earlier exhibition of the draft master plan, together with the initial draft master plan also remained online on the Harbour Trust website.

Public feedback about the draft master plan was invited via the abovementioned 'Have Your Say' portal.

This summary report provides an outline of issues raised in submissions received through the feedback channels. Consultation outcomes will inform the finalisation of the master plan.

Public exhibition

Notification

The revised Middle Head / Gubbuh Gubbuh Draft Master Plan was placed on public exhibition for a period of four weeks. Draft master plan documents were also made available in hardcopy at the Harbour Trust Head Office and Mosman Library.

The Harbour Trust held a community drop-in session at the Mosman head office, on Tuesday 29 August from 4pm to 6:30pm. This resulted in 32 members of the community attending the session to discuss the revised draft master plan.

Community and stakeholders were invited to comment on the revised Middle Head / Gubbuh Gubbuh Draft Master Plan through a range of channels, including:

- Information about the draft master plan, including details of drop-in session and supporting factsheet, available on the Harbour Trust website
- In-person information sessions
- Printed signage and brochures at Harbour Trust sites, including at Middle Head / Gubbuh Gubbuh
- Advertisements in local and major metro publications such as The Sydney Morning Herald, The Australian, Koori Mail, North Shore Times, Mosman Daily
- Social media activity across Facebook, Instagram, LinkedIn and Twitter
- A letterbox flyer to over 16,000 residents and businesses
- Targeted emails to key stakeholders, including neighbouring land managers, project working group, elected officials and other members of the community
- Harbour Trust email newsletters

Engagement with Advisory Group and Stakeholder Meetings

The Harbour Trust's General Community Advisory Committee (CAC) provided input into the Middle Head / Gubbuh Gubbuh Draft Master Plan consultation process.

Feedback received

The Harbour Trust thanks all those that took the time to make a submission and provide feedback. In total, the Harbour Trust received feedback from 49 unique submitters. These submitters were from interested organisations and individuals. There was a wealth of detailed comments included in some of the submissions. While some comments were not related to the strategic actions of the revised draft master plan, they will be valuable in future stages of the project.

Submitters provided feedback in a variety of ways, as detailed below:

- **Survey & Feedback (49 individual submitters)** – provided contact details, answered demographic questions and rated the draft master plan from very unsupportive, unsupportive, neutral, supportive and very supportive, filled in the survey and provide additional feedback in the online Have Your Say portal.
- **Written Submission (19)** – filled in the survey and uploaded a document or submission in the 'Have your Say' portal, or sent a submission via post or info@harbourtrust.gov.au

- The majority of submitters indicated they were supportive of the revised draft master plan.

