

6.0 ISSUES OPPORTUNITIES AND CONSTRAINTS

6.1 INTRODUCTION

This section considers the implications of the cultural significance assessments and analysis contained in sections 1-5 of the CMP for the future use and management of the place. The section addresses the technical, legal, legislative and statutory matters that are associated with planning for works, either conservation or new, and uses and management of the island. This section does not set out policy but provides a framework for the policy in Section 7 to be developed from.

As the significance of the island is the key element that will influence decision-making, this is considered first and then other factors including the necessary statutory responsibilities are addressed. It is noted that the statutory obligations arising from this section such as requirements to submit applications and comply with the various control plans that affect the island are not addressed as policy matters in Section 7 as they are mandatory requirements.

6.2 CULTURAL SIGNIFICANCE

RETENTION OF THE SIGNIFICANT CULTURAL AND NATURAL HERITAGE VALUES OF THE SETTING AND FEATURES OF GOAT ISLAND

A key outcome of the study that is reflected in the policy in section 7 is the overarching requirement to retain the cultural values of the island irrespective of future uses or management. This underpins all policy and is the fundamental test for any activity or action to take place on the island.

This does not however mean that all cultural values can or will be retained as the island, which has a complex history, with extensive overlays of periods of development, as well as natural and landscape values, will inevitably have conflicts between cultural values and the ability to operate and manage the place. Establishing a balance between cultural values based on their relative significance and the ability to interpret the place and the functional requirements that will allow the place to have a viable future is the intent of the policy. This is not a straightforward matter as each use and concept for the place will need to be tested against the policy and the significance of elements to determine if it is appropriate. Significance is a major constraint but also an opportunity to bring together many of the values of the place.

A major opportunity arises in being able to demonstrate and interpret a history from Aboriginal use through the very significant 1830 period to the present day in one defined location with controlled access.

The policy also does not attempt to set out a masterplan for the place or to make specific recommendations on use, financial viability of various options but rather to provide a sound framework against which to test such concepts and proposals.

The policy is also not constrained by how viable any action or use may be but rather seeks to set out preferred outcomes, standards and core requirements that should be achieved with any future direction.

It is clear that there are a range of possible operational models for the future management of the place varying from, at one extreme, full government sponsorship of the island, including its conservation and future management with free public access to, at the other extreme, leasing the island with little or no government support.

Future constraints on any use or activity on the island include:

- the anticipated high cost of conservation and maintenance works that would be required to retain the significance of the island's fabric
- the cost and difficulty of providing safe and equitable public access

- the well-documented difficulty of sites such as Goat Island becoming self-supporting and self-sustaining financially without significant changes of use, management and access
- the difficulty of providing viable commercial uses that can generate income to support the future of the island, should this approach to future management be considered.

IDENTIFICATION OF OPPORTUNITIES FOR FUTURE USE

The opportunity factors that influence the selection of future uses include:

- the superb location of the island with its views in all directions but particularly to the city and harbour bridge
- the location of the site in relation to major Sydney events such as new year fireworks and harbour based events and activities
- the relative ease of access for staff and visitors with close ferry wharves and transport routes and good wharfage
- the range of buildings that are capable of adaptation for other uses in addition to the buildings that should only be used for interpretation
- the areas of open landscape that are attractive and easy to utilise for public benefit
- the separation of the island into discrete areas that allow a number of uses or activities to take place simultaneously
- the rare and functioning shipyard facilities that can provide ongoing use
- the extensive wharfage (even allowing for removal of deteriorated and redundant wharves in some areas) that could accommodate a range of maritime activities
- the good provision of amenities and facilities across the island and the capacity of the island's services to accommodate considerable levels of use
- the robust nature and character of much of the island that is suitable for public access
- the well-defined and maintained paths and access across the island
- the potential to enhance the natural vegetation re-growth across the island to recover its earlier vegetated more natural appearance in the harbour, particularly as seen in views from the city and Darling Harbour.

CONSTRAINTS ON FUTURE USE

The constraints that will affect future uses of the island include:

- the relative level of significance of any structure or element that is proposed to have a future use and how implementing that use will affect that significance
- the ability of each structure that is capable of alternative uses to be adapted for a particular use particularly related to BCA and OH+S compliance issues
- the level of public access that will be available overall if specific buildings or areas are used for non-publicly accessible uses
- the compatibility of any use with the Plan of Management but also with other uses on the island and the ability to interpret the island with each particular use
- aligning potential uses with the objectives of the place as a National Park and the requirements for public access and good management
- retaining the characteristic of "quiet enjoyment" and isolation that are key features of the place with any proposed use or range of uses
- the impact of uses on the natural values of the island and the capacity of the island to accommodate any use or group of uses

- the extent to which any use either requires financial support or can contribute financially to the conservation and management of the island
- the ability of the use to be serviced given that access is by water and the implications of access and handling and storing of materials and goods
- the number of personnel and visitors that can be accommodated on the island without creating other adverse impacts on either the infrastructure or landscape of the place

6.3 HERITAGE CURTILAGE

The curtilage of the island is the whole of the island itself above the high water mark and the wharves and specific elements that extend into the harbour below high water mark that are identified on the site plan. This does not directly correlate to the SHR listing boundary and an outcome of this study is the recommended adjustment of that listing boundary to include all of the elements of the island above and below high water mark.

