

Middle Head / Gubbeh Gubbeh Draft Master Plan CHANGE TRACKING DOCUMENT

THIS DOCUMENT CAPTURES THE CHANGES AND REVISIONS
MADE TO THE DRAFT MASTER PLAN EXHIBITED IN MARCH
2023 - REVISED FOR EXHIBITION AUGUST 2023

Throughout the document, changes that were made are highlighted in yellow.
Revision of the changes as shown in green
Example below

Key elements

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

1	Completion of a headland loop walking track with NPWS, a spectacular new iconic walk for Sydney	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	Arrival, entry, orientation and drop off point to the site	2. Middle Head Oval changing facilities upgraded

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 Borogegal, Birrabirragal, Cammeraygal, Gadigal, Gayamagal, Wallumedegal and Wangal people, including their Elders past, present and emerging.

Gubbuh Gubbuh is located on the lands of the Borogegal and Cammeraygal Peoples. We acknowledge Country and the custodianship of its people, their ongoing connection to culture, lands and waters. We pay our respects to surrounding clans and honour their Elders past, present and emerging.

The project team recognises we are working within a cultural landscape and understand designing with Country is a privilege that comes with responsibility. We are guided by the inspiration of Country and the stories and knowledges it contains. We are grateful for Country's contribution to our physical and mental wellbeing, and for providing a refuge for us to learn and share.

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 and understand 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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This report was prepared by Cox Architecture
on behalf of Sydney Harbour Federation Trust

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Introduction

The Sydney Harbour Federation Trust (the Harbour Trust) was established in 2001. The sites managed by the Harbour Trust are 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 reuse of the assets and initiatives to activate public domain. Conservation, protection, and interpretation of these nationally-significant places are our primary objectives.

The Harbour Trust annually welcomes over 1.8 million visitors to our sites with, 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, the Middle Head / Gubbuh Gubbuh Draft Master Plan, is the first of three master plans the Harbour Trust is producing in 2023. Later this year, draft master plans for Cockatoo Island / Wareamah and North Head Sanctuary will be published for review and further public consultation.

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 sites cultural and natural heritage values, its constraints and opportunities and presents our long term vision of place.

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 engagement with the First Nations community further strengthens what we aim to build into a deep and enduring relationship with stakeholders that enriches our stewardship of the lands.

This Middle Head / Gubbuh Gubbuh Draft Master Plan, is for public exhibition and further consultation. My sincere thanks to all who have participated in and assisted with preparation of the draft master plan.

Janet Carding, Executive Director,
Sydney Harbour Federation Trust



An initial draft master plan was available for public comment from 14 March – 9 May 2023. Following public exhibition, the Harbour Trust revised the plan based on feedback and presents this version (August 2023) for public comment.

Figure 2. Aerial showing Harbour Trust lands

Executive summary

The Harbour Trust exhibited the draft master plan in March and April 2023. Following exhibition and further consultation with community the Harbour Trust has amended the plan. The primary revisions to the plan are summarised as follows:

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

Middle Head / Gubbuh Gubbuh

Middle Head / Gubbuh Gubbuh is a nationally-significant land parcel overlooking the entrance to Sydney Harbour. The lands have been home to First Nations people for millennia. It is a first place of early colonial contact with First Nations people. In the early days after colonisation, the emerging colony of New South Wales 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 to date.

The Middle Head / Gubbuh Gubbuh precinct is sometimes referred to as the 10 Terminal precinct, as the 10 Terminal Regiment were the last unit to serve in the brick barracks. Throughout this document, the headland is referred to by its dual name of Middle Head / Gubbuh Gubbuh.

Middle Head / Gubbuh Gubbuh is now public domain 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 the NSW National Parks and Wildlife Service (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 in funding towards the upgrade, conversion and adaptive reuse of the brick barracks precinct at Middle Head. A limited portion of these funds has been expended on protection and conservation of the primary built asset.

Purpose of the draft master plan

This draft master plan has been prepared to provide the guiding principles for future redevelopment of both the lands and the built assets within the context of the Harbour Trust's Middle Head Management Plan and the considerable cultural, natural and First Nations significance. It outlines the full potential, rather than what current funding permits, so future decisions on projects and staging can be made strategically.

What is a master plan?

Generally, a master plan is two things. It is a process whereby (i) analysis is undertaken to establish the key redevelopment constraints and opportunities and (ii) design response strategies are prepared with careful reference and in response to that analysis.

The design response outcomes seek a coordinated and integrated approach to future redevelopment based on a set of proposed key actions and guiding principles in implementation of those actions. 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

The process of creating the draft master plan 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, a site of national significance demands that key values are examined, elevated, understood and documented. These values form the core of what makes place important and as such will be used in the future to guide. A master plan provides this guidance.

Secondly, a coordinated set of key actions is proposed that are regarded as inherently supporting the values of place. The key actions proposed are presented to and reviewed by stakeholders. This prompts both debate and deeper understanding. From this iterative process, an initial design response is developed.

Thirdly, the integration and quality of place must be considered with reference to the key values and proposed actions. The type and quality of spaces created 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 where design is guided by master planning. This is termed the initial design response and forms the basis of future integrated design principles.

Finally, site analysis and examination of the existing conditions is a significant part of the draft master plan. Critically, this examination informs the actions and guides 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 key elements and proposed actions of the draft master plan are summarised and illustrated on pages 7 and 8 of this draft master plan. These are formulated on the basis of site analysis, detailed preliminary consultation with stakeholders and design response by the draft master plan team.

The key elements illustrated are considered to 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 closely together to implement this long-term vision.

The key elements of the vision for Middle Head / Gubbuh Gubbuh:

- An iconic site and place that is established and bound by its inherent First Nations, military and natural heritage values of place.
- The completion of a headland loop path, an iconic Sydney walk.
- A connected pedestrian precinct – a walking place.
- Sensitive activated buildings and public domain – a vibrant place.

The draft 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 are summarised as:

- the selective removal of redundant site infrastructure, derelict structures or features that serve to reveal and enhance the historic and recreational nature of the headland
- the establishment of an arrival and orientation zone, an entry place
- the establishment of 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
- the creation of a primary pedestrian spine and simple network of movement that connects the site to create a singular memorable place

Community and stakeholder engagement

The Harbour Trust drafted and presented the Middle Head / Gubbuh Gubbuh Draft Master Plan and held the first-round public consultation on the document between 14 March and 9 May 2023. This included holding a number of 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.

Following this, the Harbour Trust revised the draft master plan based on the feedback received in submissions and through working closely with key stakeholder groups. The Consultation Outcomes Report was published on the Harbour Trust's website, where the Harbour Trust responded to the concerns that were raised. The revisions have been included in this revised draft master plan.

- the activation of the brick barracks with appropriate uses that support and respond to the site's First Nations, military and natural heritage values
- the rehabilitation of the ecologically-sensitive landscape margin zones.

Community and stakeholder engagement

The stakeholder engagement process outlined in this plan illustrates an enhanced relationship with stakeholders that have actively contributed to development of the key actions, design response and draft master plan. Over 25 separate sessions were convened by the Harbour Trust. Fifteen of these meetings were convened 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 charrette purposes, to brief technical consultants (traffic, bushfire and ecology) and to convene stakeholder meetings over the period mid-October to late November 2022.

A site that evolves with a long-term view

Regeneration of a significant and sensitive site demands a long term view. The actions of change that are proposed for Middle Head / Gubbuh Gubbuh within this document are considered a family of actions that together act to support and enhance the core values of place. Actions that in implementation will develop and evolve.

Staging of implementation is a critical aspect of site regeneration that must be considered within the context of a site that will evolve. The Harbour Trust will develop a staging plan following the conclusion of public consultation and feedback on the draft master plan.

Draft master plan

This is a draft master plan, presented and published for exhibition and feedback. This feedback is an essential part in the process of master planning. Community and stakeholder views are a critical component.

Public exhibition will inform the Harbour Trust in finalising this draft master plan for Middle Head / Gubbuh Gubbuh.

This is a revised draft master plan, presented and published for exhibition and feedback. This feedback is an essential part in the process of master planning. Community and stakeholder views have been and remain a critical component to shaping this document.

The next round of public exhibition will inform the Harbour Trust in finalising this draft master plan for Middle Head / Gubbuh Gubbuh.

Key elements

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

- 1

Completion of a headland loop walking track with NPWS, a spectacular new iconic walk for Sydney
- 2

Arrival, entry, orientation and drop off point to the site
- 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

Reconfigured oval, relocated changing facility with café function relocated and integrated into the interpretation centre
- 7

Activated courtyard and brick barracks with appropriate tenancies and distinctive food and beverage
- 8

Conserved and revealed defensive ditch and fortification
- 9

Plateau loop walk
- 10

Reconfigured parking zones



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

Key proposed actions

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

- 1 Reconfigure entry zone to create arrival, orientation, bus stop and drop-off point
- 2 Create shared zone and main site pedestrian spine
- 3 Establish interpretation centre with link building, café, and public amenities
- 4 Create a plateau loop walk, connected into the headland walk
- 5 Removal of existing structures to create natural public domain with curated First Nations walk overlooking the harbour
- 6 Relocate oval's changing facility, examine relocation and integration of the café function within the interpretation centre
- 7 Reinstate the parade ground with consistent material palette to shared zone (proposed action 2 above)
- 8 Formalise the axial relationship of the brick barracks, adopt a highly-sensitive architectural material palette
- 9 Establish the courtyard as activated public domain
- 10 Establish distinctive food and beverage facility with southern harbour view terrace
- 11 Activate southern lawn and terrace
- 12 Removal of existing structures and car parking to reveal defensive ditch and fortification
- 13 Establish discreet service zone for food and beverage facility
- 14 Reconfigure as permeable paved zone car parking and landscaping
- 15 Rehabilitate the ecologically-sensitive landscape margin zones

- Amendments to the plan
- 1 Create plateau walk and headland loop. Adjacent the oval the path is to be located on the harbour side of the existing fence. No change to the oval is proposed
 - 2 Rehabilitate the ecologically sensitive bushland margin zones
 - 3 Create shared zone and main site pedestrian spine
 - 4 Removal of existing depot and structures to reveal historic defensive ditch fortifications
 - 5 Upgrade changing facilities
 - 6 Examine bus turning adjacent existing roundabout
 - 7 Guardhouse café building- no change proposed
 - 8 Examine removal of existing structures to create natural public domain with curated First Nations walk and outlook to the harbour
 - 9 Examine and interpret former parade ground. Enable car parking and multi function use of area.
 - 10 Establish Interpretation Centre
 - 11 Conservation and adaptive reuse 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 Activate the southern lawn and terrace
 - 15 Rehabilitate the ecologically-sensitive landscape margin zones
 - 16 Reconfigure car parking hardstand areas as permeable paved zones



Figure 4. An overview of the key proposed actions within this draft master plan.

1. Overview

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

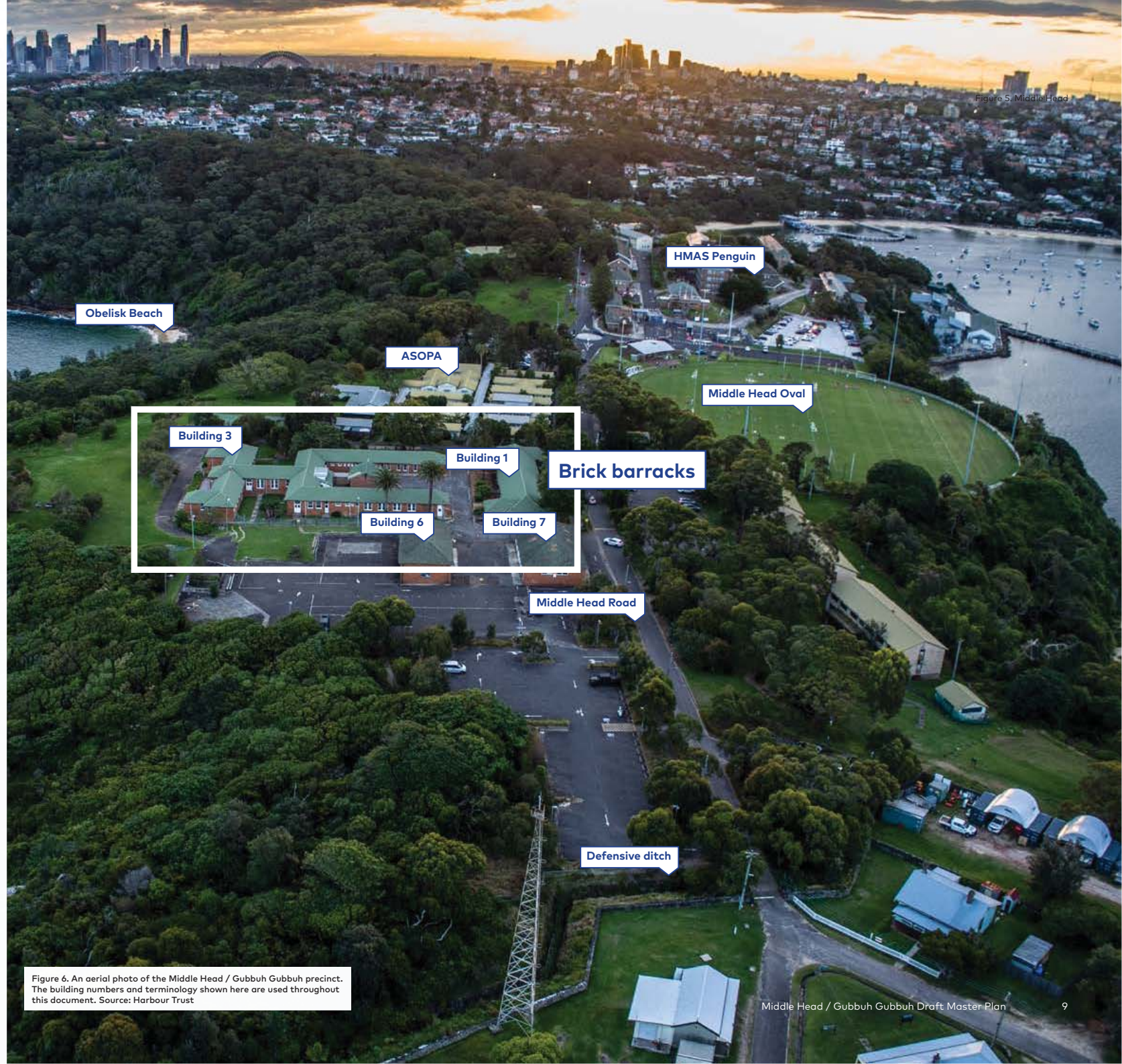


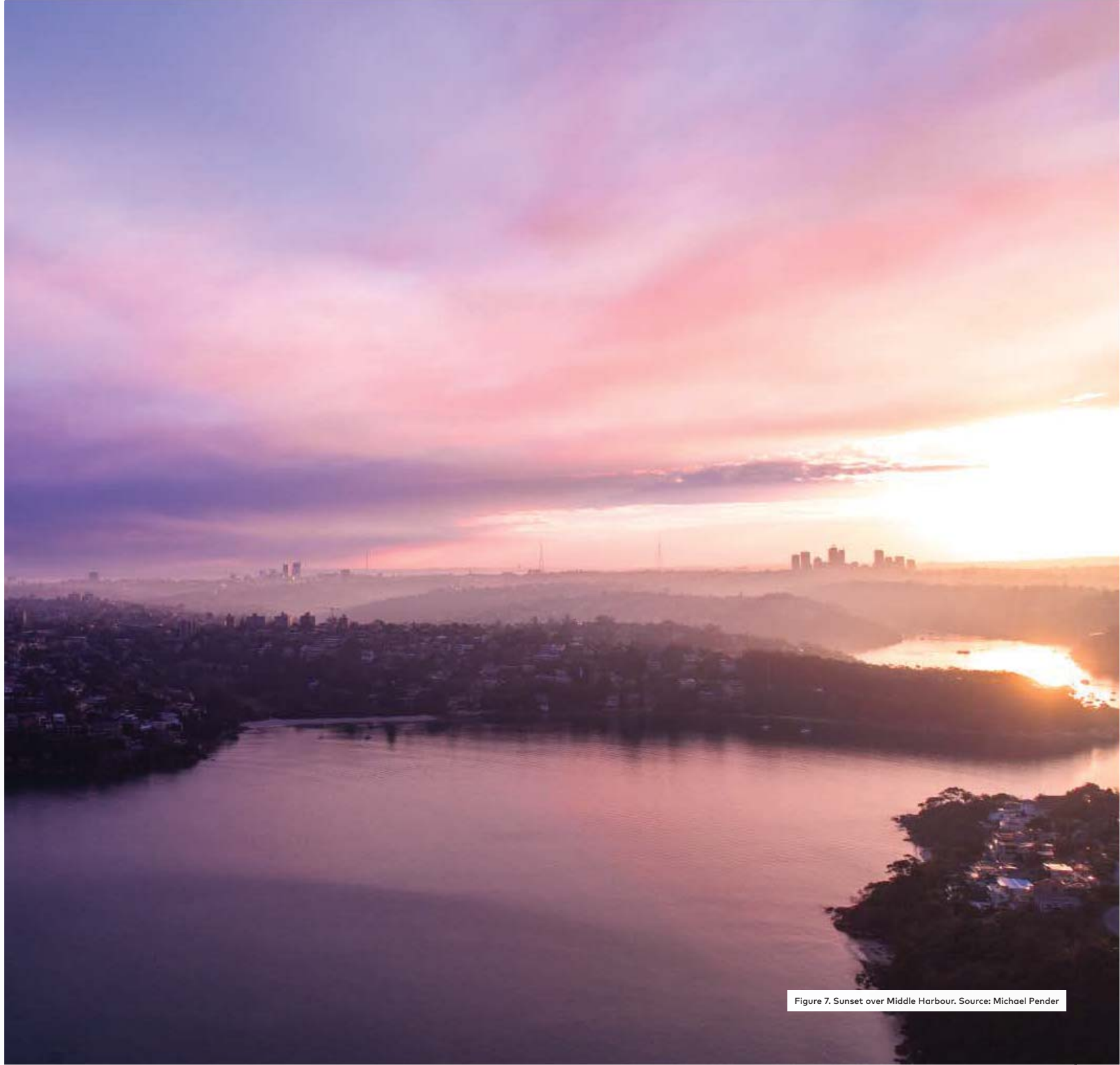
Figure 5. Middle Head

Figure 6. 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 Head. The site enables numerous opportunities to engage with the various elements of Country, from emphasising the huge extent of Sky Country, 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 draft master plan

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

Middle Head / Gubbuh Gubbuh is a significant cultural heritage land parcel, 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 regarded as the overall regeneration objectives. These objectives are 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 development program 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), with the objective 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. The purpose of these works was to prevent 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 in support of the development of a draft master plan over the period February 2022 to November 2022. This initial consultation aimed to inform the draft master plan design response prior to broad public consultation of the draft master plan.

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

- Community representatives
- First Nations community members
- NSW National Parks and Wildlife Service (NPWS)
- NSW Department of Education
- HMAS Penguin
- Mosman Council.