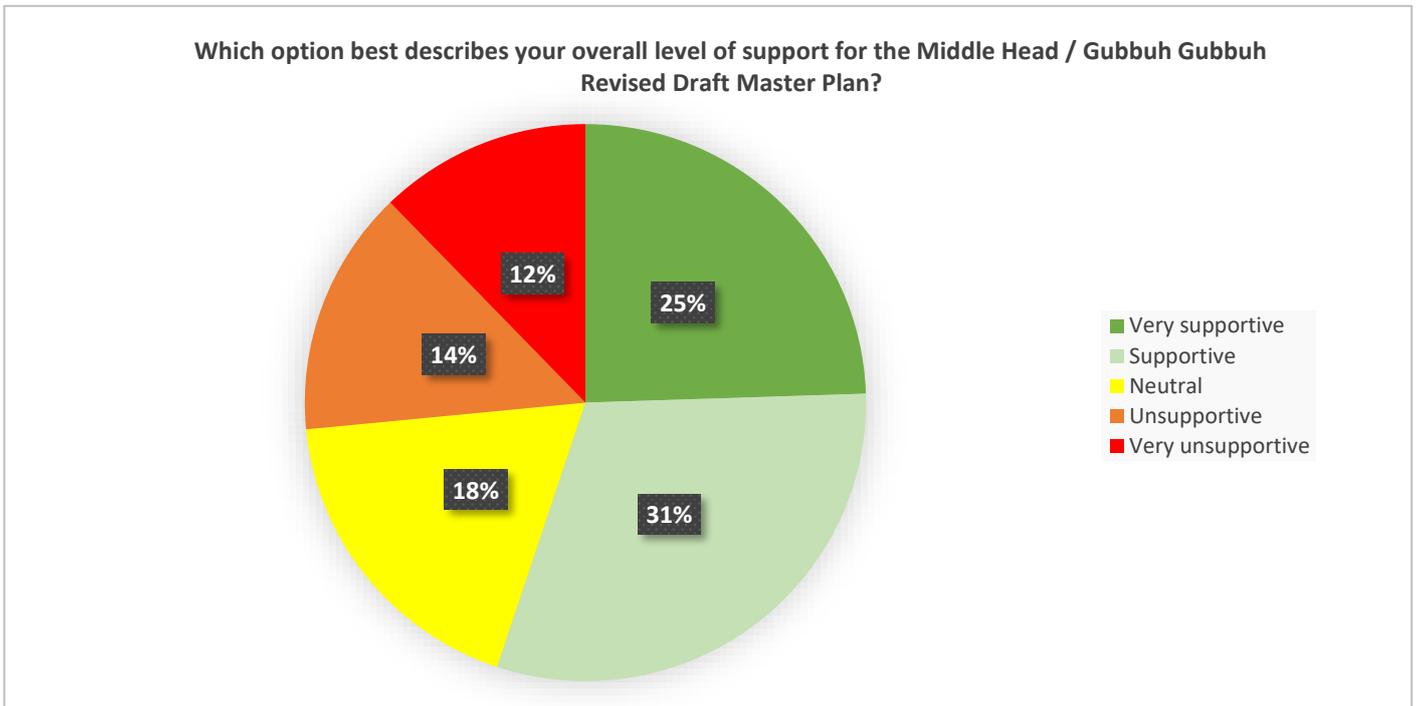


Figure 3 – A breakdown of the overall level of support for the Revised Middle Head / Gubbuh Gubbuh Draft Master Plan.

- The majority of submitters indicated they were supportive of the changes made to the revised draft master plan from the previous consultation.