As an island the setting needs to be the whole of the place as it operates as a discrete and defined area, this is often not the situation with heritage sites which adjoin other sites and which may overlap adjacent sites in terms of curtilage.

The curtilage also extends beyond the immediate site and the location of the island at the confluence of the main harbour and Darling harbour is a key aspect of its setting. It is however not considered necessary to define this as the harbour links many sites and provides a context for many aspects of heritage significance. An expanded curtilage or setting is not recommended.

6.4 VIEWS AND VISTAS

Views to the island from the identified vantage points from headlands and foreshore areas around the harbour and the water are significant and need to be retained. This will constrain the island in two ways: it will limit the construction of new buildings or elements that may impact on views to the island and it may result in some features or structures being removed to recover some of the significance of views to the place.

There are also views from the island in a wide range of directions and from a number of locations that are identified as significant. These also need to be retained and in some areas, where the opportunity arises, enhanced.

The major constraints related to views is that no works should take place that adversely impact on identified views where opportunities may arise and to enhance or improve views.

6.5 CONDITION AND INTEGRITY OF BUILT FABRIC + LANDSCAPE

The building fabric across the island varies considerably in condition, integrity and in maintenance needs. All built elements require conservation and maintenance and a number of structures and features require extensive work. This is addressed in more detail in the building data sheets. Some features are in an advanced state of deterioration and some will not be recoverable. This applies to sections of the wharves in particular.

Without considering future uses or the level of funding available a strategy needs to be developed to approach conservation and maintenance across the site with the priorities of preventing further loss of significant fabric, anticipating deterioration and undertaking preventative work and conserving the most significant elements of the place. This will assist in guiding budgeting and funds allocation in the future to ensure that essential and critical works are carried out.

The following is a brief outline of factors or areas of work that will guide the process of conservation and maintenance planning.

- 1 Repair and secure all roofs to all structures to be retained on the island to prevent water penetration.
- 2 Repair all roofwater systems to ensure they are working, correctly graded and clear, continue to maintain these elements on a regular basis.
- 3 If underground drainage systems are not working temporarily divert water away from buildings and sensitive areas.
- 4 Resolve the drainage around the magazine complex as a priority.
- 5 Secure failing or failed external timber elements of buildings, if necessary temporarily remove and store elements to prevent loss of material.
- 6 Establish a priority external painting and repair program based on urgency of work to maintain fabric rather than on significance and implement.
- 7 Undertake detailed assessments of each building as part of establishing a building and works audit system for the island that can be routinely monitored.

CONSERVATION ISSUES

The island has a wide range of conservation needs and issues that will require specialised input in most situations to determine the best and most appropriate work. This is beyond the scope of a CMP to consider except in the broadest terms.

Key conservation issues (apart from routine maintenance) relate to:

- The colonial sandstone buildings and sandstone site elements, related to causes of deterioration of stone and appropriate solutions to repair and replace stone
- Colonial drainage systems
- Timber wharves
- Industrial features that are in use and which may require upgrade to allow ongoing use
- Conservation of industrial elements of the site that are not in use
- Removal of intrusive finishes into significant buildings such as concrete floor slabs
- The impact of additions to very significant buildings. In some locations damage is being caused to early buildings of National and State significance from the addition of later buildings or elements which are also significant. This will need to be resolved after consideration of a wide range of factors.
- The impact of vegetation and landscape on sites and archaeological remains
- The impact of paint over stone and brick buildings
- How to conserve paths and built landscape elements
- Conservation of the movable heritage

PUBLIC LIABILITY ISSUES AND RISK MANAGEMENT

Goat island, being an island with natural edges, escarpments, tidal rises and falls, quarries, high walls and a range of paths and stair types, that in a number of locations do not comply with current BCA or OH+S standards, as well as irregular wave action around the foreshore created by ferries and other large boats, presents a range of risks to visitors and users of the island that need to be recognised, considered and managed.

Risks fall into several categories and should be managed accordingly.

First, there are risks related to parts of the place that are unsafe due to deteriorated fabric, etc. These will be addressed as part of the conservation works.

Second, there are risks from elements that are part of the place and are used, and which have heritage value but are not compliant with current standards and which cannot be made

compliant. Each one of these items will need to be assessed for risk related to location and the nature of future use and specific solutions proposed.

Third, there are risks from features that are dangerous, such as drop-offs in accessible locations, that need to be rectified or managed with a protective measure. These are elements that are easily defined and can be rectified as part of future works.

Fourth, there are risks that a visitor would expect to find in a natural landscape such as rock ledges, the foreshore escarpment, etc., that would not usually be protected. Many of these areas are presently protected by restricting access, others occur in remote locations. Fencing or similar may be required to prevent access to specific areas.

There are also the expected OH+S issues related to undertaking work and allowing visitors into and onto parts of the site such as the shipyard where work is taking place and where risks can be identified and managed.

