

Rushcutters Bay Park and Yarranabbe Park

GML
HERITAGE

Conservation Management Strategy

Report prepared for Woollahra Municipal Council

August 2021

Acknowledgement of Country

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Report Register

The following report register documents the development and issue of the report entitled Rushcutters Bay Park and Yarranabbe Park—Conservation Management Strategy, undertaken by GML Heritage Pty Ltd in accordance with its quality management system.

Job Number	Issue Number	Notes/Description	Issue Date
21-0024	1	Draft Report	22 April 2021
21-0024	2	Final Report	2 August 2021

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Contents

1	Introduction.....	1
1.1	Study Area.....	1
1.2	Heritage Context	5
1.2.1	<i>Heritage Listings in the Vicinity</i>	5
1.3	Key Objectives	7
1.4	Methodology.....	7
1.4.1	<i>Relevant Documentation.....</i>	8
1.4.2	<i>Limitations</i>	9
1.4.3	<i>Terminology</i>	9
1.5	Authorship	10
1.6	Acknowledgements	10
1.7	Endnotes	10
2	Strategy Part 1—Investigation and Assessment	11
2.1	Historical Overview	11
2.1.1	<i>Aboriginal Country: the Early Colonial Period and Ongoing Connections</i>	11
2.1.2	<i>Initial Settlement.....</i>	12
2.1.3	<i>Residential Development</i>	13
2.1.4	<i>Reclamation and Reservation for a Public Park</i>	15
2.1.5	<i>Rushcutters Bay Park</i>	17
2.1.6	<i>New Beach Road/Beach Road</i>	22
2.1.7	<i>The Rushcutters Bay Baths</i>	22
2.1.8	<i>Yarranabbe Park (Formerly Beach Road Reserve).....</i>	23
2.1.9	<i>Plantation Reserve.....</i>	26
2.1.10	<i>Sydney Naval Depot and HMAS Rushcutter</i>	26
2.1.11	<i>Sir David Martin Reserve</i>	27
2.1.12	<i>Timeline.....</i>	28
2.2	Physical Evidence—Description and Analysis.....	29
2.2.1	<i>Study Area Context.....</i>	29
2.2.2	<i>Rushcutters Bay Park</i>	30
2.2.3	<i>Sir David Martin Reserve</i>	39
2.2.4	<i>Plantation Reserve.....</i>	41
2.2.5	<i>Yarranabbe Park.....</i>	41
2.2.6	<i>Views.....</i>	48
2.3	Historical Archaeology	53
2.3.1	<i>Historical Archaeological Potential.....</i>	53
2.3.2	<i>Assessment of Archaeological Significance</i>	63
2.4	Aboriginal Cultural Heritage	65
2.5	Comparative Analysis	66

2.6	Heritage Significance Assessment	67
2.6.1	<i>Assessment against Criteria</i>	67
2.7	Heritage Significance	71
2.7.1	<i>Statement of Significance</i>	71
2.7.2	<i>Grading of Significance</i>	72
2.8	Endnotes	84
3	Strategy Part 2—Conservation Policy and Management	85
3.1	Conservation Approach.....	86
3.1.1	<i>The Burra Charter Principles</i>	86
3.1.2	<i>Conservation Principles for the Parks</i>	87
3.2	Owner Considerations.....	88
3.2.1	<i>Adoption and Other Key Documents</i>	88
3.2.2	<i>Council Requirements</i>	88
3.3	Conservation	89
3.3.1	<i>The Burra Charter</i>	89
3.3.2	<i>Cultural Significance</i>	89
3.3.3	<i>The Landscape and Key Elements</i>	90
3.3.4	<i>Rushcutters Bay Park (East)</i>	93
3.3.5	<i>Yarranabbe Park</i>	94
3.3.6	<i>Sir David Martin Reserve</i>	94
3.3.7	<i>Plantation Reserve</i>	95
3.3.8	<i>Maintenance</i>	96
3.3.9	<i>Use and Public Access</i>	96
3.4	<i>Managing Change</i>	97
3.4.1	<i>The Burra Charter</i>	97
3.4.2	<i>Cultural Significance</i>	97
3.4.3	<i>The Landscape and Key Elements</i>	97
3.4.4	<i>New Development</i>	100
3.4.5	<i>Views</i>	101
3.4.6	<i>Development Consent and Other Approvals</i>	102
3.5	Aboriginal Cultural Heritage	103
3.6	Historical Archaeological Management.....	104
3.7	Gaps in Knowledge	105
3.8	Expertise	106
3.9	Risk Management and Sustainability	106
3.9.1	<i>Public Safety</i>	106
3.9.2	<i>Risk Preparedness and Climate Change</i>	106
3.10	Endnotes	107
4	Planning Framework and Statutory Requirements.....	108
4.1	Statutory Requirements Framework	108
4.1.1	<i>Environmental Planning and Assessment Act 1979 (NSW)</i>	108
4.1.2	<i>National Parks and Wildlife Act 1974 (NSW)</i>	108
4.1.3	<i>Woollahra Local Environmental Plan 2014 and Development Consent</i>	109
4.1.4	<i>Heritage Act 1977 (NSW)</i>	109