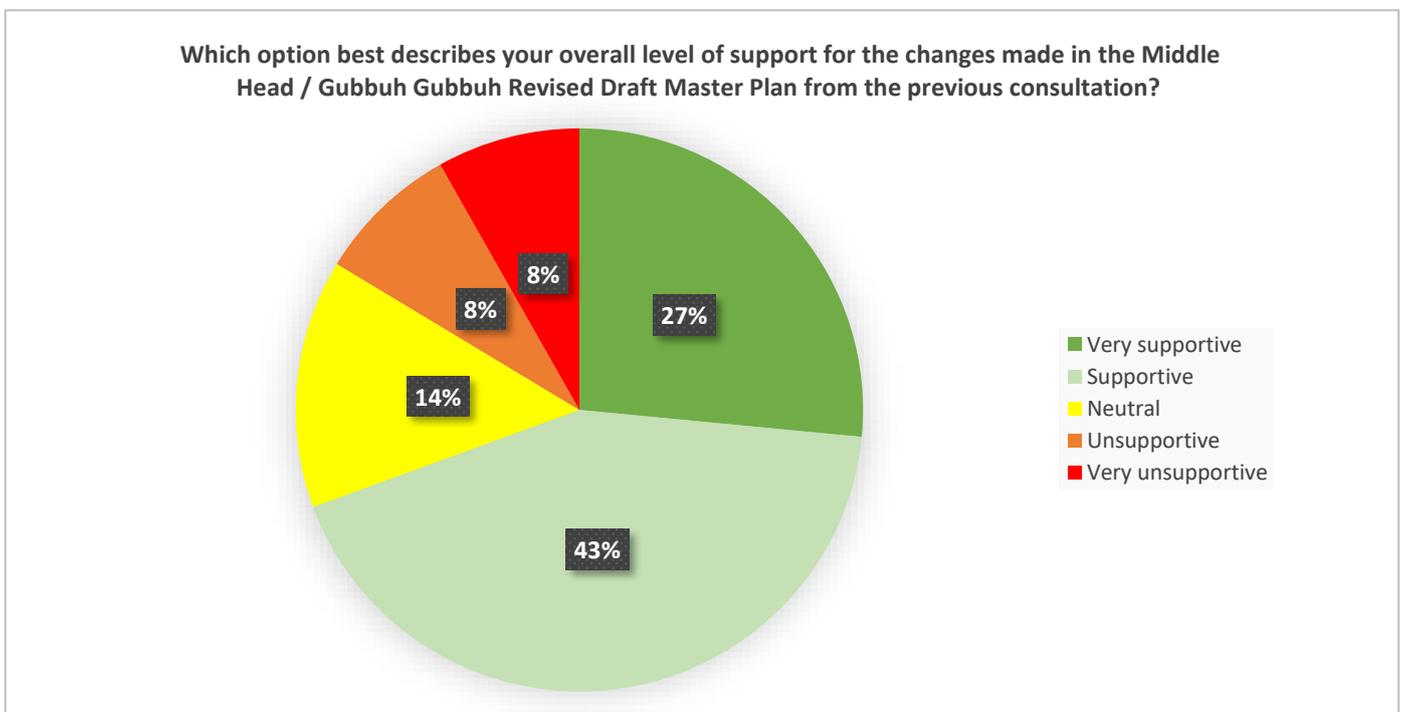


Figure 4 – A breakdown of the overall level of support for the change made in the Revised Middle Head / Gubbuh Gubbuh Draft Master Plan from the previous consultation.

Submissions noted as ‘public’, or ‘public and anonymous’ will be uploaded and made available to view on the Department of Climate Change, Energy, the Environment and Water (DCCEEW) ‘Have Your Say’ consultation hub (at <https://consult.dcceew.gov.au/revised-middle-head-gubbuh-gubbuh-draft-master-plan>).

The key issues raised and the Harbour Trust’s response to this feedback is discussed in the ‘Consultation Summary’ section below. All submissions, together with feedback from individual meetings, stakeholder group meetings and advisory groups have been considered.

Consultation summary

This summary provides an overview of issues raised in submissions and how these will be addressed in the Harbour Trust's consideration of these matters. As this is a report on a revised draft master plan where an outcomes report has been prepared in response to earlier submissions, the Harbour Trust responses are consistent with the response to the same comments made during the earlier exhibition.

All 49 unique submissions have been collated in issue themes using the below methodology. This clarifies the level of support of each issue raised.

Terminology	Descriptor
Most	Over 50% of submissions
Many	20% - 49% of submissions
Some	6% - 19% of submissions
A few	Under 5% of submissions

Issue Raised	Further Details	Harbour Trust Response
Support for the draft master plan with amendments	<p>Most submitters detailed what they supported and didn't support in the revised draft plan and encouraged the Harbour Trust to make changes for community support.</p> <p>Key support from submitters included:</p> <ul style="list-style-type: none"> ○ No change to the configuration of Middle Head Oval ○ Middle Head Oval changing facilities to remain in the current location and be upgraded ○ No change to the existing roundabout ○ Retention of the café building/Guard House with car parking ○ Clarification on proposed activations and events ○ Amendments to the proposed extent of car parking and bus drop-off ○ Headland Loop Walking Track ○ The inclusion of an interpretation centre ○ Retention of public walking and activity areas <p>One submission mentioned their appreciation for the consideration of previous submissions made and the subsequent revisions made/improvements into the new master plan have made them felt heard and acknowledged.</p>	Submitters' support for these matters is noted.
Concerns about the draft master plan	<p>Many submissions raised further comments and/or concerns.</p> <p>A range of comments were received and include;</p> <ul style="list-style-type: none"> ○ Removal of the timber barracks buildings 	Concerns raised have been addressed in detail below.

Issue Raised	Further Details	Harbour Trust Response
	<ul style="list-style-type: none"> ○ The retention of the café building/Guard House in the long term. ○ The changing facilities should be upgraded but not replaced by a new building ○ Further clarification of the Harbour Trust's plans for events i.e., types and scale of events ○ Lack of detail and commitment regarding the interpretation of indigenous, military and natural values ○ Suggestion that the proposed Environmental Education Centre on NSW National Parks and Wildlife Service (NPWS) land relocates to the brick barracks, coordinated with the Harbour Trust's Interpretation Centre ○ Traffic impacts to Mosman and into Middle Head ○ Location and interpretation of the Parade Ground ○ Shared pedestrian spine/reconfiguration of Commonwealth Heritage Listed Middle Head Road ○ Lack of estimates and analysis of future vehicular and pedestrian traffic ○ Lack of financial analysis and budget estimates ○ Excessive development/commercialisation impacting the place's historical significance, and alienating public land. 	
<p>Timber buildings</p>	<p>A range of feedback was received regarding the timber buildings.</p> <p>Many submitters supported the complete removal of the timber buildings.</p> <p>Comments from those who support complete removal of the buildings included:</p> <ul style="list-style-type: none"> ○ This is a beautiful place. Removal will allow recovery of views towards Middle Harbour ○ The buildings are derelict, and do not reflect military heritage <p>Many submitters were concerned with the proposed removal of all the timber buildings while others supported refurbishing the timber buildings or retaining one building. The following concerns and comments were raised by those concerned about removal of the buildings:</p> <ul style="list-style-type: none"> ○ Loss of significant heritage, will impact the heritage values of Middle Head. 	<p>The Harbour Trust notes the range of views submitted regarding the timber buildings.</p> <p>The Harbour Trust's longstanding position is to remove the timber buildings to enable the creation of valuable new community parkland and walking tracks for recreational enjoyment.</p> <p>In response to feedback from the initial draft master plan, the Harbour Trust commissioned further assessment of the timber buildings, with various supporting reports made available as part of the exhibition.</p> <p>The revised draft master plan puts forward a position about the timber barrack buildings that considers alignment with the Harbour Trust's objectives, the vision for the headland, previous feedback received and all relevant documentation.</p>