Figure 8. Existing site with identification of project boundary

1.3 Harbour Trust strategic direction and purpose of draft 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 our nation's rich stories and their ongoing connection to First Nations history, 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 target outcome is enhanced 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 outcome the Harbour Trust actively researches and makes accessible knowledge of our multi-layered history and stories, including their importance to First Nations people. Through remediation and use, both the sites and their buildings are enlivened through the creation of communities which 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 currently 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, be a universal place of welcome supported by deep long-term trusting relationships, exchange of knowledge, and enabling greater opportunity to be on Country

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

8. For First Nations people, develop and create a universal place of welcome, supported by deep, long term trusting relationships and exchange of knowledge

Purpose of the draft master plan

The NSW Government Architect (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 development program master plan. The primary objectives of the plan:

- Identification and development of cultural heritage values of place.
- Development of overall vision of place beyond the funded budget.
- Development of key proposed actions as design response to site analysis and core values of place.
- Enabling review of funded budget with respect to priorities of expenditure and staging.

Master planning for the Harbour Trust's Middle Head / Gubbuh Gubbuh precinct seeks a binding narrative to long term development that (i) establishes and enshrines the values of place; (ii) outlines a long-term vision that conceptualises and illustrates 'whole of precinct' design principles, (iii) provides a high level analysis of key proposed actions and (iv) informs the Harbour Trust as to capital cost with a detailed order of costing forecast.

1.4 Conceptual development

The conceptual development of the Middle Head / Gubbuh Gubbuh Draft Master Plan was informed and enhanced by multiple stakeholder engagement and discussions alongside the site analysis.

The process had seven parts:

1. Introduction and analysis
2. Establish values of place
3. Initial stakeholder engagement
4. Preliminary draft master plan
5. Follow up stakeholder engagement
6. Feedback and review
7. Draft master plan

After the development of the values of place, the team produced a set of options and drawings that took into consideration the First Nations, military and natural heritage values. Initial stakeholder engagement was undertaken and the feedback informed the preparation of a preliminary draft master plan and refinement to the values of place. Ongoing engagement followed to refine the draft master plan.

The concept development took into consideration the value of Middle Head / Gubbuh Gubbuh as a whole and proposed that the enhancing of the place should 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.

1. Introduction and analysis
2. Establish values of place
3. Initial stakeholder engagement
4. Preliminary draft master plan
5. Follow up stakeholder engagement
6. Feedback and review
7. Revised draft master plan
8. Further stakeholder engagement
9. Feedback and review
10. Draft master plan



Figure 9. An initial sketch of Middle Head / Gubbuh Gubbuh for the concept plan phase

First Nation Cultural Heritage is considered in two interwoven parts- 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. In short, these places were home to Aboriginal people for millennia. This extends to the period in time 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 Nation perspective and experience of Sydney Harbour relates to geological time. Here, over time Aboriginal people witnessed the formation of Sydney Harbour. This is considered highly significant. The First Nation connections to land and its change in geological time are critical to understanding and long term protection of First Nations values. The First Nation intangible values of place are considered of National significance.

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 draft master plan considers that understanding of the site's cultural heritage values (both tangible and intangible) and the natural heritage values of place as critical to decisions in regards 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 readily articulated under three simplified grouped headings:

- First Nations heritage.
- Military and colonial heritage.
- Natural heritage.

The following provides an overview to each of the cultural heritage groupings to articulate the layers of cultural heritage values evident at Middle Head / Gubbuh Gubbuh.

First Nations cultural heritage values

First Nations cultural heritage is considered in two interwoven parts – 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. Given the development of Sydney as a city, much of this evidence is gone. However, in places like Middle Head / Gubbuh Gubbuh, North Head, and Sydney Harbour National Park this evidence is in abundance.

In short, these places have been home to First Nations people for millennia. This extends to the period 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 First Nations perspectives and experience of Sydney Harbour relates to geological time. Here, over time First Nations people witnessed the formation of Sydney Harbour. This is considered highly significant.

First Nations oral histories are known to recall the creation of the harbour, referring to a tide that never went out. Prior to this, Gubbuh Gubbuh would have been a high point in the landscape, the natural land form providing shelter and its ridgeline potentially used for camping or ceremonial purposes. The sensitive position of creation stories that relate to Gubbuh Gubbuh are not within the remit of this draft master plan, as this requires detailed consultation with First Nations knowledge holders. Land, sky and water are spiritually interrelated. Future knowledge holding consultation must not be limited by contemporarily imposed land management boundaries.

The conceptual relationship between Country and sentience are dominant themes that are both broad and site specific. However, of critical importance in protection of these First Nations cultural heritage values and beyond consultation is the critical need for a deep enduring relationship with First Nations knowledge holders with connection to these lands.

The First Nations connection to land and its change in geological time are critical to understanding and protection of First Nations values. The intangible values of place are considered of national significance.

Military and colonial heritage values

There is significant 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 people. 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. History that is in evidence.

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 draft master plan seeks a complementary position to the stated position of NPWS. Master planning considers the natural heritage values as of critical importance in conservation and protection of these fragile attributes comprising:

- Protection and careful long-term management of local biodiversity by both land managers (Harbour Trust and NPWS).
- Conservation and enduring care for flora and fauna, inclusive of accessibility management for both pedestrians and vehicles that acts to reduce impact on the natural character of the land.
- Conservation and protection of natural beauty and natural characteristics within a broader city/urban fabric context.
- Management of the land to achieve a conserved and accessible natural quiet place.

1.5 Cultural heritage values and vision of place

Vision of place

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. Vision and values are therefore closely interrelated.

This statement of vision provides an insight as to how this draft 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 a family of 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 presents considerable environmental challenge. When coupled with proximity to highly sensitive National Park and water, the environmental regeneration challenge is both complex and long term. The draft 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

Enhanced and enriched public access is considered a key attribute to vision of place. 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 as unique – a Sydney visitor destination of national significance. A place to walk, to reflect, to understand and to enjoy.

A place of enshrined memory, immersive learning and interpretation excellence

As a place that evidence's 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 adopt a position that reflects the cultural heritage values of place with a high degree of sensitivity, particularly with First Nations values of place. Curated implementation and interpretation will seek a high degree of excellence to create an immersive experience that visitors of all ages will readily engage with.

A place of built form and public domain excellence

Regeneration of land, adaptive reuse of buildings and creation of new public domain must avoid deleterious 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 is to 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 overall vision is the creation of a people place, a place that supports appropriate functional uses that are sustainable, supports activation and appropriate scale 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 / Gubbu Gubbu in the context of other headlands

1.6 Engagement

Consultation with First Nations community

The Harbour Trust is committed to embedding First Nations ambitions, experiences and guidance into everything they do as an organisation – this includes the Middle Head / Gubbuh Gubbuh Draft Master Plan 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. They have played an integral role in synthesising input from a wide range of First Nations community members in the creation of this draft master plan.

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

Yerrabingin engages a wide range of partnerships to connect 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 is aligned with the principles outlined in the Government Architect NSW (GANSW) Connecting with Country framework.

Unlike traditional consultation or engagement, community members are active co-designers of the project, and a collective voice is presented 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.

Public exhibition of draft master plan and community responses

- 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-principle support for having a draft master plan with the intention to revitalise and remediate Middle Head and improve the quality of place and visitor experience.
- In-principle support for the five key actions as noted in the initial design response – described as Centre, Arrive, Walk, Connect and Activate.
- Support for the creation of additional walking tracks, completion of the headland loop path and increased pedestrian movements.
- Support for the preservation and adaptive reuse of the brick barracks (Buildings 6 & 7) as an Interpretation Centre that explores all key values and layered history associated to the headland.
- Support for the preservation and adaptive reuse 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 that is not funded within current capital budget and the probable staging of the delivery over mid to long term.
- Support for the proposed action to create a shared pedestrian-orientated spine on Middle Head Road.
- Support for proposed action of significant alteration of existing car parking to improve safety and public domain amenity.
- Understanding for First Nations cultural heritage playing a key role in design and implementation of the vision.
- Concern and support expressed for the removal of timber buildings, relocation of the oval's facilities, reconfiguration of the oval and new entry conditions.
- Concerns expressed about the removal of the Guard House and the impact to the Middle Head Café tenants.
- Concerns expressed about the scale, frequency, and impact that events/activations would have on Middle Head and Mosman surrounds.
- Concerns expressed about the increase in traffic to the area and the projects impacts on what Middle Head can sustain.
- Support for the Harbour Trust and NPWS working closely to create and implement a 'two agency, one place' experience.
- There was discussion as to the project's staging and its critical importance. This extended to consideration of staging (i.e. sequential implementation) to support raising the headland's profile and aligning the proposed staging actions with activation of the site. It was flagged that staging that may not be seen as conventional (i.e. construction-based staging) could be explored within master planning.

Further engagement following exhibition of draft master plan

The Harbour Trust also published the Consultation Outcomes Report and a Consultation Summary document. The Consultation Outcomes Report provided 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. The Consultation Summary document provided a short summary of the public consultation, the way people engage and the outcomes of the consultation. The Harbour Trust used the responses received and the meeting with the community working group to make revisions to the draft master plan before going back out to consult on the revised draft master plan.

Working in partnership with our neighbours

As part of the draft master plan process, the Harbour Trust is committed to creating a seamless destination for Middle Head / Gubbuh Gubbuh visitors. The Harbour Trust continues to work closely with key neighbouring stakeholders HMAS Penguin, NPWS and Mosman Council.

Through regular meetings, the Harbour Trust has coordinated the draft master plan's design response so that it best supports a 'one place' experience for Middle Head / Gubbuh Gubbuh visitors.

Community working group

In late 2020, the Harbour Trust established a series of meetings, discussions and workshops with stakeholders and community members as part of preliminary engagement activity to support the development of a Middle Head / Gubbuh Gubbuh draft master plan.

This focused working 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 other community organisations.

The forums held with this working group – before broader consultation with the public – provided the opportunity to get input from people with relevant specialist knowledge, interest and expertise in land management, environment, defence heritage, history, heritage and/or precinct development.

Stakeholder engagement sessions

Over 25 separate sessions were convened by the Harbour Trust with stakeholders. Fifteen of these were convened within the brick barracks at Middle Head / Gubbuh Gubbuh.

Building 7 (a garage-style building within the Middle Head / Gubbuh Gubbuh precinct) 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).

The space was used for design iteration purposes, to brief technical consultants (traffic, bushfire, and ecology) and to convene stakeholder engagement meetings over the period of mid-October to late November 2022. The display brought together key elements of the draft master plan in an initial design response format.

Themes arising from the working group feedback included:

- 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-principle support for the draft master plan thesis, whereby key proposed actions are considered, driven, measured and balanced by values of place.
- Understanding and support for the draft master plan scope, realising the long-term vision that is not funded within current capital budget and the probable staging of the delivery over mid to long term.
- Understanding for First Nations cultural heritage playing a key role in design and implementation of the vision.
- Awareness of the likelihood of significant change to place, largely driven by implementation of the peninsula loop walking track being developed and constructed by NPWS and supported by the Harbour Trust.
- In-principle support for the five key actions as noted in the initial design response – described as Centre, Arrive, Walk, Connect and Activate.
- Support for initial design response actions, including removal of timber buildings, relocation of the oval's facilities, reconfiguration of the oval and creation of welcoming entry conditions.
- Support for the key proposed action of interpretation being housed within the brick barracks (Buildings 6 and 7) to provide a home to story of place and cultural heritage significance.
- Support for the proposed action to create a shared pedestrian-orientated spine on Middle Head Road.
- Support for proposed action of significant alteration of existing car parking to improve safety and public domain amenity.
- Critical feedback in terms of the Harbour Trust and NPWS working closely to create and implement a 'two agency, one place' experience.
- Critical feedback in terms of rehabilitation, care, healing and long-term protection of the site's ecology and natural environmental values – this extends to emphasis on remnant contamination concerns.
- There was discussion as to the project's staging and its critical importance. This extended to consideration of staging (i.e. sequential implementation) to support raising the headland's profile and aligning the proposed staging actions with activation of the site. It was flagged that staging that may not be seen as conventional (i.e. construction-based staging) could be explored within master planning.

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.

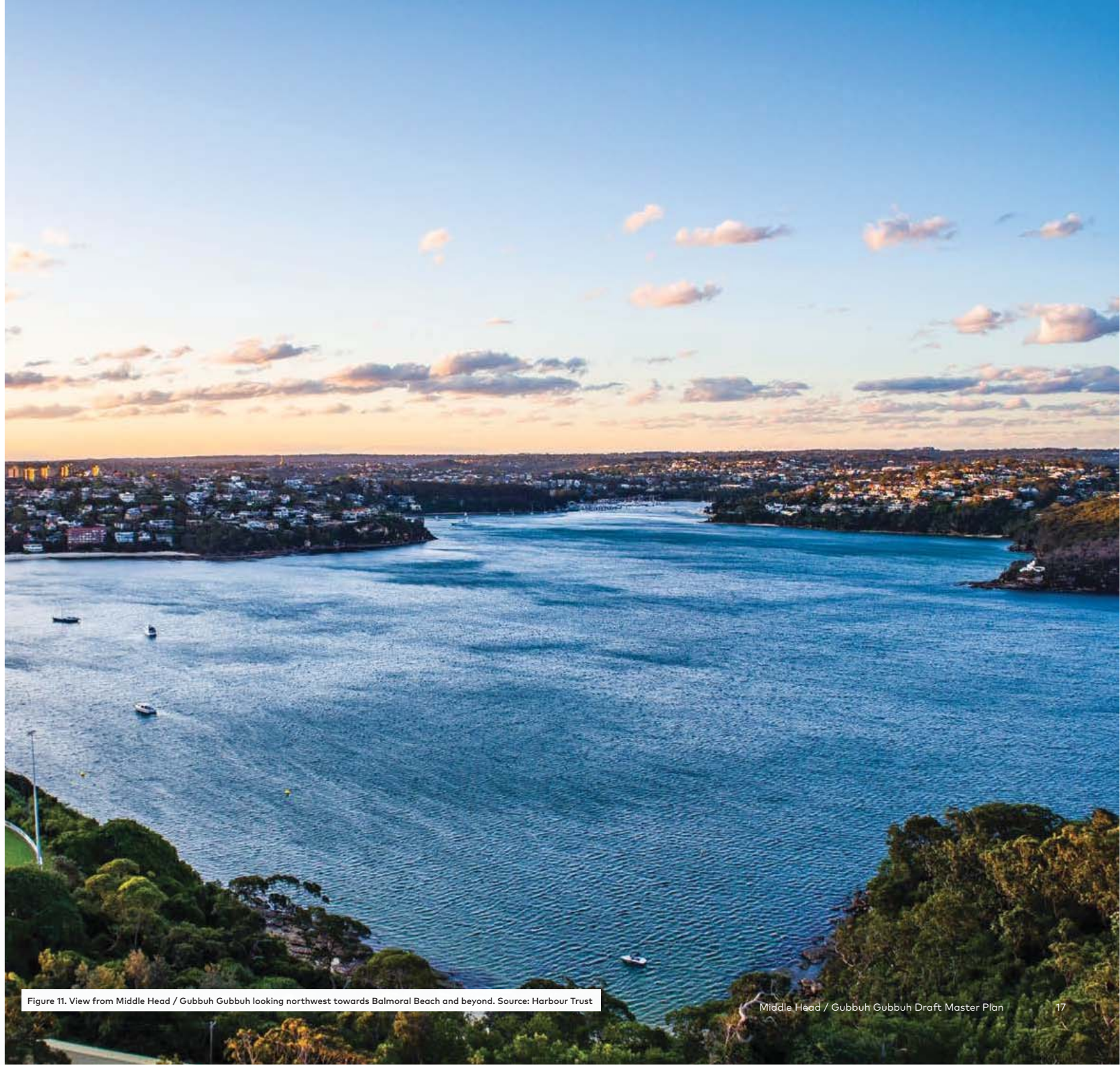


Figure 11. View from Middle Head / Gubbuh Gubbuh looking northwest towards Balmoral Beach and beyond. Source: Harbour Trust

2.1 The ecology that is Gubbuh Gubbuh

Flora and fauna

The Harbour Trust precinct at 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 have identified the threatened *Acacia terminalis* subsp. *Eastern Sydney* in a number of locations on the site. 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.

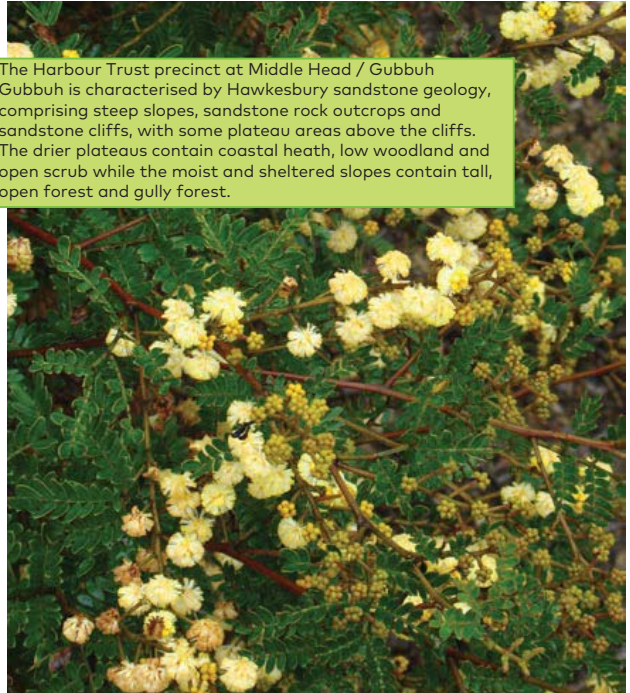


Figure 12. *Acacia terminalis* subsp. *Eastern Sydney* (Sunshine Wattle)



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

The relationship of Country has significant values for the site and the protection of First Nations cultural heritage values is critical for this draft master plan.

First Nations oral histories from the region recall the creation of the Harbour, referring to a tide that never went out. Prior to this, Gubbuh Gubbuh would have been a high point in the landscape, its ridgeline potentially used for camping or ceremonial purposes.

As the waters rose, the sandstone outcrops provided shelter, with midden deposits being found at the site. It is resource Country, rich in a variety of fish and shellfish. Women are pivotal in the fishing narrative of this place, utilising shells to form fish hooks and floating atop the water in bark canoes, with their babies by their side and fires to keep them warm. The presence of rock engravings adds to the Saltwater story of this place.

The healing power of Country is also acknowledged in the military history of Gubbuh Gubbuh. Soldiers returning from war were bought here to become well, both physically and mentally.

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

Further, UNESCO notes that the values embodied in intangible cultural heritage are identified to assess significance and inform conservation decision-making. First Nation 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 Nation Knowledge holders. Whilst the conceptual relationship between Country and sentence are dominant themes for contemporary application that are both broad in harbour / regional context and site specific, ancient intangible values are not held immediately available in accessible western context or in written text or as recorded oral histories. Establishing these intangible values and stories of place is a significant task. A task requiring 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 Nation Cultural Heritage values is the need for a deep enduring relationship with First Nation Knowledge holders with connection to these lands.



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, 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 people that took place over three days. These interactions mostly occurred along the shores of Chowder Bay, 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 people

In April 1789, a smallpox epidemic broke out. Smallpox was detected when First Nations people living between Sydney Cove and the heads were found with the disease.

According to the diary of Lieutenant Fowell: *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 people had no resistance, and up to 70 per cent were killed by the disease.

1801-1871 – 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 located immediately to the north of the World War One 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.

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 of this track approximately follows the line of the current Middle Head Road and Old Fort Road at Middle Head / Gubbuh Gubbuh.

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



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

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 and it was soon realised that Sydney Harbour was poorly defended against a determined attacker as well as being many months away from Britain's help.