There may also be risks related to contamination from lead paint or activities that have taken place on parts of the island that are beyond the scope of this CMP to assess.

Addressing risk and developing appropriate and consistent approaches to areas that may contain risk is a key part of policy development.

LANDSCAPE ISSUES

The overall condition and integrity of the landscape of the island is mixed. It comprises indigenous species, re-growth, introduced cultural plantings, invasive plantings including self-seeded introduced plantings and extensive areas affected by weeds.

A constraint or requirement for any future management of the island will be the continuing eradication of weeds and management of the vegetation to retain significant plantings but generally to recover the indigenous or natural vegetation cover for much of the island.

Considerable work towards this has been undertaken by NPWS since 1993, however landscape management will continue to be a key issue in the future of the island.

6.6 STAKEHOLDERS

Consultation during the preparation of this plan has been limited to meeting with the project steering committee and the community reference group. However extensive consultation with stakeholders and the public has been undertaken previously including:

- government stakeholder and community meetings
- public exhibition of earlier documents and proposals
- site tours of Goat Island
- a community possibilities workshop held at the State Library

NPWS has received both quantitative and qualitative feedback which has helped the Service understand the communities' needs, expectations and concerns for Goat Island.

This plan will be placed on public exhibition as a final draft and any further submissions or comments considered prior to the finalisation of the plan.

6.7 VISITOR USE AND INTERPRETATION

A core activity as part of the Sydney Harbour National Park and arising from the exceptional heritage significance of the place is public access related to interpretation. These are essential elements of the future of the island.

Constraints on visitor use arise from:

- The extent of risks on the island for visitors

- The number of visitors that can be accommodated without adverse impact on the environment of the island
- The activities for visitors to participate in while on the island
- The facilities and amenities available for visitors while on the island
- Transport limitations in getting on and off the island
- Limitations that arise related to disabled access around the island
- Restrictions on parts of the site that are in active use

The nature of the island does not support unrestricted visitor access due to risks and potential conflict with other uses. A constraint will be that visitor access needs to be organised, managed and controlled to conserve the heritage and natural values of the place.

Determining visitor numbers is an important aspect of visitor management but is difficult to determine without specific uses for the place. Determining duration of visits is also difficult until the range of potential activities on the island is known. It is anticipated however that visitation will be planned by most visitors as the site is not easy to access and that visit lengths would vary between half and a full day. Even a cursory visit to the island takes several hours and if a guided tour or similar plus refreshment break takes place, a half-day would be a minimum stay.

Visitation needs to be integrally linked to interpretation.

6.8 STATUTORY OBLIGATIONS

Goat Island is managed by the NSW National Parks and Wildlife Service (NPWS), now part of the Department of Environment and Climate Change (DECC).

The majority of the land mass of Goat Island was gazetted as part of Sydney Harbour National Park in 1995. The wharves around the island, slipways and ship repair buildings were excluded from gazettal but vested in the Minister administering the *National Parks and Wildlife Act 1974*.

PERMISSIBILITY OF ACTIVITIES IN A NATIONAL PARK

The *National Parks and Wildlife Act 1974* and *Regulation 2002* prohibit some activities and allow others in certain circumstances. Policies and plans of management (PoMs) are used to define the circumstances in which DECC may permit these “permissible” activities to occur. Policies regulate activities on a state-wide or park category basis, while PoMs regulate by park or by areas within a park.

THE NSW NATIONAL PARKS AND WILDLIFE ACT 1974

This act provides statutory protection for all aspects of the natural and cultural heritage of Goat Island gazetted as part of Sydney Harbour National Park.

The Act provides the following objectives and principles for managing a national park:

Objectives: The purpose of reserving land as a national park is to identify, protect and conserve areas containing outstanding or representative ecosystems, natural or cultural features or landscapes or phenomena that provide opportunities for public appreciation and inspiration and sustainable visitor use and enjoyment.

Principles:

- (a) the conservation of biodiversity, the maintenance of ecosystem function, the protection of geological and geomorphological features and natural phenomena and the maintenance of natural landscapes,
- (b) the conservation of places, objects, features and landscapes of cultural value,

- (c) the protection of the ecological integrity of one or more ecosystems for present and future generations,
- (d) the promotion of public appreciation and understanding of the national park's natural and cultural values,
- (e) provision for sustainable visitor use and enjoyment that is compatible with the conservation of the national park's natural and cultural values,
- (f) provision for the sustainable use (including adaptive reuse) of any buildings or structures or modified natural areas having regard to the conservation of the national park's natural and cultural values,
- (g) provision for appropriate research and monitoring.

The Act requires that a plan of management be prepared for each park and reserve. A plan of management (PoM) is a legal document outlining how an area will be managed. Although not part of the national park, the wharves are managed in accordance with the NPW Act and the PoM.

Part 12 of the Act (Section 151) generally deals with the granting of leases, licences and easements over reserved lands, including national parks.

Under Section 151B, the Minister may grant a lease of land within a reserve to enable the adaptive reuse of an existing building or structure on the land for any purpose specified in subsection (12), whether or not it is a purpose for which the land is reserved, providing the uses and building locations are identified in the Plan of Management.