Issue Raised	Further Details	Harbour Trust Response
	<ul style="list-style-type: none"> ○ The buildings are an important element that make up the Middle Head military village ○ Suggestion that all three barracks could be potentially adapted or rebuilt ○ At least one building should be retained to represent the significant values of these buildings, which would be a more balanced solution. ○ If a building can't be retained then consider a replacement building to give definition to the parade ground, and interpret the role of the 1950s barracks. ○ The barracks would be well-suited to short stay accommodation, especially for walkers on the Bondi-Manly Walk. ○ The barracks could be used as an interpretation centre. ○ Concerns that they are now 'demolition by neglect' ○ The Commonwealth heritage listing is out of date and needs to be updated. ○ The heritage report by Jane Harrington does not suggest that the heritage listing should be downgraded. ○ A lack of analysis on how one or more of the buildings could have been adapted. ○ Suggestions to interpret the removed barracks with illustrative photographic and filmed record to happen before any demolition takes place ○ A desire for the Harbour Trust to explore the potential for adaptive reuse – respecting historical legacy while addressing the evolving needs of the community ○ Retaining Barrack B1 would not impact views or the ability to hold events in the new northern space. 	<p>Any future proposal to remove the timber buildings would be subject to a referral under the <i>Environment Protection and Biodiversity Conservation Act</i>, and detailed development application, with further community consultation.</p>
<p>Retention of café building</p>	<p>Many submissions have given positive feedback in relation to the retention of the café building/Guard House.</p> <p>The community petition previously circulated against the proposed demolition of the guard house cafe was noted by some submissions.</p> <p>Key concerns raised in submissions include that the Harbour Trust's Summary Document Revised Middle Head Draft Master Plan August 2023 states that the Guard House/café will be retained but that "The Guard House/café will remain in place for years to come, but its retention will be reviewed in the long term,</p>	<p>Positive feedback regarding the retention of the café has been noted.</p> <p>Concern about the café's long-term future has been noted. The master plan's aim for the Guard House/café is consistent with the statutory Middle Head Management Plan.</p>