4.1.5	<i>Standard Exemptions</i>	110
4.1.6	<i>Site-Specific Exemptions</i>	112
4.1.7	<i>Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005</i>	112

Appendices **115**

Appendix A

Standard Exemptions under Section 57 (1) of the Heritage Act (Revised 2020)

Appendix B

Site-Specific Exemptions

1 Introduction

Woollahra Municipal Council has commissioned GML Heritage Pty Ltd (GML) to prepare a conservation management strategy (CMS) for Rushcutters Bay Park and Yarranabbe Park in order to ensure their ongoing conservation. The objective is to guide the future management of the heritage values of the parks while ensuring these places continue to meet the recreational needs of the community.

A CMS provides the framework for ongoing care and management of a property, including decisions about its future use and development. Rushcutters Bay Park and Yarranabbe Park (the parks; the study area) have recently been subject to proposals for change, which have prompted the need for detailed policies regarding the conservation of their heritage values.

This CMS has been prepared on the recommendation of Heritage NSW to guide the conservation management of Rushcutters Bay Park and Yarranabbe Park prior to the preparation of a more detailed conservation management plan (CMP) for the parks. Because of the division in management/ownership of Rushcutters Bay Park between Woollahra Municipal Council and City of Sydney, coordination is required in the preparation of a site-wide conservation management plan. This CMS has been prepared to guide Woollahra Municipal Council (Council) in the conservation management of the parks in the interim.

1.1 Study Area

Rushcutters Bay Park and Yarranabbe Park occupy the majority of the Rushcutters Bay foreshore to Darling Point in the middle of Sydney Harbour and are located approximately 2 kilometres east of Sydney's CBD. Refer to Figure 1.1.

Rushcutters Bay Park and Yarranabbe Park are the main components of the study area for this CMS. Within the Rushcutters Bay Park and Yarranabbe Park study area are four distinct areas, which are referenced as follows in this CMS (as outlined on Figure 1.2):

- Rushcutters Bay Park;
- Yarranabbe Park;
- Sir David Martin Reserve—an area of Crown land located between Rushcutters Bay Park and Yarranabbe Park; and
- Plantation Reserve—a narrow strip of land which connects Rushcutters Bay Park to Sir David Martin Reserve.

A large stormwater drain roughly divides Rushcutters Bay Park into two sections, corresponding to two different local government areas (LGAs). The western portion of Rushcutters Bay Park is within the City of Sydney LGA, while the eastern portion is within the Woollahra LGA. This report covers only the eastern portion and excludes the area of land under the control of the City of Sydney. Refer to Figure 1.3 for the division in management of the study area and Figure 1.4 for a breakdown of the four elements that make up the study area.