Also under Section 151B a licence may be issued for occupation and use of land, building or structure within a reserve for any purpose (whether or not it is a purpose for which the land is reserved), providing:

- the land is a modified natural area, and
- the licence is granted for a term not exceeding 3 consecutive days.

Under Section 151C, leases for the purpose of permanent residential occupation are limited to NPWS officers whose place of employment is in the vicinity of the residence or for occupation which facilitates:

- the maintenance and security of the reserve, and buildings and facilities on or in the reserve, or facilities passing through the reserve such as a road, transmission lines and pipelines, or
- the provision of services to tourists and visitors to the reserve,
- the provision of educational and research facilities in the reserve.

Part 1 of the Act indicates that the objects of this Act are to be achieved by applying the principles of ecologically sustainable development (ESD). ESD as defined by the Environmental Planning and assessment Act 1979 requires the effective integration of economic and environmental considerations in decision-making processes. ESD can be achieved through implementation of the following principles:

- The precautionary principle,
- Inter-generational equity,
- Conservation of biological diversity and ecological integrity,
- Improved valuation, pricing and incentive mechanisms.

THE SYDNEY HARBOUR NATIONAL PARK PLAN OF MANAGEMENT 1998 (AMENDED 2003)

The PoM emphasises the conservation, use and interpretation of the range of historic places within the park. The plan requires that detailed precinct plans be prepared for various

precincts within Sydney Harbour National Park, including Goat Island. The precinct plans are to be informed by conservation management plans prepared in accordance with the NSW Heritage Act 1977, landscape plans showing routes of access and any proposed landscape changes, relevant threatened species recovery plans and a review of Aboriginal heritage values. The precinct plans are to identify existing infrastructure, natural heritage values, social values, potential threats, constraints and opportunities. The precinct plans are to be prepared with input from the community and a draft exhibited for public comment as an amendment to the Sydney Harbour National Park Plan of Management.

The PoM provides for the following specific objectives for Sydney Harbour National Park:

- Management of the park as part of a land management system which protects the natural and cultural heritage and scenic amenity of Sydney harbour;
- Restoration and interpretation of the significant values of the park;
- Conservation of historic structures and their settings;
- Interpretation of a range of historic places which illustrate important aspects of Australia's history;
- Provision of outdoor recreation opportunities which are compatible with the protection of the natural and cultural values of the park and complement those available elsewhere in the centre of Sydney; and
- Promotion of the park as an important, readily accessible recreational and educational resource for metropolitan Sydney.¹

As an overall strategy, the PoM states that on Goat Island, emphasis will be given to the encouragement of public and commercial uses for the buildings which will promote their conservation and interpretation.²

The PoM provides the policies and actions in relation to the landscape, Aboriginal heritage, historic heritage, native and introduced plants, native and introduced animals, fire management, promotion and interpretation, recreational opportunities and management operations. Those of direct relevance to Goat Island are as follows.

Landscape Policies

- The landscape and scenic qualities of the park will be conserved.
- The naturally vegetated areas of the park and significant cultural landscapes will be maintained.
- Areas subject to non-natural erosion and instability will be rehabilitated.
- All construction works carried out within the park will incorporate soil erosion and sedimentation control principles and practices...
- No new developments will be permitted which are likely to impair the scenic view scapes or the natural skyline within the park when viewed from either the water or the land.
- Rock faces will be protected. Cuts into rock and other structural works will be minimised.
- Erosion control and rehabilitation work will be progressively undertaken on eroded sections of roads, tracks and seawalls.
- Where practicable Hawkesbury sandstone or its derivatives will be used in any walking track construction, erosion control or landform stabilisation work in the park.
- Visitor and management structures which detract from the scenic values of the park will be screened by planting.

¹ NPWS, Sydney Harbour National Park Plan of Management, 1998, pp.8-9.

² NPWS, Sydney Harbour National Park Plan of Management, p.9.

- Locally indigenous species will be used for screen planting and other planting, except where this will adversely impact on cultural values.

Landscape Actions

- Existing signs and other structures will be reviewed to minimise visual impact.³

Aboriginal Heritage Policies

- Aboriginal sites in the park will be conserved and managed in consultation with the local Aboriginal communities.
- Any work with the potential to impact on Aboriginal sites will be preceded by an archaeological assessment. Works will be modified as necessary to avoid impacting on Aboriginal sites in the park.
- Access to Aboriginal sites will only be promoted if the sites can be adequately protected from damage.
- Research into the Aboriginal heritage of the park and recording of Aboriginal sites will be encouraged.
- Interpretation of the Aboriginal history of the park will be undertaken in conjunction with Aboriginal people.