Issue Raised	Further Details	Harbour Trust Response
	<p>consistent with the Middle Head Management Plan."</p> <p>The role of the Guard House as an important component of a military village and its contribution to the heritage values of the place was raised.</p> <p>Some submissions have pointed out their disappointment since it does not rule out demolition in 5 years when the Guard House lease expires.</p>	
<p>The changing facilities</p>	<p>Some submissions support the decision for the changing facilities to be upgraded and no longer relocated. Some clarify that their support for an upgrade does not extend to support for a new replacement building.</p> <p>In their submission Mosman Council state they are currently preparing plans for an upgraded Middle Head Oval changing facility.</p>	<p>Support for an upgrade has been noted.</p> <p>Concern about a new replacement building has been noted.</p>
<p>Impact of events</p>	<p>Some submissions still have concerns about the scale, frequency, and impact that events/activations would have on Middle Head and Mosman surrounds. Some comments still expressed their concerns over the lack of detail regarding events provided in the revised draft master plan.</p> <p>A few submitters suggested the plan should use clearer language to limit the number of large events and focus on more smaller scale community events.</p> <p>The following concerns were raised:</p> <ul style="list-style-type: none"> ○ Questions in relation to traffic, crowd numbers and additional impacts from events ○ The potential to severely impact and damage the environment of Middle Head / Gubbuh Gubbuh itself including the loss of mature trees ○ Events will negatively affect local residents ○ Still questions on how many, what type of events were planned per year and the impact to parking, traffic, noise, light pollution, amenities and concerns for alcohol/drug use ○ Major impact of parking, and car, bus, and pedestrian movements ○ Adding to the traffic congestion in Mosman 	<p>The concern about events has been noted. The Harbour Trust acknowledges the sensitivity of the place and its operational constraints (such as limited parking).</p> <p>There is no intention to create a purpose-made venue for large-scale events. Instead, the intention is that open parkland at Middle Head / Gubbuh Gubbuh would be used occasionally (two to three times a year) for events such as heritage open days, or First Nations gatherings. Such events would be within the capacity of the site, including traffic, parking and noise considerations. Specific traffic plans would be prepared for events, to ensure appropriate measures (such as shuttle buses) are put in place measures to minimise traffic impacts.</p> <p>The revised draft master plan also notes that with the precinct's constraints in mind and the concerns expressed, it is proposed that events would be capped at a maximum of 500 people at any one time, with up to a cumulative 2,000 people attending over the course of a weekend (for example). Any private event would only be occasional and</p>

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	<ul style="list-style-type: none"> ○ Alienation of public land for restricted access events <p>A few submissions appreciated the additional detail provided in the revised draft plan.</p>	<p>would only use a modest area, never the whole precinct. Public access would be maintained to and through the precinct.</p>
<p>Interpretation centre and brick barracks precinct</p>	<p>Some submitters supported the proposed interpretation centre - that it was a much-needed addition and positive inclusion where stories could be shared and visitors could orientate themselves to the destination.</p> <p>Some submissions have made suggestions to include both physical and digital resources, not just QR codes, as well as other suggestions for resourcing the Interpretation Centre.</p> <p>Some submitters supported the refurbishment of the brick barracks with the suggestion that these should be prioritised.</p> <p>Suggestions that the proposed Environmental Education Centre on NPWS land could relocate to the brick barracks, in collaboration/ coordination with the Harbour Trust’s Interpretation Centre.</p> <p>Objection to the covered terrace at the southern side of Building 3, and the lack of public-facing uses in Buildings 1 and 3.</p> <p>A suggestion that Buildings 6 and 7 be demolished.</p>	<p>Support for the Interpretation Centre, and reuse of the brick barracks has been noted.</p> <p>The draft master plan proposes a sensitive approach to the adaptive reuse of the brick barracks to bring new life back to the buildings in a manner that is sympathetic to their heritage values.</p> <p>We note the suggested alternative uses for the buildings, however the uses proposed in the draft master plan reflect careful consideration of the constraints and opportunities for the buildings and the site – including heritage sensitivities, bushfire risk and parking.</p> <p>The interpretation centre will cover the complete and varied human history of the place, and the geological and ecological processes that underpin that. The history of ASOPA and its significance for Australia’s involvement in PNG and the Pacific will also be included.</p> <p>Comments regarding physical/digital resources have been noted. For discussion regarding the Environmental Education Centre, see below.</p> <p>Concerns about the southern side of the brick barracks have been noted.</p>
<p>Bungaree’s Farm</p>	<p>Submissions point to evidence suggesting that Bungaree’s Farm was located on the present-day site of the brick buildings.</p>	<p>The Harbour Trust acknowledges further research has been conducted on Bungaree’s Farm being located at Middle Head and the Harbour Trust will undertake further research.</p>
<p>The area south of the brick buildings</p>	<p>One submission commented that the area south of the brick buildings is an important heritage area related to the 1801 fort - likely the site of the related convict camp, and subsequent artillery personnel – inappropriate</p>	<p>Concerns about the southern side of the brick barracks have been noted.</p>