To counter this perceived threat, the Colonial Government sought to extend the fortifications and defensive artillery which has a lookout to Port Jackson. Small military reserves already existed on Georges, Bradleys and Middle Head / Gubbuh Gubbuh. To extend them, 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 a significant figure. He is famous for circumnavigating Australia with Matthew Flinders and acting as a cultural guide between colonists and First Nations people 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 chose the land on Middle Head / Gubbuh Gubbuh that was to be given to Bungaree who had sailed with Flinders and appears to have found favour.

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.*

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, Bradley's Head and inner South Head.

The NSW Colonial Architect, James Barnet was appointed to design 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 the NSW National Parks and Wildlife Service (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 for storage depot purposes.

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

1914-1940 – 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 to the immediate 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.

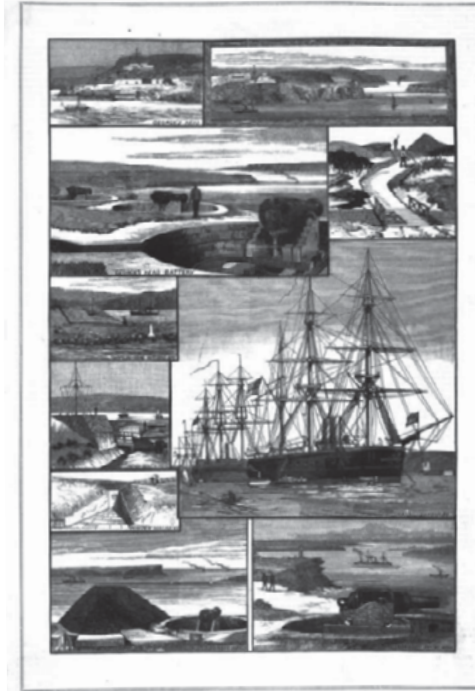


Figure 27. Engraving of the Sydney Harbour defences dating from July 1885. This engraving is likely to have been based on photographs, as similar views survive in the Small Picture File in the Mitchell Library. Source: SLVIC A/ 527/07/085/116



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

The 24 hectare, 9-hole golf course was opened in 1924 with a substantial clubhouse also built that year. 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 a number of improvements and extensions to the course.

1939-1945 – 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 decided to retain the clubhouse for its own purposes, which was subsequently divided 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 gave approval for 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 a range of 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 previously 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 being housed in huts near Obelisk Beach, on land that is today part of the Sydney Harbour National Park. These huts were occupied by squatters after the war and were removed by 1961.

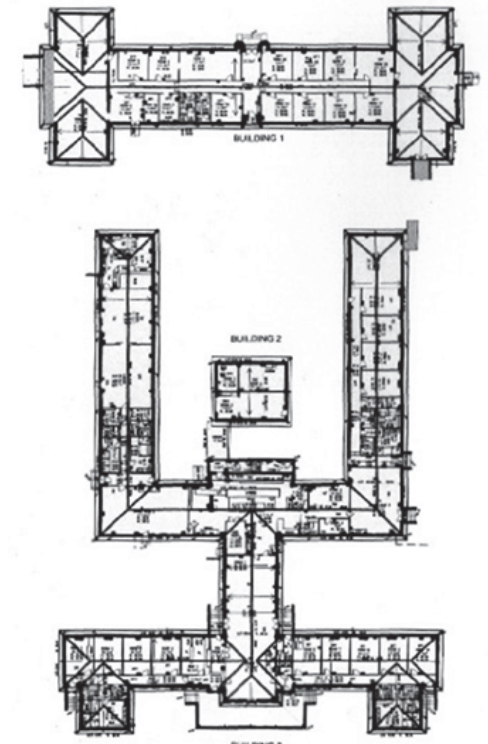


Figure 29a. Plan of the Engineering School brick buildings, constructed in 1941

2.4 Federation era and 20th century heritage significance

1945-1997 – Post Second World War military and institutional use

In 1946, a total of 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 earth moving work, including the preparation of the ground for Middle Head Oval, which was completed in 1951. The area occupied by the oval was previously used as an informal sport space during the Second World War.

Between 1951 and 1955 an identical set of three timber framed timber buildings and associated laundry were constructed on the northern side of Middle Head Road. They were built to serve as barracks for the 111th Light Anti-Aircraft Battery. Between this group of timber buildings and Middle Head Road, a bitumen parade ground was constructed between 1955 and 1960.

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



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

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 in 1948.

In 1963, the 1 Terminal Group moved to the brick barracks. This group became the 10 Terminal Group in 1974 and was subsequently 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)

The Australian School of Pacific Administration (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 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.

The Army permitted ASOPA to occupy part of 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 the development of Papua New Guinea. From 1948 ASOPA offered a number of 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 people who made a notable contribution to the development of Papua New Guinea.

ASOPA quickly became known for its association with a number of notable academics and administrators. In particular, John Kerr (later Sir John Kerr QC, Governor-General of Australia) served as Principal in 1947. James McAuley, noted poet, taught at the school for a number of years. 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 further 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, the school commenced a course for senior local government officials. It was in this period that a number of extensions and alterations were made to ASOPA to cater for the growing demand for its courses and its use as a research school.

In 1971, changes were announced for ASOPA, with the school being developed as a training centre for Papuans and New Guineans, preparing them for the impending 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 ten years.

The Institute operated until 1987. At its height in the 1980s the Institute was conducting 23 short courses per year which attracted a number of professors from the University of Sydney and upcoming talent, including Bob Carr (who later became Premier of New South Wales). In 1987, the Institute was proclaimed as the AIDAB Centre for Pacific Development (or AusAid). Until its closure in 1998 the Centre still 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 facility
- construction of the guardhouse building near Middle Head Oval that now includes a café
- installation of Middle Head Oval's lighting towers.

The Conservation Management Plan and the Harbour Trust's Middle Head Management Plan notes these additional developments as having limited or no heritage significance.

3. The site

Part three is the statutory, urban and technical analysis section of the draft master plan. 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 / Gubbu Gubbu precinct culminates at the eastern end of the Mosman peninsula, surrounded by adjoining National Park. The headland forms an important area rich in natural, cultural and military heritage values. Middle Head / Gubbu Gubbu 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 / Gubbu Gubbu continues to be a place of cultural significance. An open, accessible and activated Middle Head / Gubbu Gubbu will encourage greater connections across the region, and particularly for western Sydney, where a large First Nations community resides. Middle Head / Gubbu Gubbu also has the potential to benefit from interregional and international tourism.

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 way-finding 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.

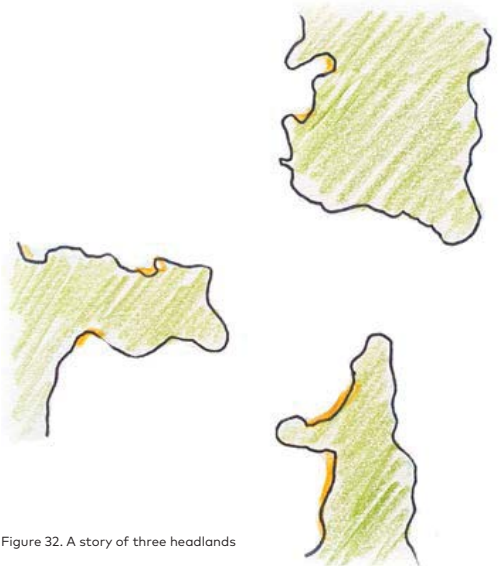


Figure 32. A story of three headlands

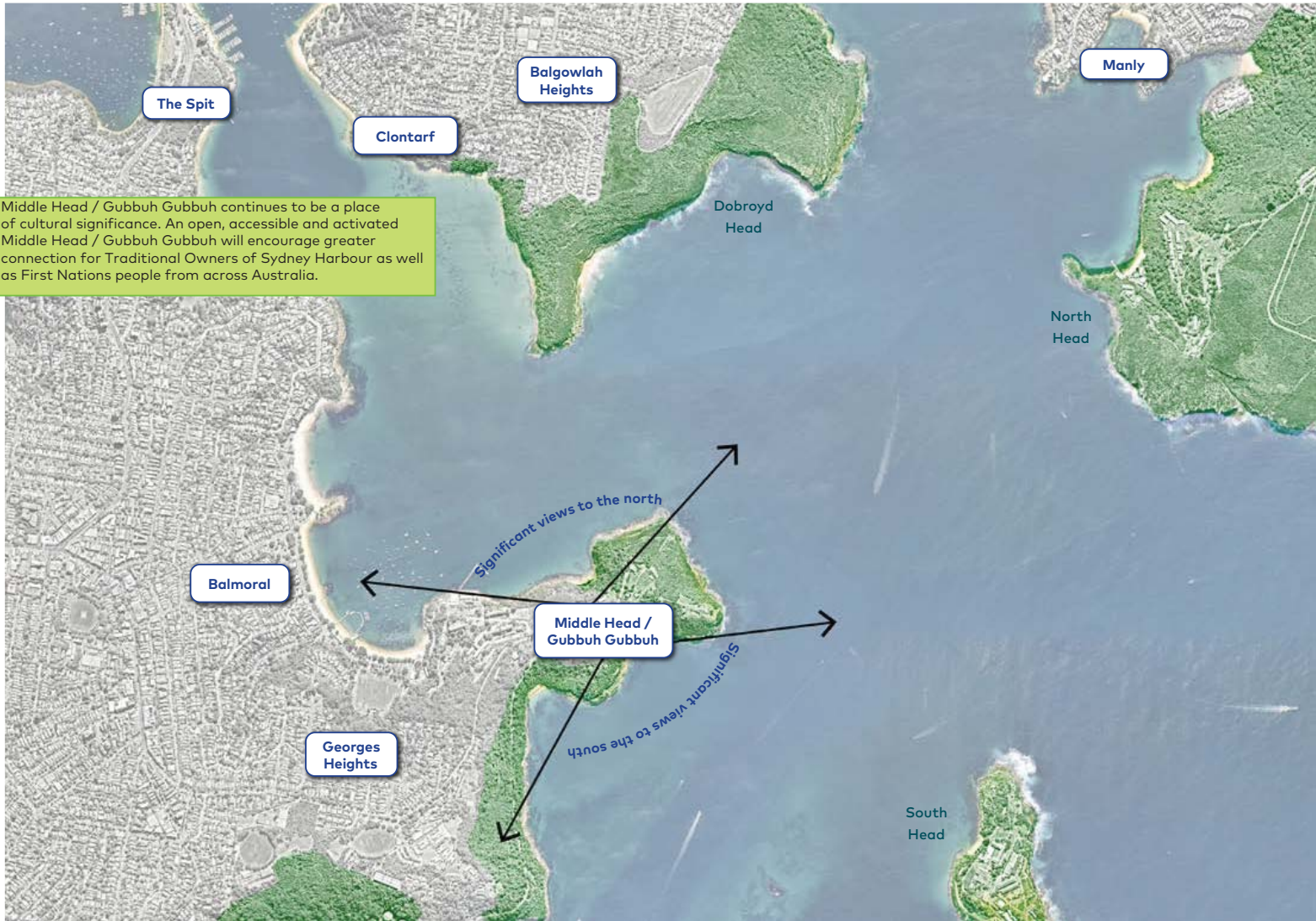


Figure 33. Aerial of the site's context in relationship to surrounding areas

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 New South Wales, 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 a Plan (the Comprehensive Plan) for Trust land which may also cover Harbour land. The Harbour Trust prepared such a plan in 2003. The Comprehensive Plan recognises the strategic value in including Harbour land as it allows the Harbour Trust to take a holistic approach to its planning.

Harbour Trust Comprehensive Plan

The Comprehensive Plan is a broad strategic plan which sets out a vision for all Harbour Trust's 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 draft master plan has been prepared in alignment 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. The current Management Plan for Middle Head / Gubbuh Gubbuh was made in 2017 following extensive community consultation.

The statutory Management Plan may need to be amended to address any substantial changes proposed by the finalised master plan. Any such amendment would be subject to community consultation.

Related Harbour Trust policies and guidelines

The Harbour Trust has a number of general policies and guidelines that guide the renewal of Middle Head / Gubbuh Gubbuh. Some of the current relevant policies and guidelines are the Harbour Trust's 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* prepared by the Australian Department of Environment, 2014; the draft *Phytophthora Root-Rot Management Strategy and Best Practice Procedures for Bush Regeneration Activities*; and Recreation Strategy. This draft master plan has been prepared with regard for these policies.

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 Commonwealth 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 Commonwealth or a Commonwealth agency that may have a significant impact.

The environment is defined to include:

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 the social, economic and cultural aspects of a thing mentioned in paragraph (a), (b), (c) or (d) above.

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, Comprehensive Plan and EPBC Act.

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.

2023 Middle Head / Gubbuh Gubbuh Master Plan

While not a statutory document, the finalised Middle Head / Gubbuh Gubbuh Master Plan will inform the future renewal of the precinct, and any changes to the statutory Management Plan.

State legislation

The Harbour Trust Act specifically excludes any land owned by the Harbour Trust from the operations of state planning law. This includes State Policies (SEPPs) and Regional Environmental Plans (REPs) prepared by the State Government and Local Environmental Plans (LEPs) prepared by councils.

Notwithstanding this, the Harbour Trust aims to align with state legislation in order to ensure consistency and best practice. Plans considered by the Harbour Trust include 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 has regard to plans made under the *Rural Fires Act 1997* that apply to the Mosman local government area, including the Harbour Trust's land and the adjoining Sydney Harbour National Park. The Harbour Trust will also cooperate with other agencies in the implementation of plans prepared under the *Rural Fires Act 1997*.

Plans prepared by neighbouring land managers

The plans and policies that follow on this page have been prepared by neighbouring land managers. This draft master plan has been prepared with regard for these policies.

NPWS Sydney Harbour National Park Plan of Management 2012

The Middle Head / Gubbuh Gubbuh precinct adjoins the Sydney Harbour National Park. NPWS has prepared a Plan of Management that 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. High priority projects that have

been achieved to date and that are relevant to the Harbour Trust's Headland Park, include:

- the continued development of the Sydney Harbour Scenic Walk
- enhancing access to Sydney Harbour National Park
- working with the Harbour Trust and Mosman Council to create a unified headland park and present high quality boundary areas
- the preparation of a weed control program
- implementation of a feral animal management at Middle Head / Gubbuh Gubbuh
- the preparation of a fire management plan.

The excavation of the defensive ditch and sealing of the informal parking (on the Harbour Trust's land) near Obelisk Beach were also identified as future projects, although of low priority.

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 NPWS plan aims to provide more detail about the implementation of its Plan of Management at Middle Head / Gubbuh Gubbuh and Georges Head. The NPWS Master Plan 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 Draft Master Plan, prepared for the Harbour Trust, 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 *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act), comprises natural, Indigenous and historic heritage places which are either entirely within a Commonwealth area, or outside the Australian jurisdiction and owned or leased by the Commonwealth or a Commonwealth Authority; and which the Minister is satisfied have one or more Commonwealth 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 section of Cobblers Beach Road, section of Middle Head Road to the Sydney Harbour National Park boundary, and 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 Club House).

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. This was undertaken in conjunction with NPWS and extended to areas under NPWS jurisdiction on the headland.

Significant archaeological evidence was found and reported by AMBS. To maintain the protection and integrity of these fragile sites the locations and detail of this evidence is held in confidence by the relevant authorities and is not available in the public domain.

In February 2006 the Harbour Trust engaged AMBS to prepare an addendum to the 2004 report. The purpose of the addendum was to outline findings of a survey of Harbour Trust land. The area covered by the 2006 Addendum to the 2004 Survey, comprised 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 Aboriginal sites or objects in the area surveyed. Given the disturbed nature of the area the addendum notes it is very unlikely that First Nations cultural material would have survived the past development of the site.

The report concluded that no additional archaeological survey of this area of the property was necessary or warranted. However, due to the possible existence of sub-surface remains, where future earthworks occur, monitoring and detailed recording should be conducted by a qualified archaeologist to ensure the protection of 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 statement demonstrates that the site meets several of the criteria specified in the EPBC Act. The primary sources of cultural heritage significance are listed in detail within the CMP under relevant criteria.

The CMP details the cultural significance of the site and the individual components within it. The following statement summarises the significance of the site as below:

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 club houses 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

Section 3.4 summarises the key redevelopment principles that exist within the Harbour Trust's Middle Head Management Plan 2017.

The draft master plan is subordinate to the statutory Management Plan and outcomes outlined within this draft master plan are considered to be consistent with the Management Plan. The proposed outcomes for the precinct, as contained in the existing Management Plan, are shown on this page.

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:

- 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
- allow some sensitively designed new infill buildings and a replacement facilities building at Middle Head Oval
- 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. This will be further enhanced by some additional pathways that will help 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 in close consultation with NPWS.

The proposed coordinated approach will cover a range of areas including:

- 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 still function as independent corporate entities maintaining their normal business operations, whilst co-operating in areas in which they can contribute to the protection and enhancement of Middle Head / Gubbuh Gubbuh.

A number of management principles for joint initiatives and outcomes have been identified to guide the Harbour Trust and NPWS in their site management and decision making process. These include:

Access

To facilitate improved 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

One of the primary objectives of the Harbour Trust is to increase public understanding and appreciation of a site's rich natural and cultural heritage. A key means of achieving this is through the development of interpretive activities that 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
- Ongoing monitoring of flora and fauna species
- Ongoing management of 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 runoff 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 programmes 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 programmes 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

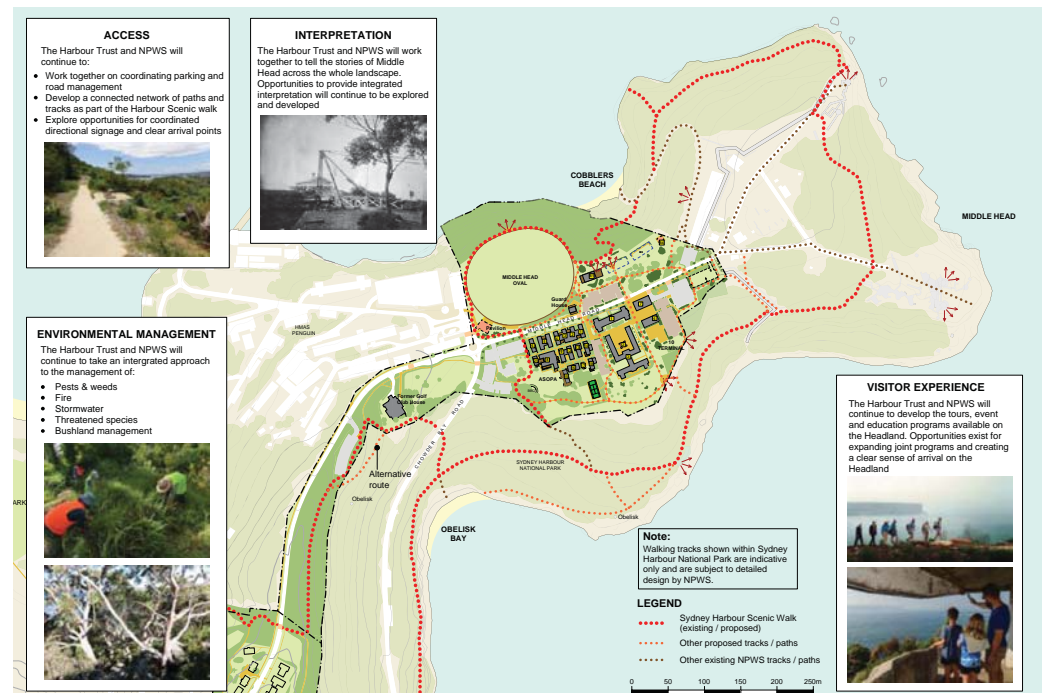


Figure 34. Extract from Middle Head Management Plan (p.69)

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 in a manner that retains the overall open character of the roadway and expresses significant 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:

- the retention and enhancement of 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. Trees that are too close to buildings should be monitored and may need to be removed if they threaten to damage the buildings
- retention of plantings between the brick barracks and Middle Head Oval to provide visual screening
- introduction of stormwater collection from hard surface areas and roofs
- continuing to work with NPWS to further reveal the defensive ditch (some of which has already been revealed).