Aboriginal Heritage Actions

- A program for regular monitoring of the condition of Aboriginal sites will be prepared and implemented with priority given to those sites in close proximity to visitor facilities. Protective measures will be undertaken if it is found that damage is occurring.⁴

Historic Heritage Policies

- The historic heritage of the park will be conserved in accordance with the principles of the Burra Charter of Australia ICOMOS.
- The primary criteria for determining priorities for the preservation of historic heritage will be cultural significance and threat. Priorities for restoration, reconstruction and adaptation will then be determined on the basis of the feasibility of providing for public access for interpretation and other use, including commercial use to generate revenue for its conservation.
- Cyclical maintenance schedules for historic places will progressively be prepared and implemented, with priority given to places of high (or potentially high) cultural significance and places promoted for public access.
- Subject to protection of cultural values and public safety, public access to historic places in the park will be encouraged.
- Conservation assessment, including where necessary the preparation of a conservation plan, will precede: any works on a historic place other than routine maintenance or urgent stabilisation work; any proposal to substantially modify an existing use or to introduce a new use to a place; and any proposal to restore to a natural condition or otherwise modify a landscape containing cultural features and/or plantings.
- Recent developments which impact on historic values will be removed, and new developments which would adversely impact on historic places will not be permitted.
- Work with the potential to impact on subsurface archaeological evidence will be preceded by an archaeological assessment and recording.

³ NPWS, Sydney Harbour National Park Plan of Management, p.12-13.

⁴ NPWS, Sydney Harbour National Park Plan of Management, p.14.

- Portable objects will be conserved and interpreted in situ wherever possible. If portable objects need to be removed from sites to allow for essential conservation works to be undertaken and/or to ensure their survival, they will be fully documented before they are removed.
- Artefacts which do not have an association with a place will not be introduced for the purposes of interpretation.
- Special museum environments to conserve artefacts will not be established unless demonstrated to be both necessary and not a financial burden on the Service.
- The historic heritage of the park will be interpreted, with emphasis on the themes of quarantine, defence, maritime industry and recreation.
- An assessment will be undertaken of the cultural significance of the introduced plantings in Sydney Harbour National Park. Culturally significant plantings identified through the conservation planning process will be replaced by plants of the same species when they become senescent or die unless they are having an unacceptable impact on the park's natural values. Significant plants which impact on the park's natural values will be replaced with visually similar indigenous species.
- Vegetation which is damaging historic structures and features will be removed.
- The development of volunteer or caretaker programs to assist in the management, promotion and interpretation of historic places on Sydney Harbour National Park will be encouraged.
- Research into the historic heritage of the park will be encouraged. Priorities for such research will be determined in conjunction with specialists and research institutions.

Historic Heritage Actions

- The water police station will be restored and will be the focus to interpret the history of the water police operations on the island. The recent timber additions to the building may be removed.
- The barracks and magazine buildings will be the focus to interpret the history of the island. Interpretive sound and light shows and other functions may be held in the buildings and their courtyards.
- The adaptation of the harbour masters house and the adjacent cottages for a restaurant/guest house will be investigated. Additional buildings may be constructed behind the harbour masters house to provide visitor accommodation as part of the guest house.
- The shipyard will be leased for re-use as an operating shipyard.
- The amenities blocks in the magazine precinct will be removed if they are not required for the management or administration of the island or the shipyard.
- Any proposals for the use of the existing structures and the construction of new buildings will ensure protection of the scenic amenity of Goat Island when viewed from the harbour.
- Any proposals for the use of the buildings and the construction of new buildings will be placed on public exhibition as an amendment to this plan.⁵

Native and Introduced Plants Policies

- Revegetation and regeneration of the native vegetation of Sydney Harbour National Park will be undertaken except within significant cultural landscapes.
- Revegetation programs will use only local native plant species and, where possible, material propagated from the area being revegetated.

⁵ NPWS, Sydney Harbour National Park Plan of Management, p.24.

- Introduced plants that are not of historical importance will be controlled and where possible eliminated.
- Areas currently free of weeds will be monitored to ensure that they remain weed-free.
- Priority for the control of introduced plants will be given to those which: are declared noxious weeds under the Noxious Weeds Act; are new or isolated occurrences; are damaging to cultural heritage values; conflict with significant natural values; have a high capacity for dispersal or spread; and are in areas of high public use.

Native and Introduced Plants Actions

- A weed control, program will be prepared and implemented. Priority will be given to the removal and replacement with locally indigenous species of: isolated plants which have spread into bushland areas; lantana, coral trees, pellitory and fig suckers affecting historic buildings and structures;⁶

Native and Introduced Animals Policies

- Native animal habitats will be maintained in the park in order to maximise species diversity.
- Release of native animals will not be permitted in Sydney Harbour National Park unless part of an approved research program.⁷

Promotion and Interpretation Policies

- Major events on the harbour will be used as opportunities to promote public appreciation of the natural and cultural values of the park, natural and cultural heritage conservation and the work of the Service generally.
- The park will be promoted utilising: guided tours and face to face interpretation, interpretive signs, especially at historic places and areas of special scenic or natural value; and brochures and other publications.
- The promotion and interpretation of the park will emphasise: the outstanding scenery protected by the park; the historic themes represented by places in the park; the role of the park in protecting harbour foreshores; the importance of protecting remnant bushland in the city; and the interaction of people with the environment.