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	to activate this area with commercial use, or to extend a terrace from Building 3.	
Environmental Education Centre (EEC)	<p>There has been some feedback on the concept of an environmental education centre (EEC).</p> <p>One submission has requested that interpretation for the general public should not be precluded or reduced in any way. The centre should be open at all times to the public.</p> <p>Some submissions have expressed concern on the two locations proposed on the NPWS site as intrusive given the scale and design of the EEC. Possible locations on the Harbour Trust’s adjacent land at Middle Head offers much less intrusive options and synergy with the proposed Interpretation Centre.</p>	<p>At their request information has been provided to NSW Department of Education on the draft master plan and buildings, however, it should be noted the proposed Environmental Education Centre in the adjoining Sydney Harbour National Park is a matter for the NSW Department of Education and NPWS.</p>
Impact of traffic/parking to Mosman and Middle Head	<p>Some submissions still have concerns on increased traffic to the area and the projected impacts on what Middle Head can sustain.</p> <p>The following concerns were raised:</p> <ul style="list-style-type: none"> ○ Lack of current public transport options (i.e. shuttle bus) ○ Public transport not addressed in the plan ○ Lack of supporting traffic study still not supplied ○ The Traffic Access Management Plan (TAMP) is inadequate and its conclusions are challenged ○ Lack of transport management plans for events and activations to the area ○ Collaboration between the Harbour Trust and Mosman Council required to manage traffic flow and circulation e.g. additional roundabouts, bus turning bays and zebra crossings ○ Middle Head Road infrastructure insufficient in supporting increased vehicle load ○ Need to consider the increase in pedestrian/vehicle traffic generated by the Bondi-Manly walk. ○ Parking overflow on neighbouring streets ○ Concerns about buses on the shared pedestrian spine/road ○ A safe drop-off place for users of the oval plus a safe pedestrian crossing from the southern car-park. ○ Lack of turning facilities for vehicles ○ Parking should be kept to an area west of ASOPA, with access provided by shuttle bus. 	<p>Community feedback has been noted.</p> <p>The draft master plan was informed by a Transport and Access Management Plan (TAMP) for Middle Head / Gubbuh Gubbuh, which was made available for the public to view as part of the exhibition of the revised draft master plan. The TAMP concludes that the additional vehicles trips generated by the reuse of 10 Terminal is expected to have minor impacts on the surrounding road network, and that there will be adequate parking capacity across the precinct to accommodate demand. Public transport serves the area, and this is noted in the draft plan.</p> <p>The draft plan’s intent is for buses to drop-off/pick-up near the roundabout, precluding the need to drive along the shared zone of Middle Head Road.</p> <p>The future detailed design of road improvements will address matters such as safe drop-off zones and pedestrian access.</p>

Issue Raised	Further Details	Harbour Trust Response
Oval configuration to remain as is	Some submissions have praised the decision to keep Middle Head Oval's configuration as is and no objections have been made.	Support noted.
Widening of Middle Head Road	<p>Some have expressed their concerns over the perceived widening of Middle Head Road.</p> <p>Some of the key concerns are as follows:</p> <ul style="list-style-type: none"> ○ Impact its Commonwealth heritage significance because it would no longer be interpreted as a historic road ○ Inconsistent with traffic-calming ○ A footpath already runs along the southern side of the roadway so this could be widened ○ Want to avoid urbanisation 	<p>There is no intention to widen Middle Head Road, and this will be clarified in the finalised master plan.</p> <p>The proposal is to treat Middle Head Road as a pedestrian/cycling priority shared zone through the use of suitable materials and finishes, which will not necessitate any road widening.</p>
Walking tracks & pedestrians	<p>Many submitters were supportive of the creation of additional walking tracks, with positive feedback in relation to the Bondi to Manly walk received.</p> <p>One submission has recommended a pedestrian refuges on Middle Head Road and Chowder Bay Road when the plateau walk is completed as many walkers will cross Middle Head Road at this point. A suggestion for planting along paths to provide shade for walkers.</p> <p>There was a suggestion for a short bridge over a water-logged section of path.</p>	<p>The Harbour Trust and NPWS are working together to ensure that the network of paths at Middle Head are coordinated and connected.</p> <p>The plateau circuit path on Harbour Trust land will be accessible for people of all abilities. The new paths will be modest and designed in sympathy with the place's natural and heritage values.</p> <p>The path around the oval would be approximately 2 metres wide, outside the playing field and would not impact any natural bushland, or the playing area.</p> <p>The future detailed design of road and path improvements will address matters such as safe and convenient pedestrian access.</p>
Parade Ground	<p>Some submitters suggested that the parade ground was a significant part of the interpretation of the military heritage and should remain interpreted and correctly located.</p> <p>One concern was that it must be interpreted and allowed to remain in its original location at the centre of the precinct.</p>	<p>The Parade Ground will be retained as a space that is able to be used for a variety of occasional purposes: including parking and recreation. This was clarified in the revised draft master plan.</p>
Entry Point / Roundabout	Some submissions have praised the decision to keep Middle Head Oval's roundabout as is.	Support noted.