Water Sensitive Urban Design

The principles of Water Sensitive Urban Design (WSUD) are to 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 is to be carried out for the Middle Head / Gubbuh Gubbuh precinct. The following works are required:

- 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 of polychlorinated biphenyls (PCB) containing capacitors identified to be removed.
- Removal or abatement of deteriorating lead-based paint systems.



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

3.5 Existing conditions analysis

Section 3.5 analyses the existing conditions and describes the current use of the site within the context of future site planning. Problems are identified. Problems that impact the integration of a holistic plan for future use. The term 'fracture' is used, or a 'fractured site'. This terminology refers to specific issues that the master plan design team considers of significance if the site is to be renewed and repaired within the context of a nationally significant and highly activated cultural heritage place.

There is no precedence or order to each of the 'fractures' listed below, they are in many respects conceived as a family of issues that together result to erode the values of place and to diminish the sites integrity. Equally, each of the fractures are considered by the project team as readily repaired. The key actions are in part a response to the issues identified and are further illustrated within the draft master plan design response.

1. Site entry, roundabout, traffic, people and vehicle movement
2. Existing built form creates significant barrier
3. Lack of pedestrian safety, amenity and continuity
4. Focus of vehicle movement – East to west
5. Large expanse of bitumen hardscape – (car parks)
6. Site infrastructure
7. Limited visibility, acknowledgment or reference to historically-significant features
8. Limited visibility or acknowledgment of First Nations values – tangible or intangible
9. Limited visibility or acknowledgment of military or colonial heritage values
10. Invasive plant species, land contamination and bushfire threat

The existing conditions of the site are detailed on the following two pages.



Figure 36. Aerial photo of existing site, identifying existing conditions as numbered

3.5 Existing conditions analysis



Figure 37. Existing site - entry

1. Site entry, roundabout, traffic, people and vehicle movement

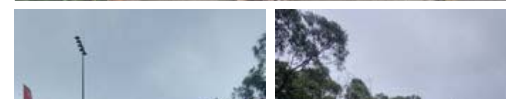
The existing roundabout is the site entry location. The roundabout is dominant and creates a vehicle only thoroughfare. The bus stops to the west of the roundabout offer limited safe pedestrian connection to the site. As the roundabout serves entry and exit to HMAS Penguin, some degree of traffic movement clash occurs with oval and site users entering or exiting the site. There is no sense of arrival or entry to place.



Figure 38. Existing sport facilities

2. Existing built form creates significant barrier

Internally, from within the site, the existing built form is a significant barrier, it prevents almost any visual connection to the harbour and therefore diminishes any sense of place within the site. Externally, in broader urban context the existing buildings are highly visible in the landscape when viewed from Balmoral and across Middle Harbour.



The existing roundabout is the site entry location. The roundabout is dominant and creates a vehicle only thoroughfare. The bus stops to the west of the roundabout offer limited safe pedestrian connection to the site. As the roundabout serves entry and exit to HMAS Penguin, some degree of traffic movement clash occurs with oval and site users entering or exiting the site. There is limited sense of arrival or entry to place. The revised draft master plan proposes no change to the roundabout however entry and arrival will consider improved signage and pedestrian connections. Future stages will examine change to road condition to better facilitate site access, traffic, people and vehicle movement.

Figure 39. Lack of footpath on Middle Head Road and Middle Head Oval

3. 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 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.

The previously proposed relocation of the changing facilities, within the initial draft master plan (March 2023), reflected the intent of the 2003 Harbour Trust Comprehensive Plan and was also aimed at providing an improved facility for oval users. The Harbour Trust collaborated with Mosman Council to explore potential new locations for a replacement changing facilities, but none of these are viable. The revised draft master plan proposes that the changing facilities remain in their current location and are upgraded to improve facilities.

In design phase of change facility upgrade the site arrival sequence, signage and pedestrian movement must be considered.



Figure 40. Middle Head Road - looking west

4. Focus of vehicle movement - east to west

Beyond the roundabout, Middle Head Road connects vehicles travelling east west with a sequence of car parks. Whilst 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 41. Eastern car parks

5. Large expanse of bitumen hardscape – car parks

Middle Head Road connects the roundabout with a sequence of car parks. At the western end, adjacent 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 café and timber buildings) is a large area of car park bitumen. This appears typically used by café patrons, Middle Head Oval users or Cobblers Beach goers. Further east (adjacent the current 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 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 of this draft master plan process and informs the design response proposals.

3.5 Existing conditions analysis



Figure 42. Existing infrastructure on site

6. Site Infrastructure

The Middle Head / Gubbeh Gubbeh precinct is serviced with water and electricity via water main and overhead electrical supply lines which run along Middle Head Road. These services continue along Middle Head Road and supply NSW National Parks and Wildlife Service (NPWS). Some improvements have been made to electrical, water, stormwater and sewer services. However, are largely confined to upgrades associated with the repurposed ASOPA building works. Services beyond the ASOPA buildings have required numerous repairs due to the age and condition of these services. Investigations suggest all remaining pre-existing infrastructure requires upgrades and is considered inadequate for future requirements and is at, or near to the end of their serviceable life. Upgrade works are to be undertaken so tenants within the site and NPWS are not adversely affected.



Figure 43. Existing defensive ditch with overgrown vegetation

7. Limited visibility, acknowledgment, or reference to historically significant features

There are several examples at Middle Head / Gubbeh Gubbeh 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 / Gubbeh Gubbeh. 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 / Gubbeh Gubbeh precinct to the Don Goodsir walking track is currently limited.

The Middle Head / Gubbeh Gubbeh precinct is serviced with water and electricity via water main and overhead electrical supply lines which run along Middle Head Road. These services continue along Middle Head Road and supply the adjoining 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.



Figure 44. Existing heritage (built form and landscape)

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

Evidence suggests that Middle Head / Gubbeh Gubbeh 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.



Figure 45. Garage Buildings (Buildings 6 and 7)

9. Limited visibility or acknowledgment of colonial or military heritage values

The precinct was once a vibrant military 'village', activated by its various uses over the time of Defence establishment. Perhaps 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.

10. 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 habitat to known threatened and endangered species, the land parcel overlooking Cobblers beach is habitat 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 are identification of critical risk issues and the principles for mitigation and repair.

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 draft master plan should be considered in the context of minimising the impacts of private vehicle 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
- Vehicle 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 draft 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 has undertaken a robust analysis of current conditions involving:

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

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

Middle Head / Gubbuh Gubbuh is highly constrained in terms 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 consideration within the draft master plan.

The following section on this page describes the review of current conditions and constraints of the precinct and identifies fundamental challenges to be considered in identifying the key actions proposed within the draft master plan. This will help to develop forward thinking principles and guidelines to implement sustainable improvements for accessibility (i.e., movement to, from and within the headland).

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, 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 has been identified as 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 buses transporting students to the Environmental Education Centre that's proposed by the NSW Department of Education.

- 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 address

- 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 46. Existing access on Middle Head Road

→ Existing vehicle access

3.7 Existing uses and users

Section 3.7 analyses the existing conditions of use and describes the current 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 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 currently used as a recreational destination, for work or in support of existing associated functional use.

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 FY 2021-22 at approximately 1,148,000 visitors.

This indicates an approximate visitation increase of 13% from FY 2020-21, an increase of 11% from FY 2019-20 and marginally lower visitation (-0.86%) from FY 2018-19. It is noted that this visitation number is for the whole of Headland Park, comprising Georges Heights, Chowder Bay 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 patronage in order of 2,000 people attending the service, however specific patronage data is not collected. The other major specific event use for the headland is the annual Sydney to Hobart Yacht Race. Typically, this sees a significant amount of people gather at vantage points to see the race start. There is limited data on this event, however feedback from Harbour Trust Rangers present for this event indicates parking within the precinct is at capacity, utilising all available overflow car parking, requiring traffic controllers who when parking is full are required to turn vehicles away. Other small events regularly 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.

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.



Figure 53. Aerial photo of brick barracks, ASOPA and parklands on the south side of the precinct. Source: Harbour Trust

3.7 Existing uses and users

The new NPWS walking track project is being delivered as part of the largest visitor infrastructure program in national park history.

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. *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.* (Source: NPWS Middle Head Master Plan).

Master planning considers this NPWS initiative as having 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 35 acres 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 is used on a daily year-round basis.

During the summer season (October to mid/end March) the oval is not used as much as 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 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.

Future capacity increase is considered within context of traffic management at the base entry, car parking and a safe drop zone off for oval users. Additionally, relocation of the changing facility function is a key element of draft master plan long-term vision.

3. Australian School of Pacific Administration (ASOPA)

The former ASOPA buildings now house small business commercial tenancies. There are 22 separate tenancies within the former ASOPA buildings 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 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. It is noted that the hardstand area adjacent the buildings is utilised by Chowder Bay food and beverage tenancies for car parking and storage of vehicles.



Figure 54. Aerial photo of existing site identifying existing conditions as numbered.

3.8 Ecological analysis

Biodiversity development constraints

The site comprises of "significant" vegetation which should be considered when preparing a draft master plan that proposes harmonious uses with these elements.

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 and are designed for protection in this draft master plan to be rehabilitated, reinforced and protected through future master planning and development phases.

These areas have been identified below as:

- Low constraint area: Potential for future development with accompaniment of the appropriate environmental assessments.
 - Cleared land and hardstand
 - Urban exotic/native landscaping
- Moderate constraints area: Potential for future development however 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
- High constraints area: Low potential for future development without the implementation of 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

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



Figure 55. Ecological constraints mapped within the site. Source: Narla Environment, Ecological Constraints Assessment, December 2022

3.9 Bushfire

Given the proximity to a number of significant stands of vegetation and national parks, 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 the Department of 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.

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.

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

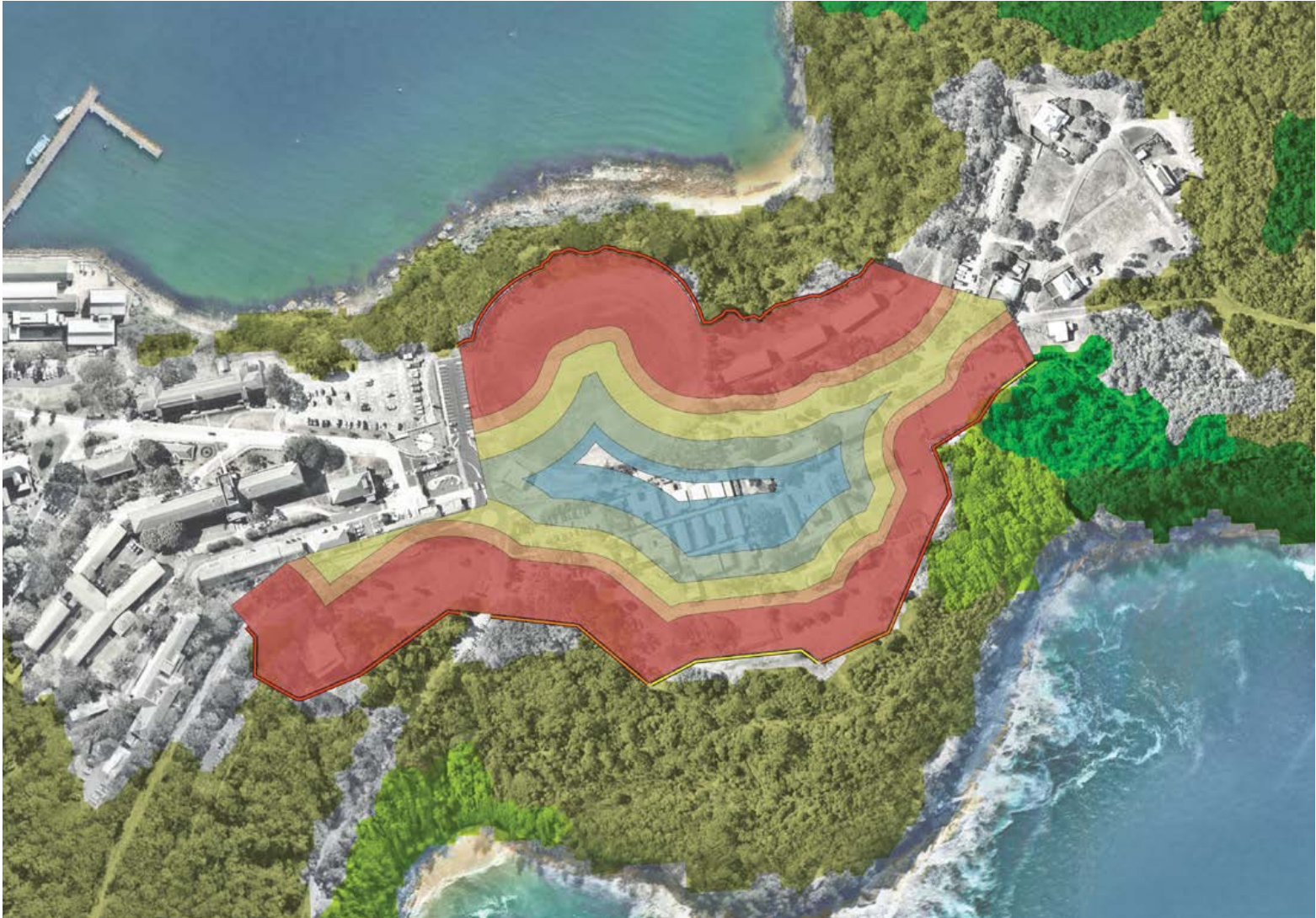
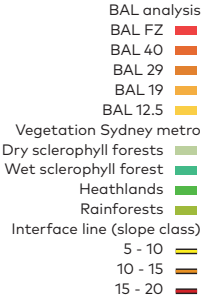


Figure S6. Bushfire Attack Levels. Source: Middle Head - Bushfire Constraints and Opportunities. BlackAsh November 2022

3.10 Topography, character and views

One of the things that the community most values about the natural heritage of Sydney Harbour is the complex 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. There are some rocky outcrops on the site and a number of flat rock areas that are of First Nations significance.

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.

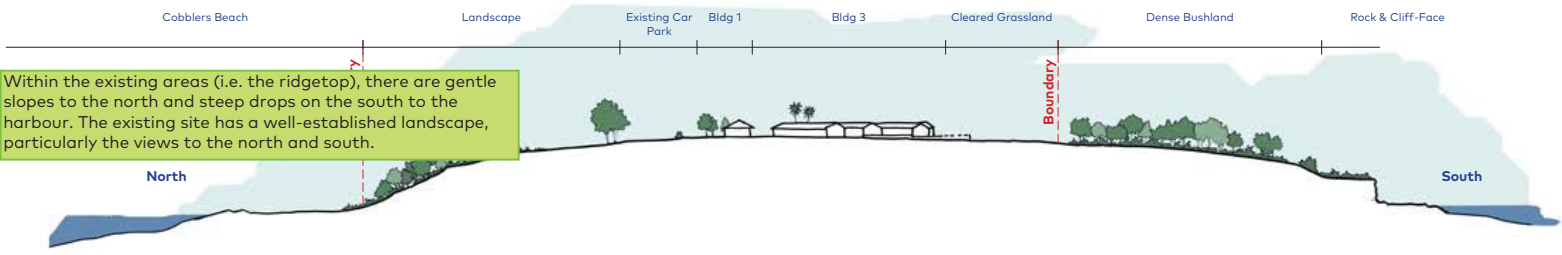


Figure 57. Section A: Looking north-south

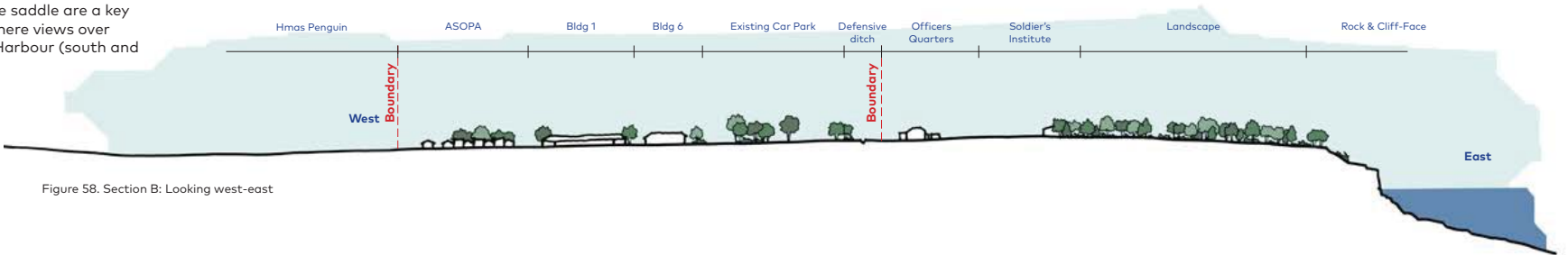


Figure 58. Section B: Looking west-east



Figure 59. Rock and cliff-face. Source: Cox Architecture



Figure 60. Looking north from Middle Head Road. Source: Cox Architecture



Figure 61. Existing site with section cuts that reflect Figures 57 and 58 cross sections. Source: Nearmap

3.11 Key considerations

A number of opportunities and constraints have been identified to establish a set of considerations for the draft master plan.

Movement

- Middle Head Road is the single access road into and out of the site and the uses and occupants need to be considered in regards to bushfire safety.
- Roundabout is large and dominant at the entry of the site that prioritises vehicle movement and lack of pedestrian movement and crossing for pedestrians. Reconfiguration of entry will allow for pedestrian priority.
- Consideration of HMAS Penguin vehicle movements and reducing the conflict between private vehicles movement and drop-offs on the site. Opportunity for drop-off zone on Middle Head Road to be separated from the HMAS Penguin vehicle movement.
- Lack of continuous and compliant pedestrian paths through site and connection to the wider path. Consideration to 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.
- Opportunity to widen Middle Head Road, to allow pedestrian path.
- Reconfiguration and material change of the vehicle road and the large amount of car park hardscape to use permeable paving and landscaping to convert areas to be multifunctional.
- Large amount of car park hardscape which is currently not utilised throughout the year.

Built form and landscape

- The built form of the existing oval facilities creates a barrier to the distinct views and sense of context.
- Heritage constraints on the existing buildings may inhibit further building upgrades to reduce bushfire risk and exposure. Consideration of the relocation of the changing facility 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 for acknowledgment of First Nations people in wayfinding, naming conventions, built form or use of the site.
- The implementation of the Headland Park Bushfire Management Plan provides a program of management works and actions to provide for species health and diversity as well as management of bushfire fuels.
- Removal and/or relocation of built form to allow the site to open up view to the water and sky and opportunity of adaptive re-use of some existing buildings.