Promotion and Interpretation Actions

- Information boards showing...walking tracks and features will be established at...Goat Island...
- Park information brochures will be upgraded and collated into saleable packages.⁸

Recreational Opportunities Policies

- Recreational activities, including special events, will be managed to ensure the cultural, natural and recreational values of the park are maintained.
- Mooring of vessels to wharves in the park will not be permitted.
- The number of visitors permitted on the islands at any one time will continue to be monitored and limits may be amended as necessary.
- Facilities for disabled visitors will be provided in areas with good access and any new facilities will be developed to cater for disabled access where feasible.

⁶ NPWS, Sydney Harbour National Park Plan of Management, pp.27-8.

⁷ NPWS, Sydney Harbour National Park Plan of Management, p.30.

⁸ NPWS, Sydney Harbour National Park Plan of Management, pp.34-5.

- Camping, horse-riding, rock-climbing and abseiling will not be permitted in Sydney Harbour National Park.
- The park or sections of the park may be closed to general public access for safety or other management purposes.

Recreational Opportunities Actions

- Some of the wharves at Goat Island may be upgraded to improve public access.⁹

Management Operations Policies

- All park assets will be incorporated into a total asset management system, to ensure that these assets are recorded, their condition regularly monitored and costs associated with cyclical maintenance are clearly identified.
- Existing structures, where practical, will be re-used in preference to the construction of any new buildings in the park.
- The Service will promote recycling practices and use recycled materials wherever possible throughout the park.
- No new toilets will be constructed in the park unless they are connected to a sewer...Existing toilets will be...upgraded to cater for disabled users where appropriate.

Management Operations Actions

- Wharfage at Goat Island which is in poor repair and which is not necessary for Service or lessee operations will be removed.¹⁰

The Plan of Management provides the following priorities¹¹:

Table 6.1 Plan of Management Priorities

Priority	Activity	Status at 31/12/07
High	Erect interpretative signs at highly visible historic sites	Not completed
	Establish interpretation of barracks and magazines, Goat Island	Not completed
	Lease Goat Island slipway	Completed
	Upgrade Goat Island wharves	Wharf 4A to be upgraded in 2008.
	Develop total asset management program for park	Not completed
	Remove unnecessary wharfage at Goat Island	Not completed
Medium	Restore and interpret water police station, Goat island	Not completed
	Investigate demolition of amenities buildings, Goat Island	Underway
Low	Investigate adaptation and use of Goat Island house and cottages	Underway

The Sydney Harbour National Park Plan of Management 1998 was amended in 2003 and all of Goat Island above mean high water mark was identified as a modified natural area. The

⁹ NPWS, Sydney Harbour National Park Plan of Management, pp.42-6.

¹⁰ NPWS, Sydney Harbour National Park Plan of Management, pp.48-9.

¹¹ NPWS, Sydney Harbour National Park Plan of Management, pp.50-2.

purposes for which places within modified natural areas may be leased as set out in section 151B of the National Parks and Wildlife Act are:

- Educational facilities for natural heritage, cultural heritage, park management or fire management;
- Research facilities for natural heritage (including natural phenomena) and cultural heritage;
- Retail outlets commensurate with the needs of the area in which the outlet is located;
- Restaurants, cafes, kiosks and other food outlets;
- Cultural institutions, including museums and galleries;
- Visitor and tourist accommodation;
- Facilities for conferences and functions;
- Sporting facilities;
- Facilities and amenities for tourists and visitors, including information centres and booking outlets;
- Facilities in relation to Aboriginal culture and Aboriginal cultural activities.

An activity which is not permitted in the Plan of Management cannot be undertaken in any circumstances unless:

- existing interests apply, or
- other legislation expressly overrides the NPW Act, or
- the Plan of Management is amended.

By means of Clause 38 of the *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005* (see below), where authorised within the national park, these uses can extend to the wharves without development consent.

THE NATIONAL PARKS AND WILDLIFE REGULATION 2002

Clause 15(4) requires consent from the park authority for the interference or removal of non-Aboriginal cultural heritage more than 25 years old situated on National Park estate. If an activity requires consent under this clause, then Part 5 of the Environmental Planning and assessment Act is triggered (see below).

NSW ENVIRONMENTAL PLANNING AND ASSESSMENT ACT 1979

Part 5 of this Act requires the National Parks and Wildlife Service (NPWS) to assess the environmental impacts of activities proposed to be undertaken on all NPWS land. A Review of Environmental Factors (REF) is the established methodology used by the NPWS for undertaking such an assessment. A REF is a document which identifies and evaluates the impacts of an activity to determine whether the impacts are likely to significantly affect the environment. A statement of heritage impact must accompany an REF for works affecting items of heritage significance.

NSW HERITAGE ACT, 1977

Goat Island above mean high water (Lot 3 of DP837195) was listed on the State Heritage Register on 02 April 1999, no.00989 and thus the provisions of the NSW Heritage Act 1977 apply. All works and activities to items listed on the Register require approval under section 60 of the Heritage Act except where works are identified as exempt development by a Conservation Management Plan that has been endorsed by the NSW Heritage Council (or delegate). There are no site-specific exemptions currently in place for Goat Island. The Executive Director Culture and Heritage DECC has delegations from the Heritage Council to

approve certain activities as well as approve Conservation Management Plans in certain circumstances.