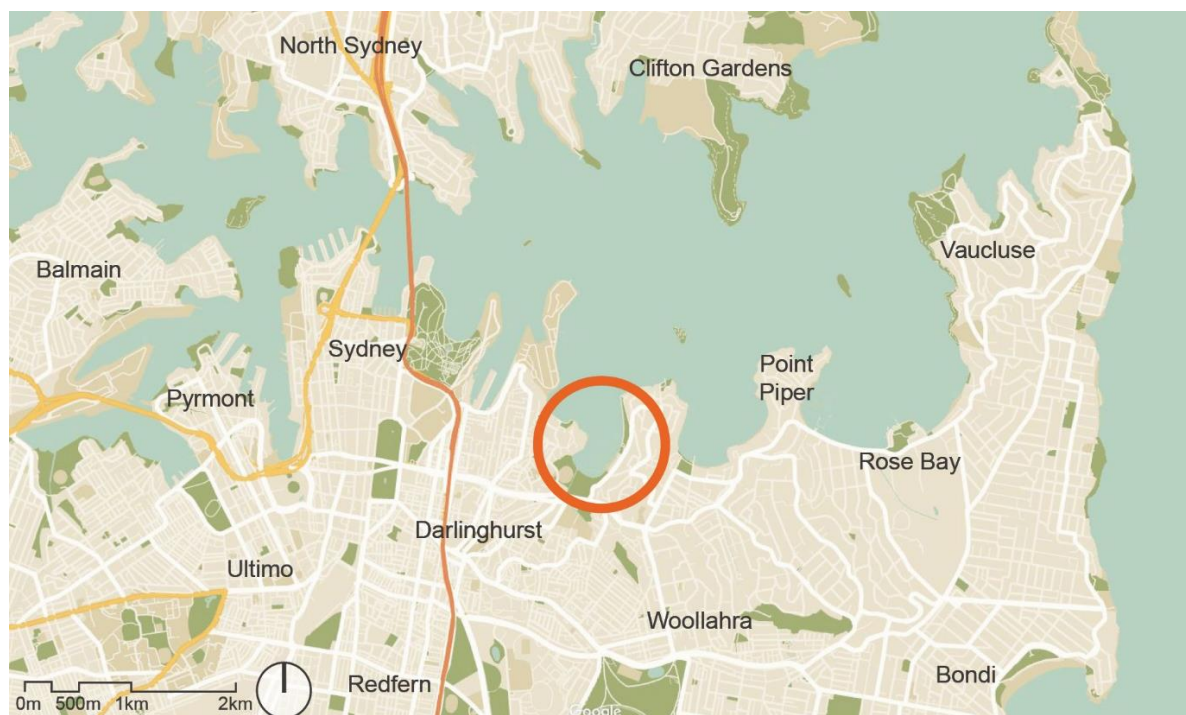


Figure 1.1 Rushcutters Bay Park and Yarranabbe Park in the context of Sydney. (Source: Google Maps with GML overlay, 2021)



Figure 1.2 The local context of Rushcutters Bay Park and Yarranabbe Park. (Source: Nearmap with GML overlay, 2021)