Figure 62. Diagram demonstration the items for consideration

- | | | | | |
|--------------------------------|----------------------------|----------------------------------|------------------|--------------------|
| ● Oval reconfiguration | → New pedestrian links | → Pedestrian-oriented main spine | ● Gateway | < Views to gain |
| ■ HMAS Penguin private parking | ■ Function to be relocated | ■ Building to be removed | ■ Adaptive reuse | ■ Existing parking |

Amendments to the legend

4. Draft master plan

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

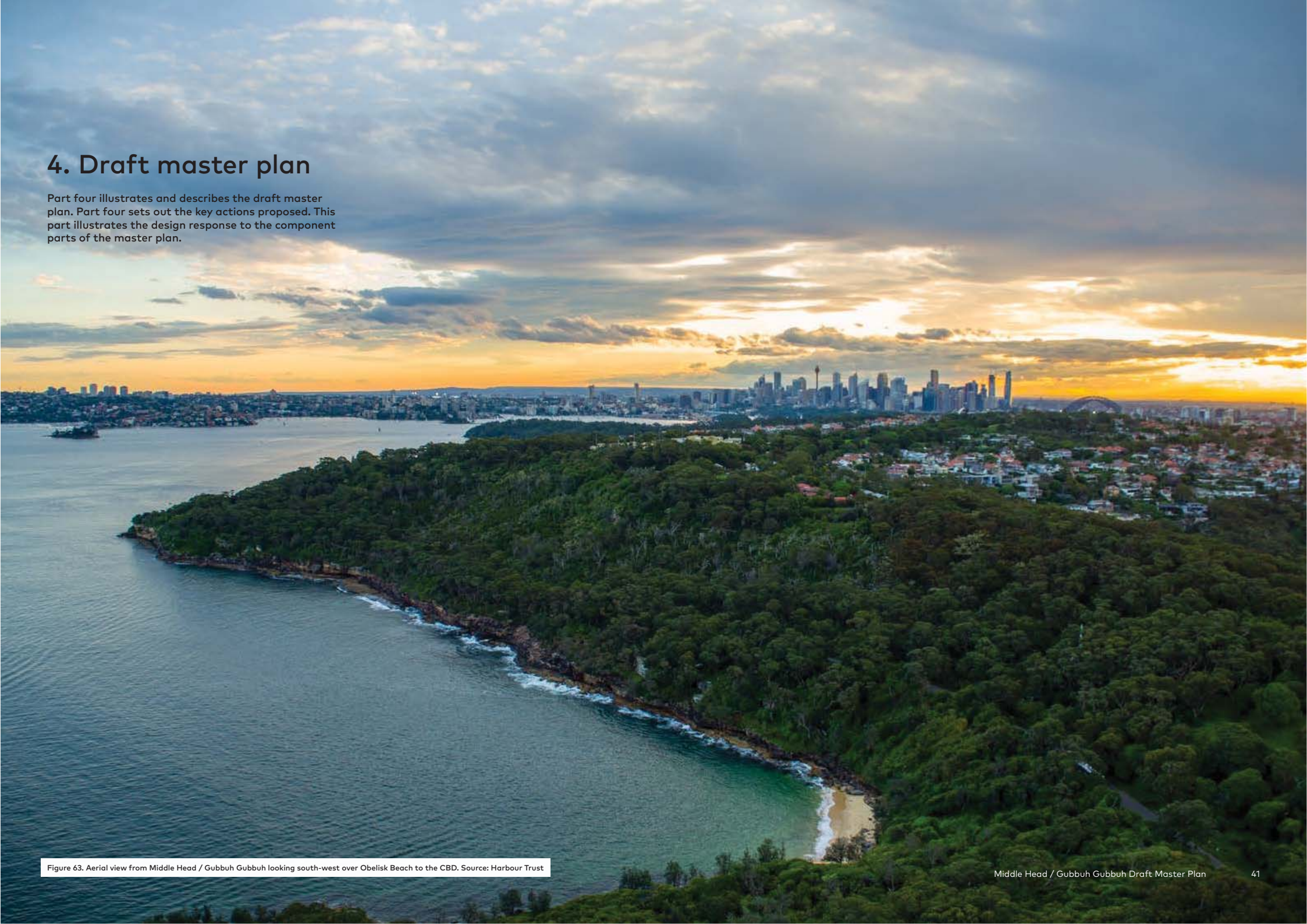
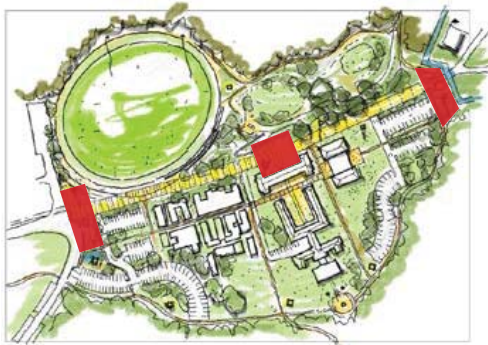


Figure 63. Aerial view from Middle Head / Gubbuh Gubbuh looking south-west over Obelisk Beach to the CBD. Source: Harbour Trust

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 in many respects conceived as a family of actions that work together. However, actions 1 to 5 are considered primary actions whereas actions 6 to 10 are considered subordinate or secondary supporting actions.



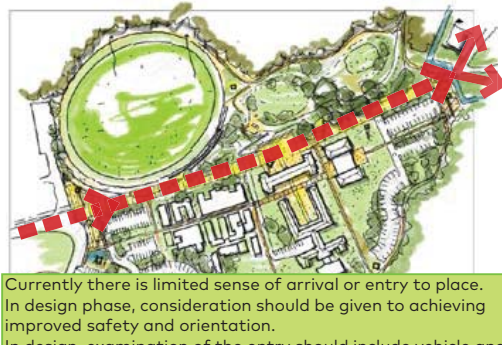
Primary actions

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. It is an interpretation of the former parade ground.

The defensive ditch is at the conclusion of the spine and juncture with NSW National Parks and Wildlife Services (NPWS) land. It provides the opportunity for interpretation and to reveal the actual defensive ditch structure. Potential rework of the gate at the boundary to integrate the design with the adjacent site.



Currently there is limited sense of arrival or entry to place. In design phase, consideration should be given to achieving improved safety and orientation. In design, examination of the entry should include vehicle and pedestrian movement.

Arrive

Currently there is no sense of arrival or entry to place. This existing condition is considered to erode the values of place. In response to the analysis of existing entry condition, this primary action proposes the creation of an entry/arrival place that supports the cultural heritage significance of place. The arrival point must serve to improve safety, orientate, and provide context of place to the visitor.

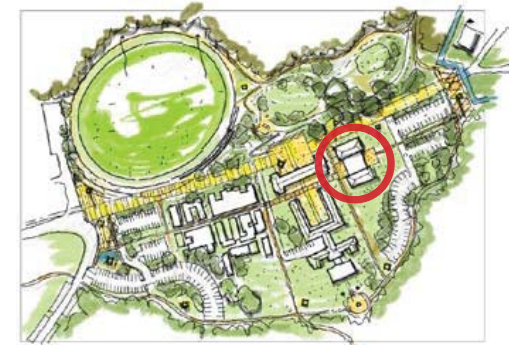
The new interpretative pedestrianised shared zone extends Middle Head Road along the ridge and connects to NPWS land. The key structuring element will provide access, legibility, clarity and multiple address points. It will be a high quality public domain embedded with First Nations, military and natural heritage interpretation.

This action requires reconfiguration of the existing entry condition, which is considered and illustrated within the master plan design response.



Walk

This primary action proposes that the site is 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.

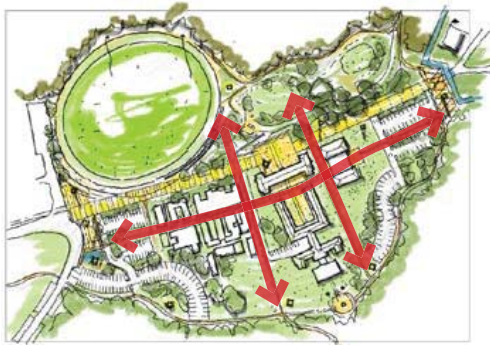


Centre

This primary action describes the creation of a centre of meaning. Conceptually this 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 Natural, First Nations and Military 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

This primary action is in response to the existing condition where the site across the headland is poorly connected physically and visitor connection to values of place are on the whole 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 of sustainable use and life to the site.

It refers to future uses that support and enhance the values of place. Such as 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 supporting action proposes the creation of a primary element that connects the site entry with new public domain hardscape that interprets and reinstates the original parade ground (refer to illustration). This supporting action is further developed and illustrated within the master plan design response.

New public open space lookout over Middle Harbour

With consideration to being sensitive to the natural values, this supporting action proposes the creation of 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 in proximity to the buildings. First Nations intangible values are considered significant in relation 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.

Activate the southern portion of Building 3 and courtyard

With consideration to being sensitive to the natural values, this supporting action proposes the creation of 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 in proximity to the buildings. First Nations intangible values are considered significant in relation 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 general 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

This supporting action refers to activation. The southern lookout presents an activation opportunity given its separation from other areas and spectacular harbour lookout to the south. Master planning 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

Themes and Principles

In First Nations cultures, Country and the landscape features that exist within it, are sentient living entities. Country is our mother. She has inherent value in and of herself. She commands and deserves respect. She should be called by her name, Gubbuh Gubbuh. This respectful use of her name is the beginning of a journey to understand Country and to form a lasting relationship with her. Gubbuh Gubbuh is her name.

Kinship describes responsibilities towards people, land and nature. Cohesion and harmony are central to the concept. In First Nations culture, kinship obligations extend beyond people. We have a deep responsibility to care. Care for plants and animals, in the sky, on the land and in the ocean. It is imperative that we consider their well-being in design. This theme of sentience focuses on the practical ways we care for, manage and enhance habitats, celebrate traditional totemic species and acknowledge our position within an environmental context of kinship.

Access to Country promotes cultural connection and education. This has flow on effects to mental, physical and spiritual well-being. This theme encompasses opportunities for the Harbour Trust to build relationships with First Nations people to fulfil cultural and land management aspirations.

Thus, 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

Master planning, Vision of Place and future design actions

The following are provided as actions in response to the above themes and principles. These are developed for consideration within master planning, vision of place and future design actions.

- Develop 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, allow this time.
- With knowledge holders develop and curate a deep sense of connection and meaning to the spirituality and cultural significance of place to First Nations people, 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.
- Walk on Country – 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, First Nations people 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, ceremony, performance and food.
- Foster equitable, social, and educational access for First Nations people to place – Elders, community and children.

- 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 Nation meaning for visitors to this special place.

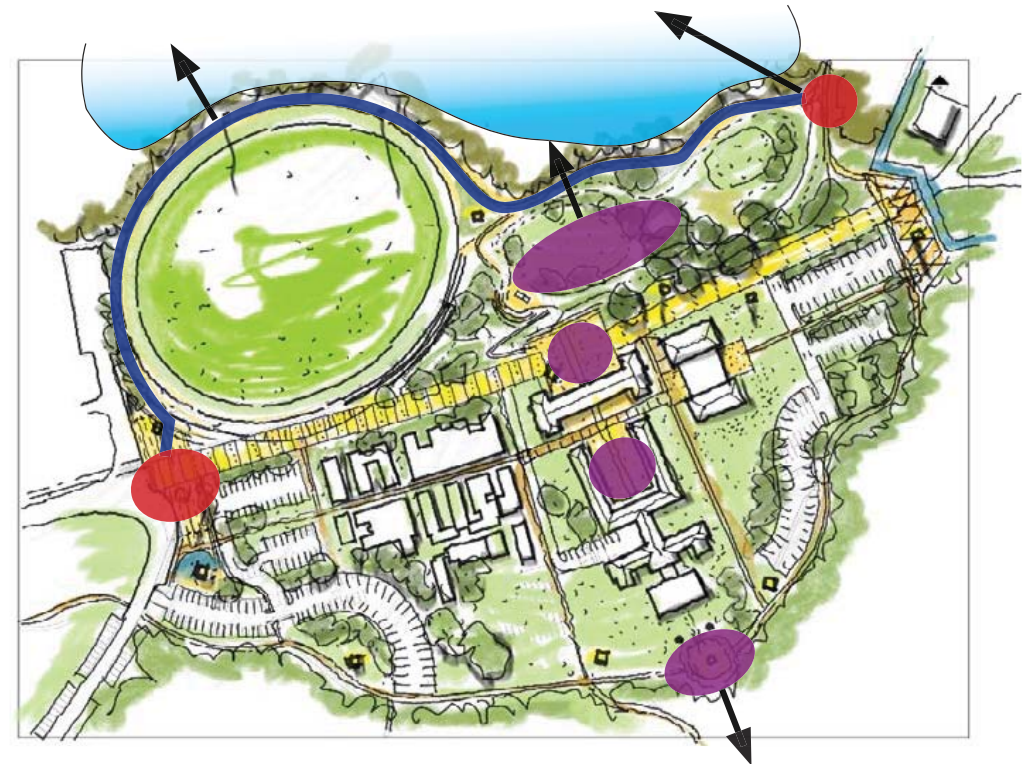


Figure 64. Draft master plan sketch showing opportunities and key moves for Middle Head / Gubbuh Gubbuh

- Welcome to Country – Arrival
- High sensitivity protection zone
- Place of ceremony, performance, dance - a gathering place
- Walk on Country, a curated First Nations walk
- Significant water connection opportunity

- 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 Nation perspective.
- Develop and integrate a sensitive system of First Nation 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, First Nations people 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 people to place – elders, community, and children.

Guiding Principles

The key guiding principle is development of an enduring and trusted relationship with First Nation 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, allow this 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 are provided as actions in response to the above themes and principles. These are developed for consideration 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 people, share this meaning with visitors in a respectful way that looks to the deep past, the post contact past and the future.

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 outlined in the master plan include:

- A reworked Middle Head Road as a pedestrian priority shared zone, consideration to reveal and enhance the heritage material under the existing road and using materials, finishes and landscape treatment to be amenable to pedestrian use
- Middle Head Road beyond the entry zone to become a shared walking and vehicle thoroughfare – a shared zone where vehicle access is controlled in speed and access terms and at times managed or limited
- The access and movement plan for the site considered the inclusion of a footpath on at least one side and potentially provide the opportunity for the introduction of shared user paths (bicycles and pedestrians)
- Proposed loop path for Middle Head / Gubbuh Gubbuh and the connection to the new NPWS walking track
- Creation of 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 of the informal track around the Middle Head Oval, linking with the former "roadway" to Cobblers Beach, to provide the northern half of the circuit walk
- Retention of the secondary paths linking the courtyard spaces of the Middle Head / Gubbuh Gubbuh precinct and provision of 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 WSUD through out the site and parking areas
- Provide vegetation and landscaping buffer between the car park and pedestrian path
- Welcoming signage including cultural motifs and the site's language name - Gubbuh Gubbuh. Cultural motifs are repeated throughout the site's wayfinding mechanisms
- Active transport storage to be considered on the site



Figure 65. Proposed east-west movement



Figure 66. Kinship for all beings/sustainability



Figure 67. Movement



Figure 68. Connection



Figure 69. Example of planting adjacent walking and cycling routes, including WSUD (Source: Walking and Cycling Guidelines City of Marion 2018-2022)



Figure 70. Shared space street in UK (Source: Gehl – Moving Sustainability – Turku)



Figure 71. High quality unit paver integrated with WSUD in local centre (Source: Design Flow)





Figure 72. Two iconic Sydney walkways

■ Shared zone
 ■ Plateau walk
 ■ Headland walk
 ■ Pedestrian movement (HT)
 ■ Pedestrian movement (NPWS)

4.4 Visitor experience

A primary objective of the Harbour Trust is to provide the public access to its lands – to increase connection, understanding and appreciation of their rich natural and cultural heritage. The following areas will help the Harbour Trust create a positive visitor experience, which is central to achieving this objective.

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 through developing 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 was prepared for Headland Park in 2018. The strategy provides recommendations as to 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, however, delivery over the coming years will take the following parameters into consideration:

- The NPWS walking track, linking the headland to the Sydney Harbour Scenic Walk, is a significant vehicle for site understanding and interpretation
- The proposed use of the Garage Buildings (Buildings 6 and 7) that sees interpretation and story of place as a focus
- 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 draft 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 900m². 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 73. 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 own 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 people's 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.

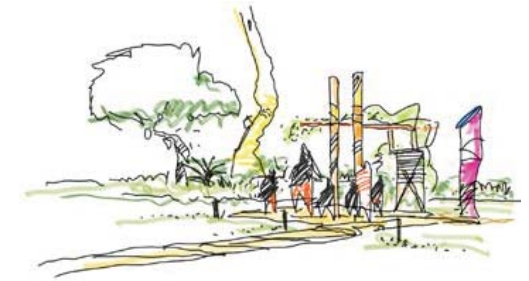


Figure 74. Sketch of art and pause points



Figure 75. Sketch of the courtyard north of Building 3

4.4 Visitor experience

Experiences animate places, enable the Harbour Trust to share and listen to stories, grow connection, advocacy and investment in the Harbour Trust's vision and purpose. The Harbour Trust plans to help ensure:

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

Harbour Trust activations and events at Middle Head / Gubbuh Gubbuh

Activations and events animate places, enable the Harbour Trust to share and listen to stories, grow connection, advocacy and investment in the Harbour Trust's vision and purpose. The Harbour Trust plans to help ensure:

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

Definition of activation

Activations animate our sites through regular offerings as a part of the ongoing visitor experience and support the use of our facilities. Their frequency is daily, weekly or monthly and they include tours, education, markets, permanent exhibitions, memorials, volunteer displays, residencies, self-guided trails and itineraries.

Definition of event

Events amplify engagement with the Harbour Trust's places and stories through occasional public facing activity. Their frequency is annual or seasonal and they include festivals, concerts and performances, conferences, holiday events, workshops, talks series, open days, pop-ups, temporary exhibitions.

Opportunities and constraints

Below is a summary of the key considerations that inform the draft master plan.

Opportunities

Welcome more people to enjoy our places

- The new NPWS walking track that links Middle Head / Gubbuh Gubbuh and Georges Head is considered a major new passive recreational asset for Sydney. In master planning the new walk is viewed to create a significant activation of the headland site. The path circuit is considered a major new drawcard activation element that 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 draft master plan aims to foster this opportunity through provision of spaces and infrastructure that support community-based activation

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, community and other stakeholders. This draft master plan aims to mitigate impacts through provision of 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 draft master plan addresses this particular constraint through guidelines for infrastructure that supports small scale activations and capacity to host medium scale events. The design response within draft master planning examines peak demand capacity of car parking with respect to event activation, which is considered a pulse load in relation to capacity.

Education programming by NSW Department of Education

The Harbour Trust is working with the NSW Department of Education to support the education offering it plans to deliver out of the proposed Environmental Education Centre at Middle Head / Gubbuh Gubbuh. The centre will offer a variety of programs, which are tailored to fit the needs of students, schools and the curriculum.

Draft master planning design response provides capability for seamless movement of groups around the headland as they navigate NPWS and Harbour Trust land. As such, the creation of discrete learning spaces that allow students to sit down are to be considered as supporting infrastructure. Additionally, the appropriate place for set down and pick up for school excursion buses is considered within master plan design response.

Definition of activation at Middle Head / Gubbuh Gubbuh

Activations **animate** our sites through regular offerings as a part of the ongoing visitor experience and support the use of our 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). The type of events held at Middle Head could include a community festival, heritage open days or First Nations gatherings (annual or seasonal), festivals, holiday events, workshops, talks series, open days, pop-ups, temporary exhibitions or small performances.