Issue Raised	Further Details	Harbour Trust Response
<p>First Nations interpretation</p>	<p>One submitter would like to see more and continued First Nations input into the draft master plan.</p>	<p>The Harbour Trust has worked closely with a wide range of First Nations community members and organisations, including knowledge holders. This is reflected in the outcomes proposed in the draft master plan.</p> <p>The Harbour Trust will continue to collaborate with First Nations people as the plan is implemented including through its new First Nations Advisory Group.</p>
<p>Environmental values</p>	<p>There were a few submitters that were concerned about landscaping, pathways and terraced spaces and that these seemed to be prioritised over the protection and regeneration of bushland consistent with the surrounding NPWS area.</p> <p>There has been a suggestion around weed eradication spending. One submitter mentioned the lack of spending on eradication of non-native weeds, plants and small trees around access points to both Obelisk Beach & Cobblers.</p>	<p>The new paths will be modest and designed in sympathy with the place's natural and heritage values. Paths would be approximately no more than 2 metres wide, and located on existing lawn areas, and would not impact any natural bushland.</p> <p>There is no proposal to remove bushland, which will be protected, and regenerated.</p> <p>Comment regarding weed eradication has been noted.</p>
<p>Additional amenities</p>	<p>One submission has mentioned that the size of bus shelter opposite HMAS Penguin is inadequate during bad weather.</p>	<p>The comment has been noted.</p>
<p>Obelisk and Cobblers Beaches</p>	<p>A few submitters emphasised the importance of keeping these beaches as clothing optional and protecting their status. Included in this was clear signage, upgrading of facilities and an improved, safe path connecting the beach to the proposed pathways.</p> <p>A few submitters were concerned with loss of privacy for Cobblers Beach due to the proposed walking track being created overlooking the clothing optional beach and the renewed emphasis this would have on the beach.</p> <p>There are concerns that it is possible that the changed access may impact negatively on regular beach users.</p> <p>There has been a recommendation for simple Outdoor Shower Facilities for Cobblers Beach & Obelisk Beach visitors.</p>	<p>Feedback has been noted.</p> <p>These beaches are in NPWS's jurisdiction and are administered under the <i>Local Government Amendment (Nude Bathing) Act 1996 (NSW)</i>.</p> <p>The draft master plan does not include any proposals for infrastructure or the management of these beaches.</p> <p>The draft master plan provides for path connections to NPWS' existing/future paths which serve these beaches. The proposed paths on Harbour Trust land would not impact on privacy.</p>

Issue Raised	Further Details	Harbour Trust Response
	One submission suggested the installation of either fixed bins or collectable bins in the carpark area on Chowder Bay Rd near the interface between Harbour Trust & NPWS land for Obelisk Beach visitors to dispose of their rubbish.	
Other suggestions		
Women's Royal Australian Army Corps	A submission from the Women's Royal Australian Army Corps who trained at Georges Heights from 1958 to 1985 has asked for space to display their story so it is not forgotten. Thousands of young women entered through the gates and were trained in various roles to be part of the Australian Defence especially during the Korean War, Malaya/Borneo conflict and the Vietnam War to serve so men could be released for duty overseas.	This suggestion has been noted by the Harbour Trust we will reach out to the WRAAC.

Feedback on public exhibition format and process

Issue Raised	Further Details	Harbour Trust Response
Documentation on public exhibition	Some submitters raised the following concerns: <ul style="list-style-type: none"> ○ The revised plan was still not detailed enough ○ Still lacking essential details such as, traffic studies, visitor number predictions and financial costings ○ The plan still reads as a vision or concept ○ The PDF copy was too small in font 	<p>The Harbour Trust has noted feedback on this matter, while recognising that a master plan is a strategic rather than detailed document, and precedes design.</p> <p>In response to initial feedback, the revised draft master plan provided additional information and additional supporting studies were exhibited alongside it.</p> <p>The re-exhibition included a full version of the revised draft master plan document as well as a summary version.</p>
Consultation	A few submitters were concerned the local community have not been consulted enough.	<p>Concerns have been noted.</p> <p>The Harbour Trust will continue to engage with the broader community and all stakeholders.</p>

Read more about the project here: harbourtrust.gov.au/middle-head-project/