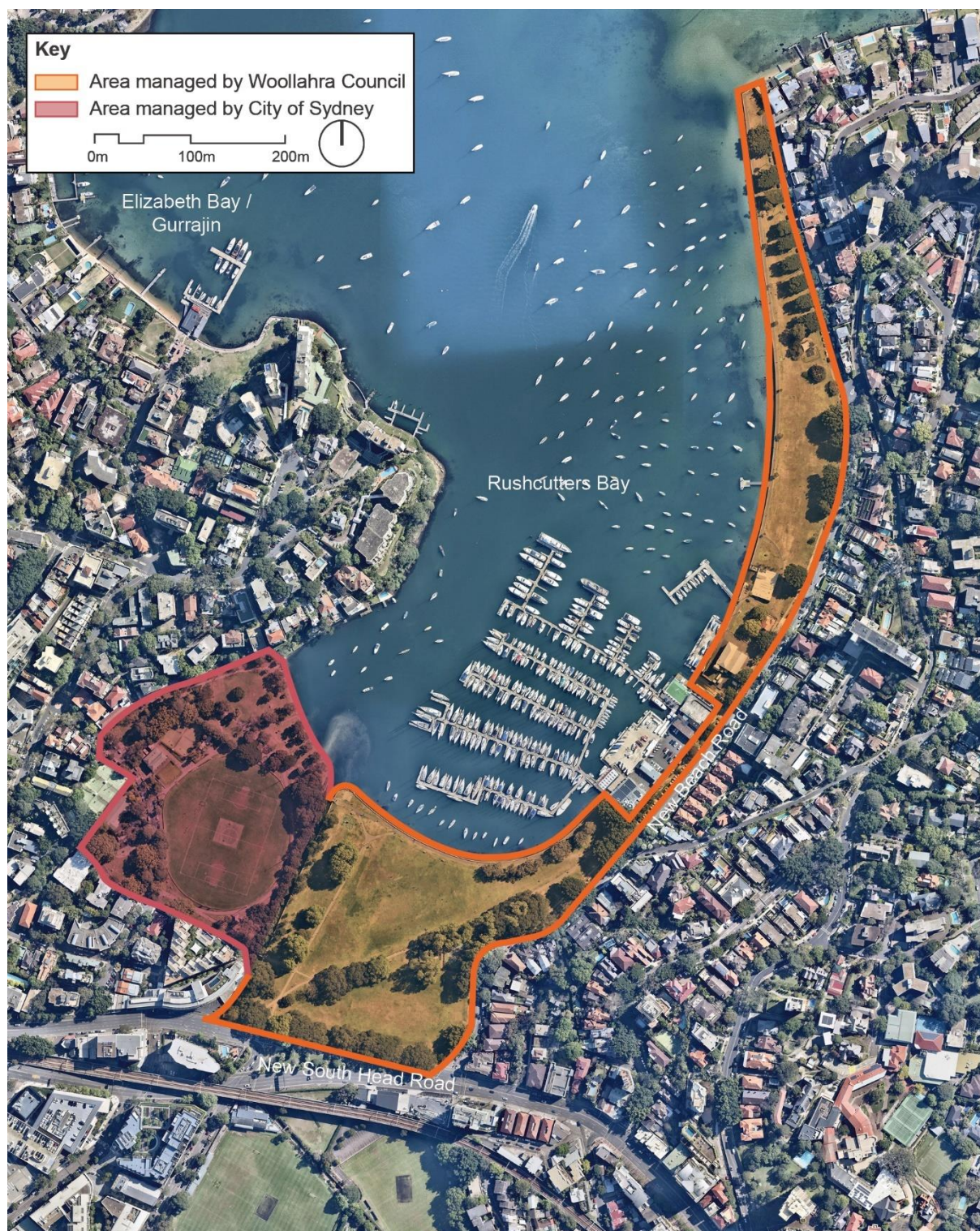


Figure 1.3 A breakdown of the full extent of the state heritage listed boundary of Rushcutters Bay Park and Yarranabbe Park, showing the division in management between Woollahra Municipal Council and City of Sydney. (Source: GML on a Nearmap baseplan, 2021)