This plan is aimed at increasing and improving amenities for community and cultural uses, however this must be balanced in terms of considerable 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 a range of 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.

Draft Master plan proposal for events and activations at Middle Head / Gubbuh Gubbuh

Master planning for Middle Head / Gubbuh Gubbuh is focused on increasing and improving amenities for community and cultural uses, however this must be balanced in terms of considerable transport access constraint, car parking limitations, and natural and cultural heritage sensitivity.

As such, medium events and small activations could be explored further at Middle Head / Gubbuh Gubbuh, as appropriate.

Medium events are described as community festivals, sporting events, concerts/conferences. These are characterised by:

- Visitation between 500 to 2,000 people per event day
- Duration of three days or less
- Operates no later than 10pm
- May have some restriction to public access

Small activations are described as tours, farmers markets, ceremonies, exhibitions. These are characterised by:

- Low impact to the site
- Visitation up to 250 people per day
- Operates no later than 7pm
- Continuous public access

These constraints, sensitivities, and considerations guide formulation of the draft master plan design response – to support a balanced approach to activation and events on the headland.

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



Figure 76. Sketch of Middle Head Oval



Figure 77. Sketch of Building 3



Figure 78. Sketch of gathering space south of Building 3

Event and activation spaces and potential uses are outlined below.

1. **Middle Head Oval** – Generally, the draft master plan considers ongoing support of the current use as appropriate – i.e. community sport. In the design response, the draft master plan proposes change and increase the car parking and access to the oval by rationalising the entry zone and relocation of the oval's facilities.
2. **Open green space on north side of Middle Head Road** – Significant open green space that can allow for medium events such as seasonal cultural events or festivals to take place. With spectacular outlook across Middle Harbour this space presents significant opportunity for ceremony, dance, music, cultural festival and passive activation such as picnicking. Infrastructure considerations include 3 phase power, in-ground capacity for additional toilet facilities and access to services (water, data and communications).
3. **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. Draft master planning 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).
4. **The southern lookout** – The lookout is unprotected from prevailing southerly winds and gets year-round sun. Draft master planning 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), or small acoustic musical activations.
5. **The southern lawn** – The lawn is not protected from prevailing southerly winds and receives year-round sun. Draft master planning 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).
6. **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. Draft master planning 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.
7. **The Garage Buildings (Buildings 6 and 7)** – The draft 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. talks or community meetings).
8. **The headland walking track** - The Harbour Trust is working closely in partnership with NPWS to provide enhanced site-wide interpretation, including a trial interactive walk tour as a key element of passive activation.

1. **Middle Head Oval** – The sporting use and existing facilities of Middle Head Oval are unchanged from the current condition.

3. **Link to the food and beverage and a place for ceremony or small event functions**

- **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. Draft master planning 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. Draft master planning 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. Draft master planning 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).

Figure 79. Aerial photo of existing site, identifying event and activation spaces and potential uses as numbered

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. Moving from west to east on the site the following description below demonstrates the potential built design improvements proposed that could enhance site activation.

Entry

- A welcoming entry point
- Reconfiguration of the roundabout and introduction of a pedestrian friendly environment

Brick barracks

- Interpretation of 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

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 will act as sensitive insertion between the two heritage buildings with an east and west entry
- Connect visitor experience to core values of place

The defensive ditch

- Middle Head Road, immediately west of the defensive ditch, should be 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

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

Gathering/lookout/pause points

- Area for community events to occur with an outdoor tiered performance space and paved stage area
- Potential art piece/sculpture within the landscape
- Located on the southern portion of the site, align 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 stories to be featured and told in relation to First Nations, military and natural heritage values

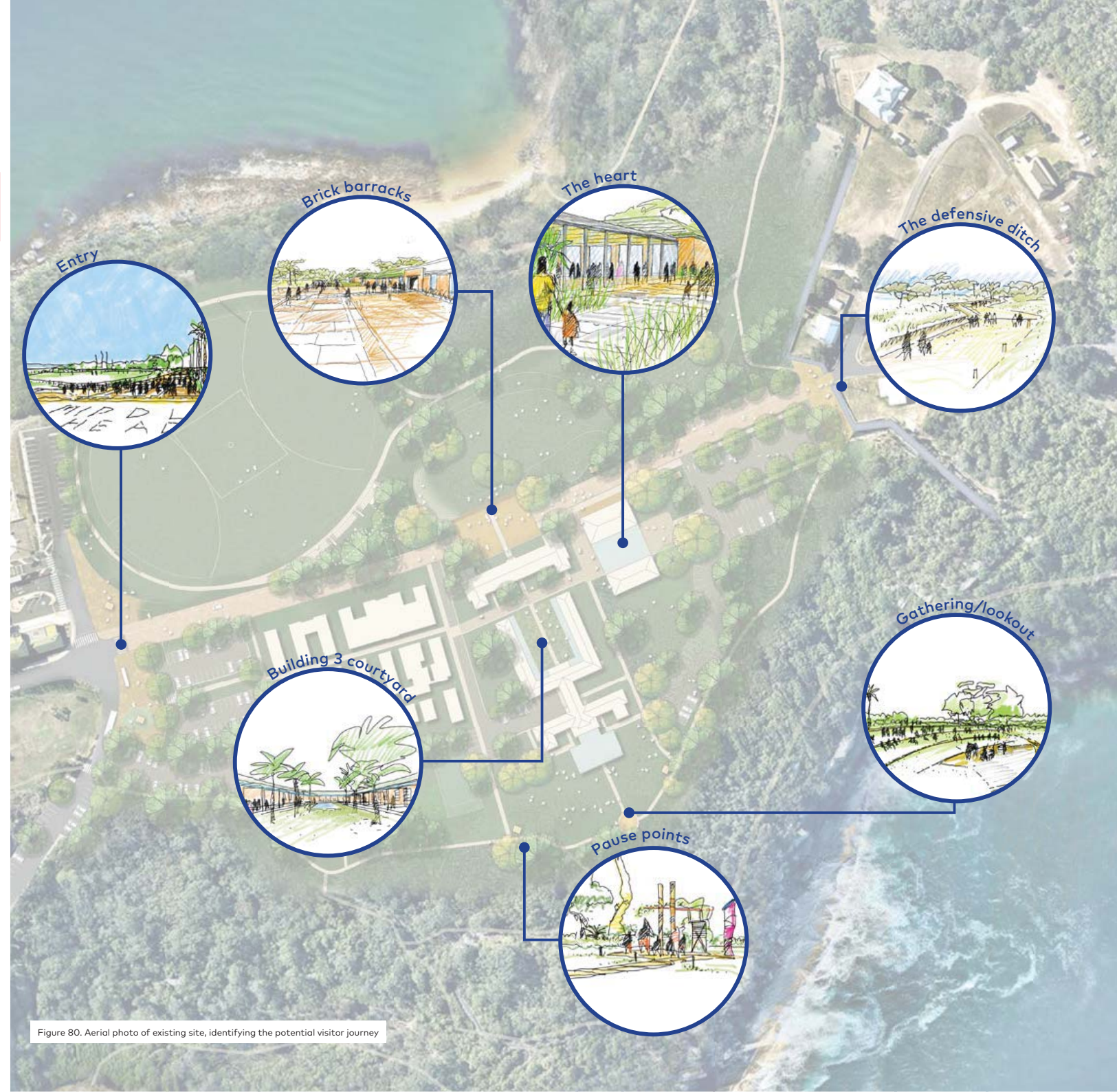


Figure 80. Aerial photo of existing site, identifying the potential visitor journey

4.5 Middle Head Oval and community sport

The existing oval is used by a variety of summer and winter sports throughout the year. The change in topography around the oval allows the draft master plan to enhance and welcome visitors and locals to the site by reconfiguration of the oval and relocation of the changing facility.

- Addressing the orientation of the oval and how best to incorporate preference for a programme of spaces and facilities that maintains its current use as primarily community sports
- The oval surface to be a natural surface
- The oval exploration and configuration can link the facilities to the wider precinct and allows the entry to Middle Head / Gubbuh Gubbuh to open up
- Existing sports changing facility to be relocated to open and enhance views at the entry to the site
- The proposed built form will work with the existing vegetation and sloping of the site to allow a sensitive intervention
- The reorientation of the existing oval will maintain the capability to accommodate current uses while allowing for additional space around the oval for pedestrian movement and nodes for views to the north

Café and changing facility

The draft master plan proposes the examination of the guardhouse building and associated current café function. Detailed design examination is required when the changing facility is being considered for relocation. This is due to the close proximity of both functions and the sensitive nature of site. This combination of actions is considered a long-term position requiring detailed architectural examination with stakeholder and user consultation. The examination must consider the impact on existing mature trees. Removal is not considered warranted or at this initial stage as necessary. The examination in design must consider the options of sport changing facility footprint and scale and the potential for combining both functions into a single facility. Design options in examination must also consider whether the café function remains as standalone in the site within the existing building. Further consideration must be given to the long term potential for relocation of the café function to be integrated within the proposed interpretation centre.

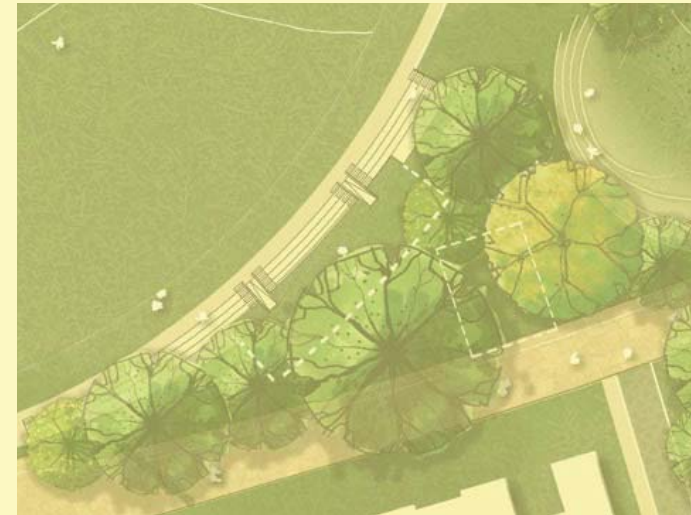


Figure 81. Plan showing the proposed location of the changing facility



Figure 82. Section/elevation of oval and changing facility - east to west

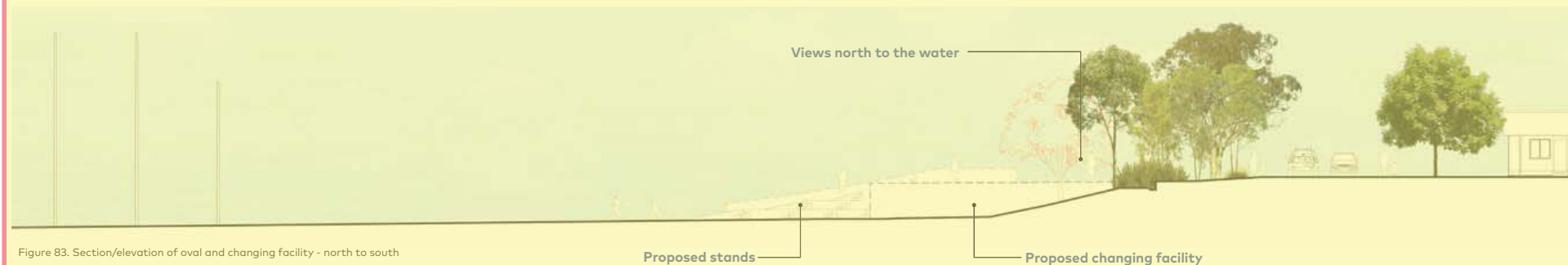


Figure 83. Section/elevation of oval and changing facility - north to south

4.5 Middle Head Oval and community sport



Figure 84. Existing oval and changing facility



Figure 85. Proposed oval configuration and changing facility

4.6 Regeneration and adaptive reuse

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 our understanding and appreciation of the natural and cultural heritage of the area and each former base
- Provide exceptional venues for people to appreciate the park, the headland and the harbour
- Suit the basic and simple character of buildings, ie. do not require extensive additional services or amenities that would inevitably alter and diminish the heritage value and character of the places
- 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
- Are able to 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 particular characteristics of the place eg. 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
- Have minimum reliance on private vehicle use at times of peak traffic flow in the neighbouring areas and are compatible with development of public transport, shuttle services or water transport
- Uses that would fulfil the above requirements may include a range of leisure, recreational, cultural, informal educational and community uses. Other uses (such as residential in existing dwellings) may be 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
- To remove highly intrusive buildings and pavements where 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

Precinct entry and Middle Head Oval changing facility

The master plan investigation examined the oval, the changing facility and the precinct entry.

The master plan proposes relocation of the changing facility function from its existing location to the eastern portion of the oval. The sport facility is a visually intrusive element, as it obstructs views to Middle Harbour when entering the precinct along Middle Head Road. Additionally the building is near end of life and presents a number of codes and standards compliance issues.

Relocation of the changing facility function is proposed and will be further explored with Mosman Council and local sporting groups, in the less visually intrusive location on the eastern side of the oval where shown.

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 reused in a manner that facilitates 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, well-being, cultural activities, small scale retail etc. The adaptive reuse 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 in a manner that is 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

Examination of the timber buildings

The Harbour Trust has undertaken detailed examination of retention of the timber buildings. This examination is in the form of reports by specialist consultants as follows:

- Heritage Impact Assessment (2022 Lucas, Stapleton Johnson Heritage Planning)
- Heritage Impact Assessment Supplementary Report : 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 1950's: Comparative study of two storey military barracks. (June 2023 Dr Terry Kass/ Lucas, Stapleton Johnson Heritage Planning)

- 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 reused 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 and the reasoning for this action is outlined as follows:

- The buildings occupy a parcel of land that is considered highly sensitive in terms of natural heritage values of place. Whilst the buildings are currently dormant it is noted that the adjacent land parcel lookout to Cobblers Beach contains threatened or endangered species. Adaptive reuse 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.

- 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)
- Expert Review: Independent Review of the proposal to remove of Middle Head Timber Barracks buildings. (2023, Dr Jane Harrington)

First Nations intangible values are considered significant in relation this proposed action. The sheltered waters of Middle Harbour and the direct link/lookout to the harbour that this land parcel provides supports and enhances the First Nations intangible values of place. Retaining the buildings for adaptive reuse is considered to erode or set aside these First Nations values.

- Whilst the remnant buildings present some military heritage significance this is noted as 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 consideration to the value of cultural values of the place.
- In broader urban and local context the existing timber buildings are highly visible and considered intrusive in the landscape when viewed from Balmoral and across Middle Harbour.
- 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 provide significant public domain benefit that supports and enhances the core heritage values of place.

Further subordinate reasoning is provided below:

- 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, BCA Section J environmental considerations and other BCA compliance issues) if adaptive reuse was to be considered
- The buildings are sheathed 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 reuse 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 reuse (beyond non-habitable storage) was to be considered

4.6 Regeneration and adaptive reuse

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 (for example, 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. A variety of uses including passive open space, picnic and children's playgrounds and tree reserves.

The utilisation of the foreshore provides opportunities for strategic locally indigenous landscaping to be conducted which would enhance the habitat connectivity of the foreshore environment within the precinct. All proposed foreshore works however should be conducted in a manner to avoid impacting the area (e.g., raised platforms and cycleways).

- Potential to include shells/artwork to be worked into the paving which could look different depending on perspective around the site
- Spaces around the site to create ritual in this area, to connect with ancestors

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 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. The proposed relocation of the sports facilities will allow the arrival point to Middle Head / Gubbuh Gubbuh to be improved with new landscaping and views across the oval.

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 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 which are not possible elsewhere in the park.

Other landscape improvements will include:

- The retention and enhancement of 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. Trees that are too close to buildings should be monitored and may need to be removed if they threaten to damage the buildings
- Retention of plantings between brick barracks and the oval to provide visual screening
- Introduction of stormwater collection from hardsurface areas/roofs

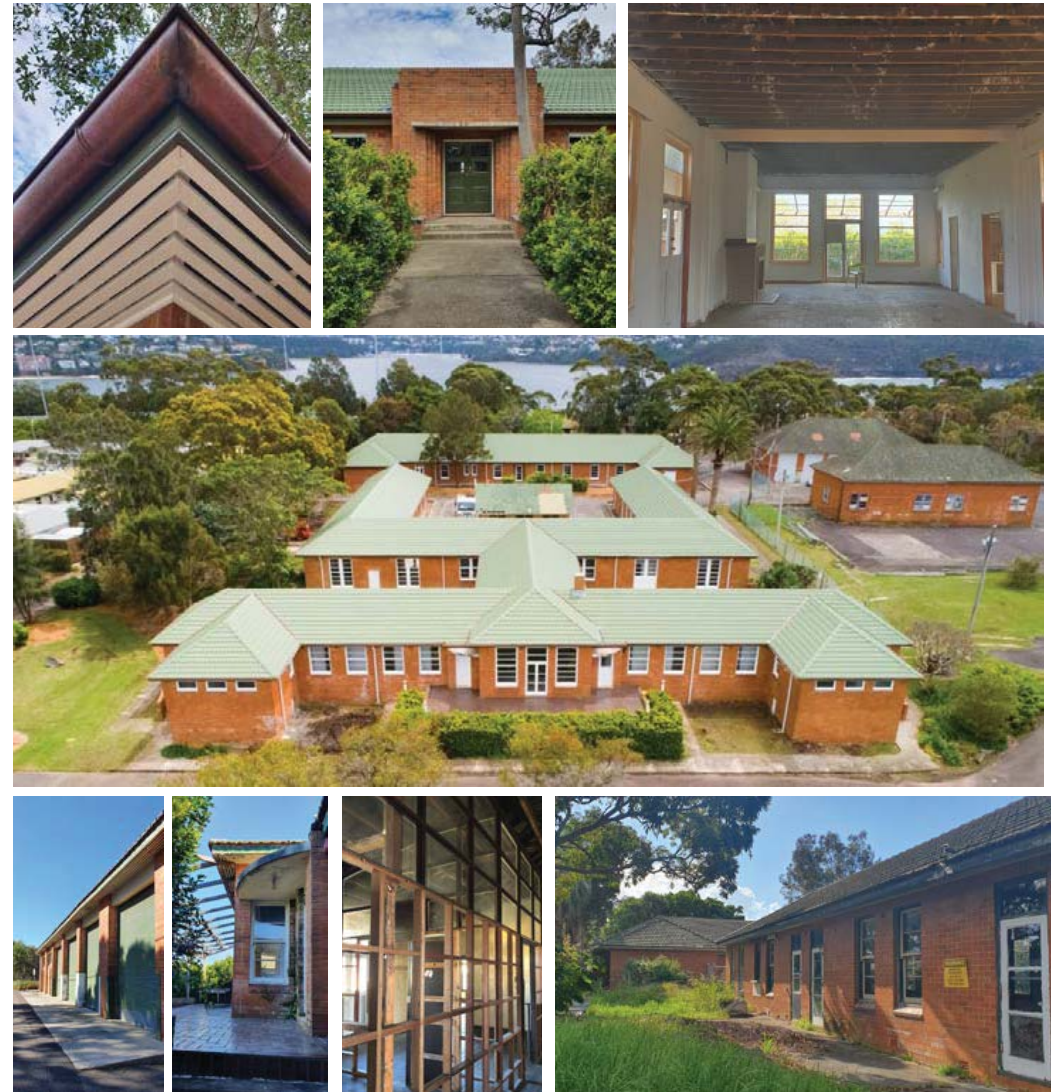


Figure 86. Existing heritage built form throughout the brick barracks. Source: Harbour Trust

4.7 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 draft master plan presents intent and guidelines of use that are considered appropriate to the site. As a non- statutory document the draft 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 sites long term financial stability and sustainability.