Section 119 requires owners of items listed on the Register to achieve minimum standards of maintenance and repair in relation to weatherproofing, fire protection, security and essential maintenance.

Goat Island below mean high water (Lot 4 of DP 837195), which includes all of the Island's wharves, is not listed on the State Heritage Register and thus these provisions do not apply.

Under Section 170 of the NSW Heritage Act 1977, government agencies have a responsibility to identify, conserve and manage heritage assets, owned, occupied or managed by that agency. Agencies are also required to keep a register of those heritage items (referred to as a Section 170 Register). The majority of buildings and structures on Goat Island, including the wharfage, are listed on the DECC S170 Register.

Any works or activities that may disturb non-Aboriginal archaeological relics must have approval in the form of a Section 140 (of the NSW Heritage Act) Excavation permit.

THREATENED SPECIES CONSERVATION ACT 1995

This act provides for the protection of vulnerable and endangered flora and fauna, endangered ecological communities and populations across NSW. The Act also lists key threatening processes such as human induced climate change and removal of bush-rock.

SYDNEY REGIONAL ENVIRONMENTAL PLAN (SYDNEY HARBOUR CATCHMENT) 2005

The island above mean high water mark is zoned 8(a) National Park under this SREP. Only purposes authorised by the NP&W Act, or navigational aids, are permissible within the zone (clause 19). This zoning does not take into account that some of the island is not gazetted as national park. The waters surrounding Goat Island, however, are zoned W1 Maritime Waters. There are a number of uses allowable with consent including boating industry facilities, tourism facilities, community facilities, public water recreational facilities, public water transport facilities, and recreational facilities. The SREP, however, makes special provision for waters adjoining national parks. Clause 38 of the SREP states;

Development for any purpose for which development is authorised to be carried out under the National Parks and Wildlife Act 1974 may be carried out without development consent in the waterway adjoining land that is reserved under that Act, where the development spans the mean high water mark and is part of any other development or activity carried out on that land.

Goat Island is listed on the SREP as a heritage item within Schedule 4, Item No. 70, however this has no implications due to the clause above.

NSW MARITIME SERVICES ACT 1935

The NSW Maritime Authority is the owner of the bed of Sydney Harbour and the sea-bed on which the wharves occur is leased by NPWS. Alteration to, and use of, wharfage and associated structures, as well as earth works within 10 meters of high water mark, may require approval under this act.

DISABILITY DISCRIMINATION ACT 1992

The Transport Standards formulated under the *Disability Discrimination Act* places a compliance timetable on the upgrading of ramps and boarding services in relation to public transport services. Twenty-five percent of ramps and boarding services are to be compliant with the standards by 2008, 55% by 2013, 90% by 2018 and 100% by 2023. Within Sydney Harbour National Park, Goat Island has been identified as having priority for compliance.

The *Disability Standards for Accessible Public Transport 2002* and the Australian Standard for access and mobility (1428.2-1992) detail the necessary standards for the provision of wheelchair access on new works. Such access is required to cater for a maximum of 1:14 grade for 85% of the high and low tidal range.

RESIDENTIAL TENANCIES ACT 1987

In relation to the renting out of residential properties to staff, DECC is responsible for the following:

- the landlord shall provide the residential premises in a reasonable state of cleanliness and fit for habitation by the tenant, and
- the landlord shall provide and maintain the residential premises in a reasonable state of repair, having regard to the age of, rent payable for and prospective life of the premises.
- the landlord shall provide and maintain such locks or other security devices as are necessary to ensure that the residential premises are reasonably secure,
- the landlord is to ensure that smoke alarms are installed in accordance with section 146A of the *Environmental Planning and Assessment Act 1979* if that section requires them to be installed in the residential premises.

6.9 NON-STATUTORY OBLIGATIONS

BURRA CHARTER

The Australia ICOMOS Charter for Places of Cultural Significance (the Burra Charter) sets a standard of practice for those who provide advice, make decisions about or undertake works on places of cultural significance. NPWS is a signatory to the Burra Charter.

BUILDING CODE OF AUSTRALIA (BCA)

The BCA is a uniform set of technical provisions for the design and construction of buildings throughout Australia produced by the Australia Building Codes Board. In NSW it is the EP&A Act and Regulation that gives legal effect to the BCA.

6.10 DECC POLICY AND MANAGEMENT

DECC CORPORATE PLAN

DECC's corporate goals are:

- A healthier and cleaner environment protecting both ecological and human health
- Conservation of natural and cultural values across the landscape
- Sustainable consumption and production, and waste reduction
- A credible, efficient and effective organisation.

PARK MANAGEMENT POLICIES

The Park Management Policies provide clear, consistent management objectives and operational procedures for the management of on-park natural heritage, cultural heritage, visitors and other operational issues.