Harbour Trust leasing and rental subsidy policies

The Harbour Trust is a self-funding agency responsible for the planning and management of its sites around Sydney Harbour. It is reliant on the income it generates, principally from the use of its buildings, to deliver the objectives and priorities set out in the *Sydney Harbour Federation Trust Act 2001*, the Harbour Trust Comprehensive Plan, Management Plans and Corporate Plan.

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

The principles of 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 the achievement of 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

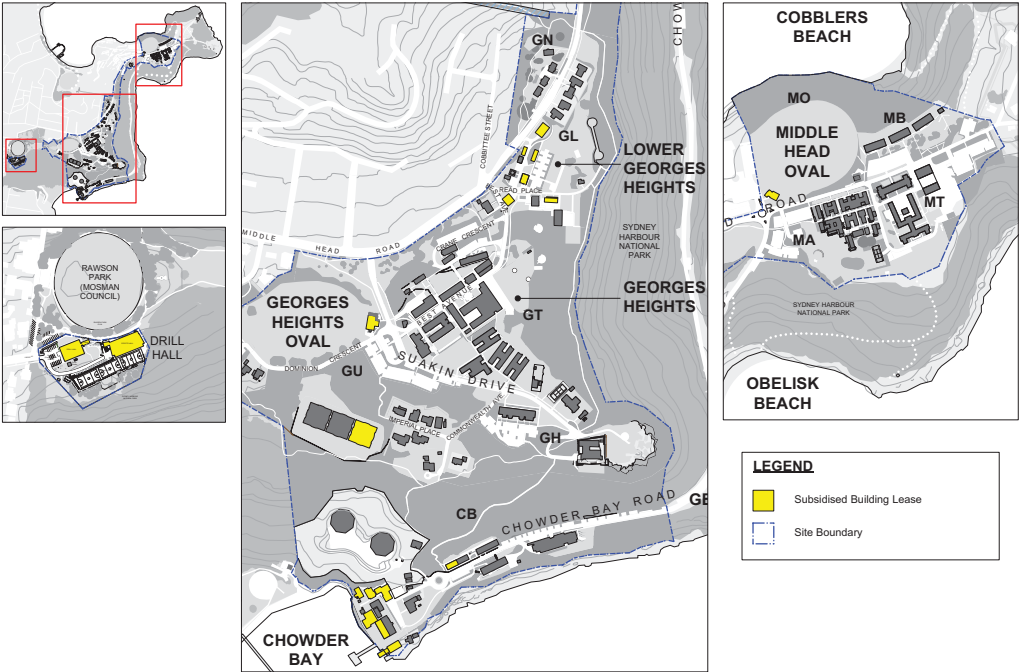


Figure 87. Site plan - buildings subject to subsidised rentals/lease

4.7 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 'what can and can't be done'. 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 600m², 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 1150m² in total footprint and domestic single storey in scale. The southern portion of the building and connecting spaces to the courtyard were formally 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 is approximately 900m².

The garages are in essence 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 to undertake its work.

Uses that are 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 – formally 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 and public domain 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. There are two primary reasons for this, firstly accommodation whether short or long term mean guests require privacy, this requirement would isolate the buildings and mean the public nature of the connecting spaces, courtyard and surrounding spaces would suffer. This is considered detrimental to the values of place. Secondly, 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, alteration of the fabric to achieve compliance to code requirement for accommodation presents significant capital requirement. 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 building code 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). Note: 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. These principles or key elements are drawn from the key actions of the draft master plan.

- 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 88. This diagram illustrates the functional use framework and building floor plan areas

Garage Buildings (Building 6 and 7) incl link (900m²) Building 3 north (730m²) Courtyard
Building 1 (600m²) Building 3 south (420m²)

4.7 Functional use of the buildings

Modelling and examination of options

Analysis of options for modelling can be regarded on a spectrum or range of use. 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, startups, etc.). Options can then be generated that provide guidance as to the Harbour Trust intent commercially 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 (Building 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 (Building 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 alternate use 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 (Building 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.

Draft master plan preferred use model

The draft master plan preferred use model of functional use is Model 2. The primary advantages are considered as follows requiring further examination in detailed design.

- 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 that is considered most likely to ensure a sense of community ownership and variance of use that is likely to engender day to day life to the precinct without commercial tenancy dominance
- Across the modelling 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 (Building 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 of people 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 St is commercially tenanted.
- Within the proposed functional use framework and modelling, the Harbour Trust will assess proposed tenancies with reference to the Harbour Trust's leasing and subsidised leasing policies



Figure 89. This diagram illustrates 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 |

4.8 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.

The example of the Western Australia Museum that used a light structure to combine heritage building and use the space for movement and activities. Also the Cargo Station is an example of integrating new and heritage to bring harmony into the architecture and space.

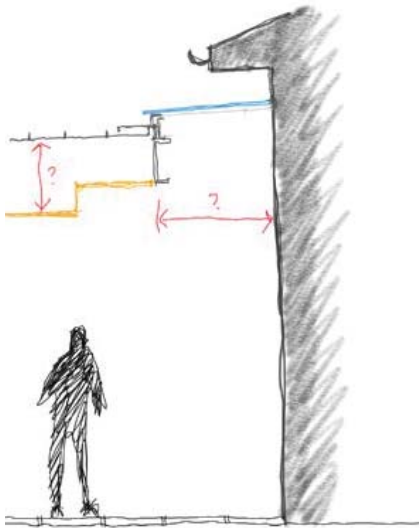


Figure 90. Architectural detail



Figure 91. Precedent from Western Australia Museum, Perth.



Figure 92. Potential connection between the Garage Buildings (Buildings 6 and 7)



Figure 93. Precedent from Cargo Station, Riga.

4.8 The architectural design language

A covered courtyard

Using a similar architectural language to the glazed space between the heritage 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 for the end users but also serves as a vector line, guiding them through the space and metaphorically frames 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 canopy cover to be demonstrated at Middle Head / Gubbuh Gubbuh with minimum structure where possible and sensitivity to the heritage interface.

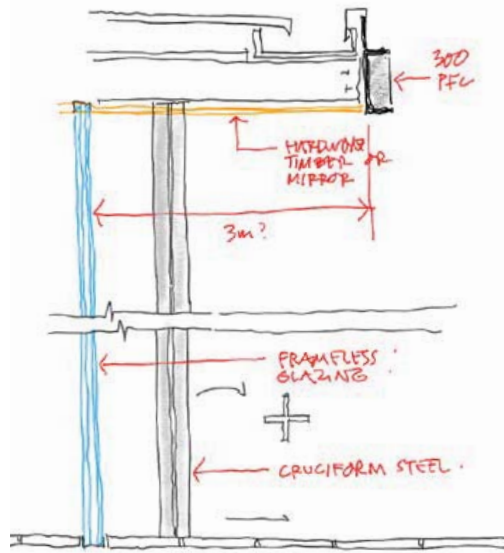


Figure 94. Architectural detail



Figure 95. Potential courtyard north of Building 3



Figure 97. Potential path around Building 3 with a canopy cover

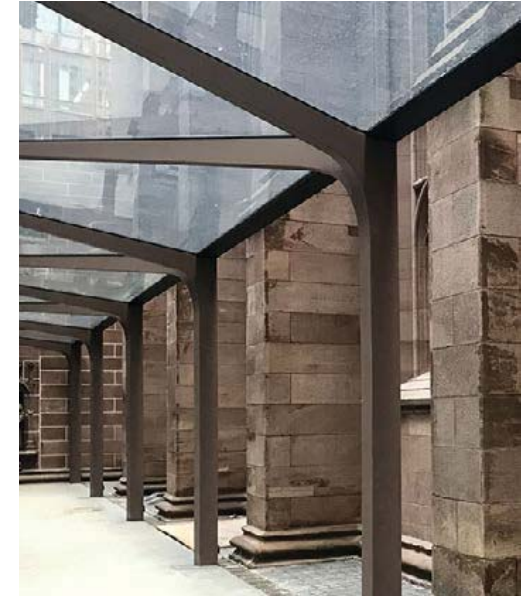


Figure 96. Precedent from Trinity Church, New York.



Figure 98. Precedent from Campbell's Cove Promenade, Sydney.

4.8 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.

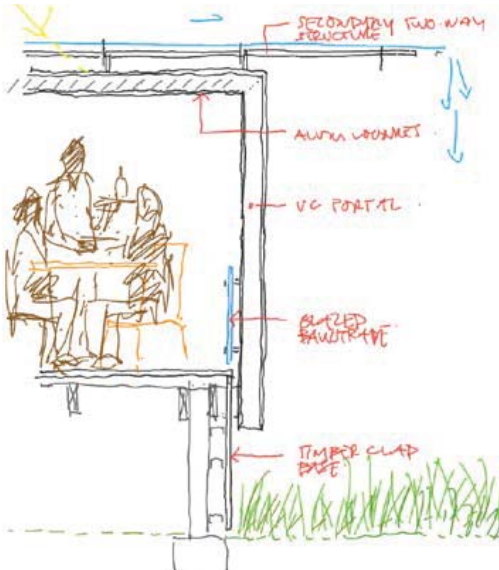


Figure 99. Architectural detail



Figure 100. Potential food and beverage zone south of Building 3



Figure 101. Potential seating area with a canopy cover



Figure 102. Precedent from Coal Loader, Sydney.

4.8 The architectural design language

Site connections

The site is strongly defined by both, an east-west and a north-south axis with the latter being 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 103. Proposed connection point throughout the brick barracks



Figure 104. View of pedestrian and vegetated connection between Buildings 1 and 3



Figure 105. View of Building 7



Figure 106. View of pedestrian connection between Buildings 7 and 1

is provided for guidance of future design. Detailed traffic analysis is considered a first action of design that adopts the intent and principles outlined within the master plan.

4.9 Proposed vehicle access and movement

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. This is primarily due to three factors (i) limit of available land area space to accommodate growth (ii) multiple users and demand, particularly in summer months and at weekends and (iii) the high level of natural and cultural heritage sensitivity.

Generally, the draft master plan proposes

- Limited reconfiguration of Middle Head Road to create a pedestrian friendly shared zone
- Reconfiguration of the entry condition (adjacent the current roundabout)
- Removal of existing car parking to the north of Middle Head Road
- Reduction of car parking hardstand to the east of Building 7
- Construction of additional car parking capacity to the west and south of the ASOPA complex
- Phased works to grow capacity with demand over a mid to long term basis with a maximum car parking capacity for the precinct in order of 330 car spaces, representing an increase of 38% from the existing 206
- The proposed increase in spaces provides a peak demand capacity increase of 200% on the current condition and is regarded as the balance position or threshold beyond which management of space becomes necessary or additional space (hardstand) is intrusive on the site and erodes natural and cultural heritage values

The primary objectives of reconfiguration proposed within master planning are as follows:

- Limit the visual impact of car parking hardstand on areas considered of higher sensitivity
- Provide trees as in and around parking for shade
- Enable significant improvement of pedestrian amenity and safety
- Support the adaptive reuse 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
- Increase peak demand capacity (known to be summer weekends) not simply car parking hardstand on a gross floor area (GFA) basis

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 reuse 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 considered as follows:

- 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)
- Visitation use of the Garage Buildings (Buildings 6 and 7)
- Event users (activations and or medium scale events)
- Department of Education's Environmental Education Centre
- Harbour Trust staff

GFA use analysis

GFA analysis is used in design to provide ratios of car parking requirement in terms of use in accordance with standards. The master planning car parking analysis exercise considers the existing ASOPA use (as commercial tenancy) and provides guidance in terms of future adaptive reuse 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. Meaning available capacity during current peak is in order of 80 spaces. In future use planning for constrained and sensitive sites it is therefore 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 balancing the two factors the master plan seeks a position where:

- Additional car parking spaces are analysed according to both GFA requirement and long-term future uses
- Peak demand capacity is increased by a factor in order of 200%

In master planning the design group considers this balance position as the threshold of when management of car parking becomes necessary (i.e. off site shuttling, people control and prior booking for spaces via internet 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 2009, 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 in consultation 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:

- Currently 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 may in the mid to long term 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' security gate entry zone as this area is used by the public for drop off.
- Safety concern was expressed by HMAS Penguin in consultation.

The master plan contains initial design response guidelines to the issues of traffic movement and safety at this road junction. The master plan does not provide design resolution to this somewhat complex traffic junction noting the issues require detailed traffic and civil engineering design.

4.9 Proposed vehicle access and movement

Proposed reconfiguration - Middle Head Road

The Middle Head Road alignment and character will be retained. It is noted that 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, this is considered part of the military heritage values set.

Changes in carriageway width are proposed to meet the requirements of vehicle, cyclist and pedestrian safety, and control of roadside parking and stormwater run-off. These improvements are to be designed in a manner that retains the overall open character of the roadway and expresses significant design features such as edgings.

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

- Provide bus and coach turning and stopping facilities in support of (i) safer kerb side access for public transport users to the Middle Head / Gubbuh Gubbuh precinct and Sydney Harbour National Park (ii) the education facility school excursion programming
- Improve drop-off/pick-up safety arrangements for Middle Head Oval users and separating vehicle movement from HMAS Penguin
- Improve the sense of arrival with views opening towards Dobroyd Head across Middle Harbour
- 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

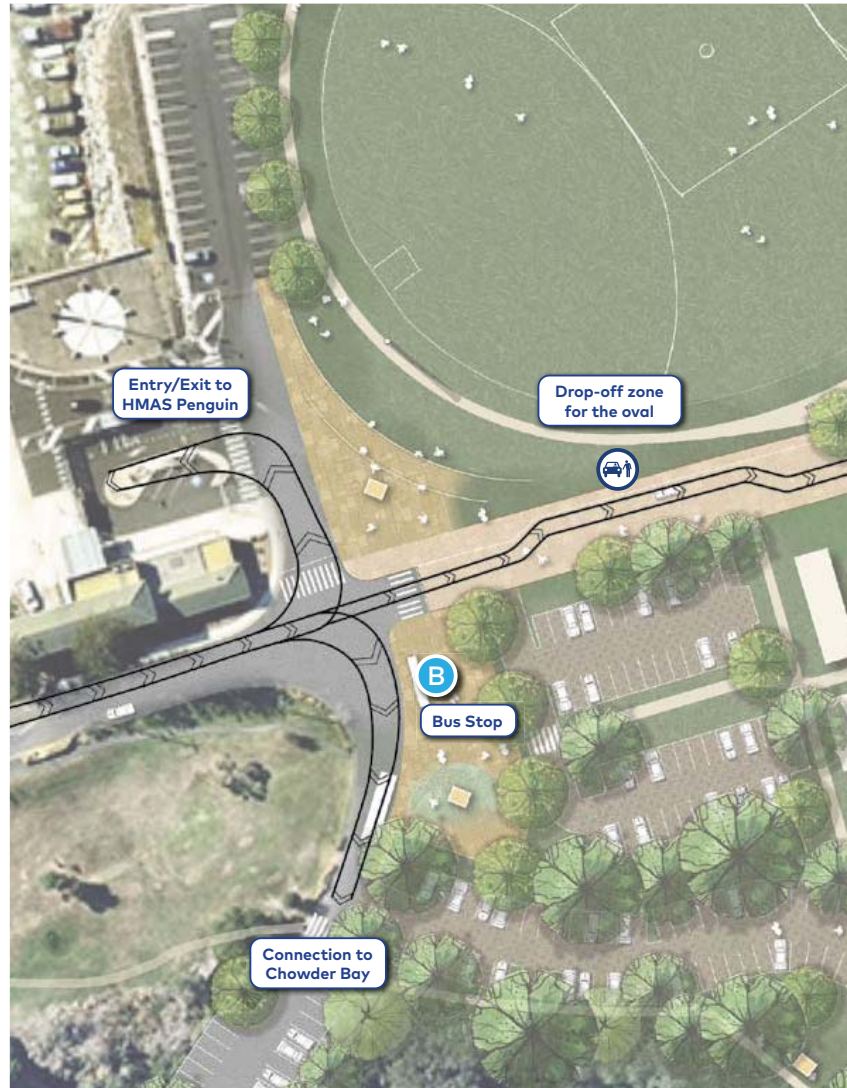


Figure 107. Proposed entry reconfiguration and swept paths for bus and drop off movement



Figure 108. Sketch of proposed reconfigured entry to the site



Figure 109. Sketch of art and pause points

4.9 Proposed vehicle access and movement

Proposed reconfiguration – precinct car parking

The draft master plan proposes reconfiguration of car parking primarily with the aim of reducing vehicle impact on the primary areas of the precinct; separating pedestrians and cars to create a walking place. The principle of reconfiguration is creating greater capacity to the west of ASOPA and reduction of capacity to the east of the brick barracks.

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

The reconfiguration of parking aims to provide landscaping and footpath between the defensive ditch and parking, removing parking around buildings such as the Garage Buildings (Buildings 6 and 7) to allow for courtyards and spill-out space and removing parking in the centre of the site.

Key actions:

In principle, the draft master plan proposes

- Removal of car parking/NPWS maintenance and storage depot areas north of Middle Head Road
- Reconfiguration of car parking east of Building 7
- Increase in capacity of car parking west and south of ASOPA buildings

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	140 (+61)
3	Car Park 3	41	0 (removed)
4	Car Park 4 (Overflow)	72	40 (reconfigure)
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)
TOTAL		319	321

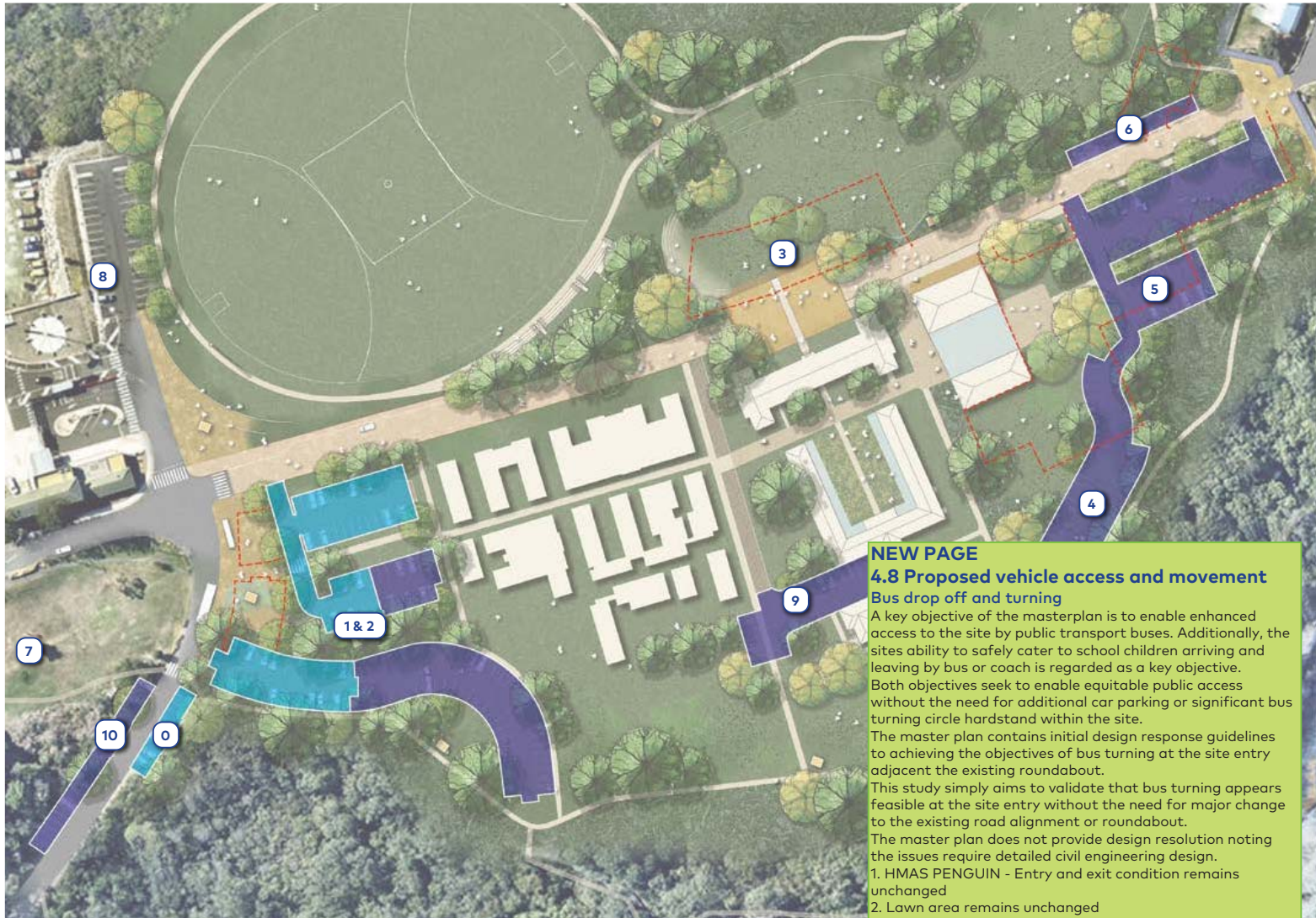


Figure 110. Proposed parking

Existing parking Proposed parking Parking to be removed

4.10 Environment, sustainability and energy

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 bush land is 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 storm water 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 bush land areas
- Discourage access to revegetation and regeneration areas, including the escarpment and steep wooded slopes below the escarpment between Cobblers Beach and HMAS Penguin
- Give priority to bush-care programs, which protect rare, vulnerable and endangered plant species and communities from disturbance and manage them in a way that will ensure their long-term conservation. This includes maintenance and ongoing management such as controlling weed growth
- Increase the amount of vegetated land within the master plan area by re-vegetating and regenerating areas that are currently degraded or where buildings, paving or fill have been removed
- Work jointly with adjoining land managers, local councils and bush-care 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 bush-care programs with management practices and programs of neighbours, local councils, fire authorities and adjoining land managers

Water sensitive urban design (WSUD)

The principles of WSUD are to be incorporated into the redevelopment 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 on-site 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. Natural systems planning recognises 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
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 on-going 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
Conveyance controls	Stormwater Collection	Investigation of options for collection of stormwater from paved areas for reuse
	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. These measures will reduce run-off velocities and reduce contaminant transport to receiving waters.
	Discharge controls	Divert flows to collection areas for possible reuse. 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.
	Phytophthora cinnamomi	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 Phytophthora cinnamomi.

Phytophthora cinnamomi

The Harbour Trust's Phytophthora Management Strategy will be implemented. Key components of the strategy include:

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"> Integrated drainage controls; Clean crushed sandstone capping; Mulched edges. 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 which has resulted from activities that have taken place on or adjacent to the lands. Middle Head / Gubbuh Gubbuh is not an exception.

Detailed environmental assessments have previously been carried out for Middle Head / Gubbuh Gubbuh which 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 to currently exist in the surface and sub-surface environments at the site is low due to the presence of suitable surface treatments being currently present 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 (LTEMP's) across all Trust sites, including Middle Head. The purpose of the LTEMP is to document procedures that are required to be implemented to manage identified risks of the site to ensure that:

- The hardstand and other surface coverings present on the site are maintained to ensure that users of the Site are not exposed to potentially contaminated soils and/or groundwater located beneath these surface coverings
- Works that require disturbance of ground surface coverings on the site are undertaken in a manner that protects the health of the workers, users of these areas 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 the procedures outlines within the LTEMP
- Ensure that public health and the environment are protected with the application of consistent and sound environmental management practices
- Reduce the potential for off-site migration and environmental impact of contaminations
- Develop management and remediation strategies in accordance with its commitment to ecologically sustainable development (ESD)
- Apply methods for remediation that meet currently available engineering best practice and community standards
- Conform with applicable federal and state guidelines, processes and requirements. Of particular relevance are guidelines made under the *Contaminated Land Management Act 1997* including the *National Environment Protection (Assessment of Site Contamination) Measure (NEPM) 1999*
- Engage accredited auditors to review the assessment and remediation process, where these issues are significant, to ensure adequately addressed

4.10 Environment, sustainability and energy

Sustainable development

Environmentally Sustainable Design (ESD) is central to the Harbour Trust's management, strategic planning and development decision-making. The concept of ESD has been 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' – National Strategy for ESD (1992).

Core ESD Principles

The *Environment Protection and Biodiversity Conservation Act 1999* 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 redevelopment 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
- Reuse and redevelopment preserves significant areas for open space as a resource for generations to come
- Development and adaptive reuse achieves reductions in the use of energy from sources, which are non-renewable or 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 reused materials and reduce waste generation
- Development minimises the use of materials, which deplete natural resources or create toxic pollution in their manufacture, use or disposal
- Buildings to be removed will be reused 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. This includes 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 WSUD 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>

5. References



Figure 111. Photo at Middle Head / Gubbuh Gubbuh from cliff edge. Source: Harbour Trust

5.1 Authorship and project team

In development of the draft master plan the Harbour Trust selected and engaged a consultancy team comprising the following firms: Lead Consultant **COX Architecture**, First Nations Consultant **Yerrabingin**, Ecology Consultant **Narla Environmental**, Heritage Consultant **Hector Abrahams Architects**, Traffic, Road and Transport Consultant, **JMT Consulting**, Bushfire Consultants, **Blackash Consulting**. The Harbour Trust supported the consultancy team through the development of the draft master plan and through the detailed stakeholder and community engagement process

Authorship

Authorship of the draft master plan is comprised of the following people whose background, experience and contribution are outlined below:

Joe Agius, Director, COX Architecture. Joe sets and guides design direction for many projects in the Sydney studio as design director. Joe has experience across sectors, including public and cultural, education, research, hotels, sports, convention, and exhibition as well as urban design and master planning. Achieving strong public domain and civic outcomes are central to his design and philosophical approach.

He has led the design of many award-winning buildings locally, nationally, and internationally. These include the Sir John Monash Centre, the Sustainable Buildings Research Centre, the NeuRA Research Centre, the Australian, Film, Television and Radio School, and The Darling. He has authored catalytic master plans for both Sydney University and Macquarie University. He has also led design teams on pivotal projects for both the Sydney and Beijing Olympics. More recently, he has worked on the Australian Museum's Project Discover (a collaboration with Neeson Murcutt + Neille), and the University of Sydney's new Faculty of Engineering Building.

Joe was the NSW Chapter President of the Australian Institute of Architects (2013-14), a board member of the NSW Architects Registration Board (2015-16) and UTS Dean's Advisory Board (2015-2018). Similarly, he was a member of the Canberra Architecture Faculty's Advisory Board from 2014 – 2016 as well as a member of the NSW Finance & Services Minister's Business Advisory Body in 2014. In 2020, he was made a Life Fellow of the Australian Institute of Architects. Joe is a current member of the NSW State Design Review Panel.

Shirin Adorbehi, Senior Associate, COX Architecture. With a background as a qualified landscape architect Shirin works exclusively on public domain, planning and urban design projects. She has a keen sense of urban environments and place making, as well as skills in developing and presenting built form solutions. Shirin has experience across Australia, as well as the USA where she worked for the City of Los Angeles.

She has been involved in the Parramatta Road Urban Transformation Precinct, North Ryde Station Transit Orientation Development, North West Rail Link, Macquarie University Master Plan, Macquarie University Roadwork, Westmead Health and Medical Research Precinct, North Head Sanctuary, Sydney Academy of Sports Narrabeen, Eastern Creek Motor Sports Precinct Vision and Indicative Master Plan and Sydney Olympic Park Master Plan Review. Shirin has also worked on international projects such as the Shanghai Yangpu Waterfront and the Puteri Harbour in Malaysia.

Christian Hampson, Director, Yerrabingin. Christian is a Woiwurrung and Maneroo man and with extensive background in Indigenous Cultural Heritage management, with over 20 years of experience leading the design and delivery of heritage programs in the public sector. Developing his passion for cultural heritage as a young man and through his long career with the NSW National Parks and Wildlife Service, Christian brings a cultural approach to collaboration, as well as a passion for great design and promoting Indigenous narratives across the Australian landscape. Yerrabingin was co-founded by Christian Hampson in 2018. Yerrabingin seek to deliver environmentally conscious native landscapes and place making designs enriched with Indigenous narratives. Yerrabingin means 'we walk together'.

Kerrie Shepherd from Yerrabingin supported the master plan development through a detailed First Nations consultation process. This role transitioned to Kerrie working closely with the design group to enrich the design response with First Nations contribution and narrative. Kerrie is a Senior Associate with Yerrabingin responsible for Community Engagement and Collaborative Design. Kerrie is a Kamilaroi Woman. Kerrie was instrumental in gathering First Nations community and supporting feedback during the consultation process.

Gabi Meek from Yerrabingin assists with facilitating the co-design process and translating outcomes of the workshop into design ideas and principles. Gabi is an Aboriginal woman with ties to New England and the Central Tablelands of New South Wales. She currently lives in Newcastle, located on Awakbakal and Worimi Country. Her passion for the phrase 'healthy Country, healthy people' fuels a desire for holistic design and natural resource management practices that are informed by Country and Indigenous cultural values. She hopes this will encourage Indigenous self-determination and land back, nurturing habitat for biodiversity and culture in urban and rural settings for generations to come.

Michael Pender, Development Advisor to Sydney Harbour Federation Trust. Michael is a development management professional with 25 years' experience in planning, design, development, project, and construction management in Australia and internationally. Michael holds tertiary qualification in Architecture and Construction Law. He has extensive experience in development of complex public projects.

Many of his projects involved planning and development of culturally sensitive sites both in Australia and internationally. He has led project teams of many award-winning sites nationally and internationally. These include project director and development management for the Port Arthur Historic Site, Tasmania; master planning and development advisory for the Monash Centre at the Australian National Memorial, Villers Bretonneux, France; project director and development management for the Al Zubara World Heritage Listed site in Qatar, and design and project management advisory roles for the Australian Government on sensitive projects in Thailand, Malaysia, and Papua New Guinea.

In 2016 Michael was awarded the UNESCO Award for Design & Construction Innovation within a World Heritage Context for the work he led on the Port Arthur Penitentiary structural restoration project in Tasmania. Michael is currently engaged by the Sydney Harbour Federation Trust under a development advisory role for the Harbour Trusts property portfolio including Cockatoo Island / Wareamah, North Head Sanctuary, Sub Base Platypus and Middle Head / Gubbuh Gubbuh.

5.2 A message of thanks

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

It is the Harbour Trust's intention to give further acknowledgement to individuals and organisations as part of the finalisation of the master plan.

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5.5 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 people 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 https://www.creativespirits.info/aboriginalculture/spirituality/welcome-to-country-acknowledgement-of-country#acknowledgement-of-country
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 Australian School of Pacific Administration (ASOPA) 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.
Budget		The PCG approved total funded sum that is to be applied to the project. Revision of this sum is a formal action by PCG under governance

Term	Abbreviation	Definition / outline of term with respect to this project
Budget breakdown		The approved breakdown of total funded sum applied to the project that is revised and approved by PCG at gates under governance. This is not to be confused with the cost plans. The budget breakdown is an internal Harbour Trust generated document.
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.
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 The Cammeraygal, variously spelled as Cam-mer-ray-gal, Gamaragal, Kameragal, Cameragal and several other variations,[1][2] were one of group 29 Darug tribes who were united by a common language, strong ties of kinship and survived as skilled hunter-fisher-gatherers in family groups that inhabited the lower north shore of Sydney
Capital works expenditure	CAPEX	
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

Term	Abbreviation	Definition / outline of term with respect to this project
Colonial heritage values		The term 'heritage values' refers to the meanings and values that individuals or groups of people bestow on heritage (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.
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 values embodied in cultural heritage 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.

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Term	Abbreviation	Definition / outline of term with respect to this project
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. In this case we can expect the Harbour Trust will refer the proposal to ENV MIN
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 the meanings and values that individuals or groups of people bestow on heritage (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 people, 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
Freedom of information	FOI	The right to Freedom of Information is set out in the Freedom of Information Act (FOIA). The act gives everyone a legal right to see information held by public bodies. Under the Freedom of Information Act all citizens have a right to request any recorded information held by a public authority , such as a government department or in this case the Harbour Trust.
Garages		Buildings 6 and 7 were termed garages as they served as vehicle workshops during the military phase of the site
Governance		Governance encompasses the system by which an organisation is controlled and operates, and the mechanisms by which it, and its people, are held to account . 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.

Term	Abbreviation	Definition / outline of term with respect to this project
Governance gates		A stage gate (sometimes called a phase gate) is a project management technique , used by/for organisations with projects that involve large teams, multiple departments and numerous stakeholders. At each of these points, work is reviewed to decide whether the project is able to move to the next stage or gate. In this case all gates are defined within Governance
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 document that considers the potential impacts of a proposed action on the heritage values of a place . 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 visitor or public interpretation . Visitor interpretation is 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 (physical, natural, social, aesthetic or spiritual). The purpose of visitor interpretation is informal education and first-hand participatory learning, often about heritage (Moscardo, 1996)
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 reused and conserved. The aims of the management plan are to: <ul style="list-style-type: none"> • Conserve and interpret the Commonwealth heritage values of • Middle Head / Gubbuh Gubbuh; • Maximise public access; • Facilitate the adaptive re-use of the precinct's buildings for appropriate uses; and • 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). https://www.harbourtrust.gov.au/media/1375/hpmiddle-head-management-plan.pdf

Term	Abbreviation	Definition / outline of term with respect to this project
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 (a master plan is bigger and will typically have financial modelling) and (ii) a master plan is generally considered an approved statutory 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 www.governmentarchitect.nsw.gov.au/resources/ga/media/files/ga/other/advisory-notes/advisory-note-master-plans-2018-09-12.pdf
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 the meanings and values that individuals or groups of people bestow on heritage (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
Operational expenditure	OPEX	
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 Balmora.'</i>
Precinct plan		The term precinct plan is a relatively new (or reused) term perhaps borrowed from recent English or European town planning context. The NSW Government recently (2020) outlined A new approach to Precinct planning has been developed to provide certainty and a way forward for precincts. This is part of our work to centre the planning system around people, places, public spaces and the environment, putting greater responsibility for planning in the hands of councils and local communities. Precinct planning typically involves a high degree of residential parameters within the urban design context. For this reason, Precinct plan should be avoided in this case as there is no residential development foreseen at the brick barracks.
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"> • Roof replacement, facade repairs and window refurbishment for Buildings 1 and 3. • General repairs and updates to conserve the heritage of Buildings 1, 3 and 7.
Pre-tender estimate	PTE	This is a document created by a cost planning consultant/quantity surveyor that takes the tender documentation and prices it in terms of benchmark market rates. The PTE will inform the cost position in terms of budget and therefore whether a tender occurs, or further work is required to reduce cost.

5.5 Terminology and abbreviations

Term	Abbreviation	Definition / outline of term with respect to this project
Project plan		A project plan is a series of formal documents that define the execution and control stages of a project. 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 provides guidance and advice on how probity issues should be addressed 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.
Probity plan		A probity plan is where a procurement is sensitive or of high value, high risk or subject to a high degree of public scrutiny to ensure that all probity issues are considered and addressed prior to the start of a procurement project. In this case probity plans set the rules for conduct and process in review of tenders
Probity report		Probity advisors provide reports to the project control group (or similar decision-making body), expressing their expert opinion regarding probity requirements describing how probity issues were managed.
Procurement or tender evaluation plan		A procurement or tender evaluation plan documents the processes, methods and people tasked with assessing tenders once received and in this case is required to be aligned with Commonwealth protocols. The plan will set out the assessment criteria across price and non-price and provide a framework for how the procurement is evaluated /reported.
Procurement or tender evaluation report	PER	<p>The purpose of an evaluation report is to:</p> <ul style="list-style-type: none"> Document the results of the evaluation of tenders received by the Harbour Trust in response to a contractor request for tender Provide documented reasoning as to the recommendation for preferred tenderer Make recommendations for the next steps in process that if successful will lead to the award of contract Record agreement of the evaluation panel to the recommended position Seek and record sponsor and delegate endorsement of the recommendations
Program of works or program		A program is a collection of projects that are managed as a group to achieve efficiencies of scale. Just as project management involves the coordination of individual tasks, program management is the coordination of related projects that are grouped together.
Project program		<p>A project program is a Gantt chart typically developed in MS Project or other software that sets out tasks, task durations and interlinking or related tasks. The Harbour Trust develops its own programs for projects and these must not be confused with construction management programs developed by contractors to manage construction tasks and time.</p> <p>In this case the project program will plot task and time in terms of all work streams (i.e. consultation, concept planning, preservation works and digital pilot). The interface of task and time across the streams is a critical aspect to programming at this point as it relates closely to consultation inputs and concept planning outputs.</p>
Project control group	PCG	Formed under governance and terms of reference the PCG is the Harbour Trusts authority under governance to direct. The key task under PCG is approving when/if a project transitions from gate to gate.

Term	Abbreviation	Definition / outline of term with respect to this project
Request for tender	RFT	<p>An RFT is an open or select competitive process in which a series of requested documents must be submitted which usually includes a proposed solution and detailed costing. The term RFT is typically used in construction tendering as opposed to an RFP (request for proposal) which is used in procurement of consultants.</p> <p>An RFT in this context will comprise a draft contract, a statement of requirement, returnable schedules, drawings and specifications</p>
Statement of requirement	SOR	The statement of requirement forms part of request for tender documentation and sets out in detail what the respondent is required to do in accordance with the contract. An SOR is required in procurement of either consulting services or construction contractors
Services infrastructure		<p>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).</p> <p>In this case the infrastructure services to the site are considered minimal, in disrepair, redundant or absent.</p>
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. The Harbour Trust has placed considerable resource to HIA in relation the structures.
Welcome to Country		<p>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.</p> <p>Source: Welcome to Country & Acknowledgement of Country - Creative Spirits, retrieved from https://www.creativespirits.info/aboriginalculture/spirituality/welcome-to-country-acknowledgement-of-country</p>

6. Appendices



Figure 112. Lookout from Middle Head / Gubbuh Gubbuh. Source: Cox Architecture



Creating extraordinary places on the world's best harbour.

Snapper
Island

Cockatoo Island
/ Wareamah

Woolwich Dock
& Parklands

Sub Base
Platypus

Chowder
Bay

Georges
Heights

Middle Head
/ Gubbuh Gubbuh

Marine
Biological
Station

Macquarie
Lightstation

North Head
Sanctuary