DECC CULTURAL HERITAGE CONSERVATION POLICY, JULY 2002

The document provides the following policies of relevance to Goat Island:

1. NPWS ascribes to the processes articulated in the Australia ICOMOS Burra Charter 1999 and supports the use of the Burra Charter when undertaking cultural heritage conservation.

2. NPWS will seek the input of the relevant community(s) and/or individual(s) in the documentation, assessment of significance and management of their cultural heritage.
3. NPWS will identify cultural heritage items on lands managed by NPWS. Items should be recorded in a manner which captures the meanings and memories attributed to the items.
4. The collection and use of cultural heritage information from individuals or communities must be undertaken in accordance with the NPWS Cultural heritage Information Policy.
8. The conservation of cultural heritage undertaken by NPWS should be conducted with the least amount of impact on the item that is possible while still achieving the proposed conservation outcome.
9. All cultural items listed on the State Heritage Register and managed by NPWS will have an endorsed conservation management document and will be maintained at least to the minimum standards of maintenance and repair, as required by the Heritage Act 1977.
10. The impact, either directly or indirectly, of any activity, including cultural heritage conservation or maintenance works, on an item of cultural heritage must be assessed, a statement of heritage impact prepared and the appropriate approval obtained before the work or activity may commence.
11. Proposals to destroy cultural heritage items, including...Aboriginal objects, fences,...tracks, bridges...etc, through disturbance, removal, demolition or neglect will be required to follow the steps outlined in Point 10.

DECC MOVABLE HERITAGE POLICY, OCTOBER 2002

The document provides the following policies of relevance to Goat Island:

1. NPWS endorses the use of the *Moveable Heritage Principles* produced by the NSW Heritage Office for the management of moveable heritage items.
5. NPWS will document movable heritage in its possession. This includes cataloguing and researching the history, associations and context of the item.
7. NPWS will assess the significance of movable heritage items and collections in its possession before making decisions about managing the items.
8. Movable heritage will be retained in its context unless:
 - the item is part of a display or exhibit; or
 - due to security or safety concerns or concerns regarding the item's condition, the
 - item needs to be removed.
9. Management of movable cultural items and collections in NPWS possession will be undertaken in accordance with an endorsed Moveable Heritage Management Plan.
10. NPWS will seek the input of the relevant community(s) and/or individual(s) in the documentation, assessment of significance and management planning for moveable heritage items in its possession.
14. Access to items of moveable heritage items in the possession of NPWS may be made available, subject to conditions, to researchers. The researchers will need to state the purpose of the research and why access to the item is necessary for the research. Items of Aboriginal origins may be accessed if permission for access is obtained from the relevant Aboriginal community(s).
16. Items of moveable heritage may be disposed of, if specific approval has been obtained from the Director-General and the item has been identified in an endorsed Moveable Heritage Management Plan or Interpretation Plan as being:
 - out of context;
 - so degraded or irreparably damaged that it is no longer recognisable or restorable;

- so degraded that the cost of restoration is disproportionate to the significance of the item; and
- without documentation regarding the item's acquisition or provenance.

MANAGEMENT FRAMEWORK

Goat Island currently falls within the Harbour North Area of Sydney Region. Sydney Region is part of the Central Directorate of the Parks and Wildlife Group of the Department of Environment and Climate Change. Sydney Region is comprised of four separate areas (Harbour North, Harbour South, Cumberland North and Cumberland South), extending from North Head to Scheyville in the north and La Perouse to Bents Basin in the south.

The Harbour North Area comprises all areas of Sydney Harbour National Park on the northern shore of the harbour, including Bradleys Head, Middle Head, Dobroyd Head and North Head and the harbour islands Fort Denison, Goat, Rodd, Clark and Shark Islands.

STAFFING

Harbour North Area assets are managed by a staffing structure which consists of an Area Manager, four Rangers, a Senior Field Supervisor and nine field staff. Specialist staff (a cultural heritage manager and curator) are provided by Sydney Region as required but shared between the four areas.

FUNDING

Funding for maintenance works is provided through two main sources. Recurrent funding is an annual allocation provided to the Region for the basic running of the national park and includes salaries, vehicle costs, utilities, plant and equipment maintenance, field consumables etc. There is little discretionary funding for major maintenance and repair works. The government's Historic Asset Maintenance Program (HAMP) provides approx \$2 million per year for the maintenance of historic heritage across the NSW national park system and over the past 10 years has provided the majority of funds for major maintenance works in Sydney Region.

The High Exposure Maintenance Liability (HEML) program, announced in 2005 is providing \$9 million over four years to 2009 to address deferred maintenance issues, including wharf rationalisation, repair and upgrade, building maintenance and the production of a conservation management plan and master plan to guide future use of the island. The last component of this funding will be \$3.5 million in 2008/09.

LEASES AND ALIEN TENURES

The shipyard is currently leased to Sydney Ship Repair and Engineering (SSRE) for a 17 year period which expires in 2016 with an option to renew for an additional 20 years.

Telstra manage a telecommunications line which runs across the harbour and through Goat Island.

Sydney Ports manage a number of navigation devices (including a tanker lead light) on the island.

There are currently no agreements in place with either Telstra or Sydney Ports for the operation of these assets.

DRAFT