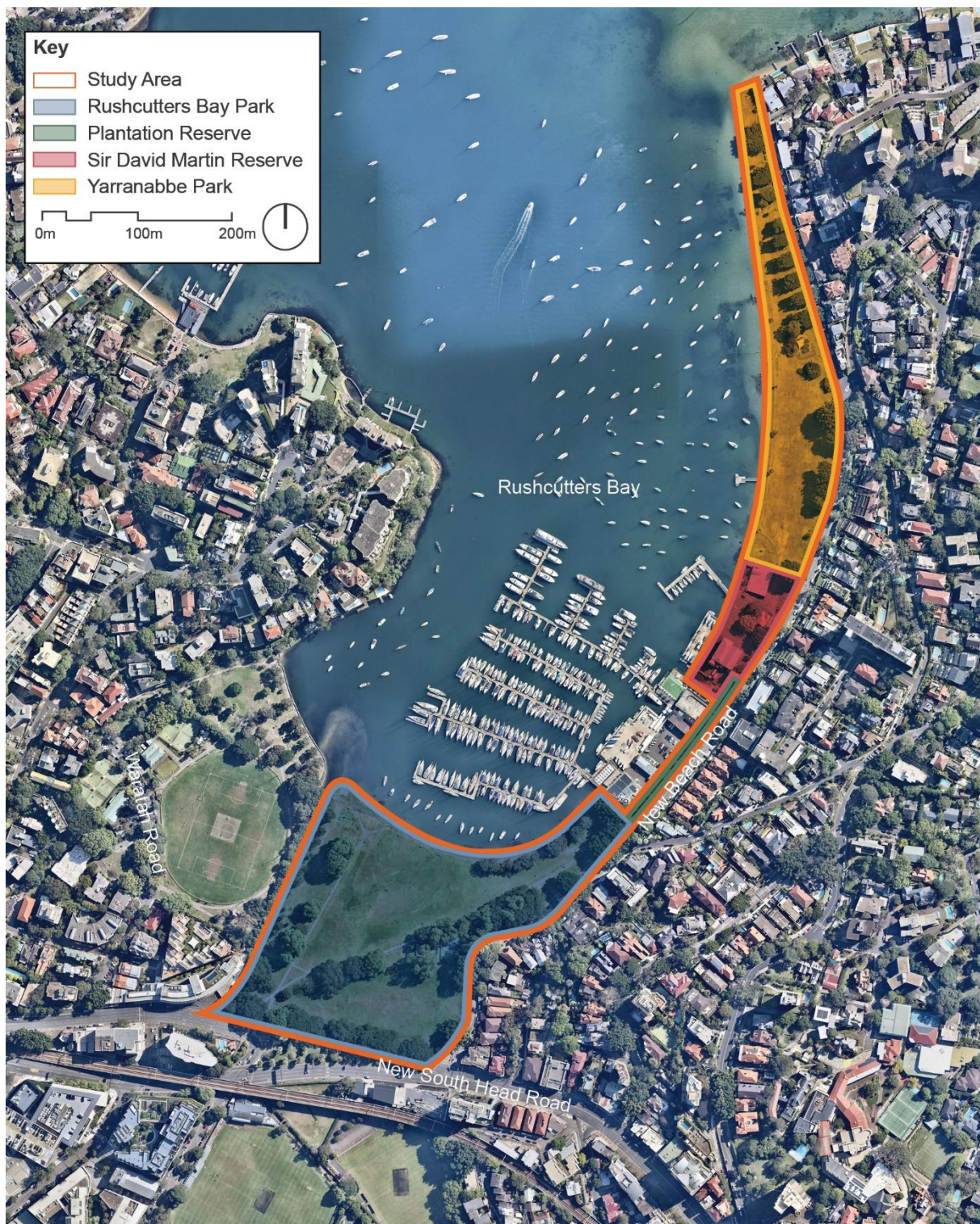


Figure 1.4 The four elements that make up the Rushcutters Bay Park and Yarranabbe Park study area. (Source: Nearmap with GML overlay, 2021)

1.2 Heritage Context

Rushcutters Bay Park and Yarranabbe Park are listed as heritage items on several heritage registers. Several components within the study area are also listed as separate items. The heritage listings within the study area are shown in Table 1.1 below.

Table 1.1 Heritage Listings for Rushcutters Bay Park and Yarranabbe Park.

Name	Location	Significance	Listing	Item No.
Rushcutters Bay and Yarranabbe Parks	New Beach Road and 2A New South Head Road	State	NSW State Heritage Register	02041
Yarranabbe Park Seawall and Rushcutters Bay Seawall	New Beach Road and 2A New South Head Road	Local	<i>Woollahra Local Environmental Plan 2014</i> (Woollahra LEP 2014)	670
Sir David Martin Reserve including former HMAS Rushcutter, comprising the Sayonara slipway, ramps, sea wall, parade ground, drill hall and extension, sail loft, cottage and garden, R.A.N.S.A. boatshed and slipway, flagpole, memorial, plantation reserve, all building interiors and grounds	1C New Beach Road, Darling Point	Local	Woollahra LEP 2014	170
HMAS Rushcutter Slipway	1C New Beach Road, Darling Point	Local	Woollahra LEP 2014	171

1.2.1 Heritage Listings in the Vicinity

The study area is located near several other heritage items in the City of Sydney and Woollahra LGAs. This includes items within the City of Sydney LGA which are located in the western portion of Rushcutters Bay Park. These and other nearby heritage items are listed in Table 1.2 and shown in Figure 1.5 below.

Table 1.2 Heritage Listings for Places in the Vicinity of Rushcutters Bay Park and Yarranabbe Park.

Name	Location	Significance	Listing	Item No.
Rushcutters Bay Park and pumping station including grandstand, Rey [sic.] Bartley Oval and picket fence, seawall and landscaping	Waratah Street, Rushcutters Bay	State	<i>Sydney Local Environmental Plan 2012</i> (Sydney LEP 2012)	11403
Sewage Pumping Station 18	Rushcutters Bay Park (west), Rushcutters Bay	State	NSW State Heritage Register	01339

Name	Location	Significance	Listing	Item No.
Rushcutters Bay Stormwater Channel No. 84	Rushcutters Bay Park, Rushcutters Bay/Darlinghurst	s170	Sydney Water s170 Heritage Register	003313
Bus Stop Shelter	Intersection of New Beach Road and Yarranabbe Road, Darling Point	Local	Woollahra LEP 2014	178
Residential flat building and interiors, front garden and retaining wall (<i>multiple listings</i>)	27–28 New Beach Road; 29–30 New Beach Road; 31–32 New Beach Road; 33–34 New Beach Road; 35–36 New Beach Road	Local	Woollahra LEP 2014	(<i>multiple listings</i>) 172, 173, 174, 175, 176
Residential flat building and interiors	37–38 New Beach Road	Local	Woollahra LEP 2014	177
Elizabeth Bay/Rushcutters Bay Heritage Conservation Area	Elizabeth Bay and Rushcutters Bay	Local	Sydney LEP 2012	C20



Figure 1.5 Heritage context of the Rushcutters Bay Park and Yarranabbe Park. (Source: NSW ePlanning Spatial Viewer, 2021)

1.3 Key Objectives

This CMS aims to guide future planning for and management of the parks. It provides conservation policies tailored to Rushcutters Bay Park and Yarranabbe Park against which to assess the heritage impact of any proposals for change. It should be used when planning any works, both temporary and permanent.

1.4 Methodology

This CMS is an overarching document which follows the structure for such reports provided by Heritage NSW. The structure of the report is as follows:

- **Part 1—Introduction:**
 - Heritage Context.
 - Methodology.
- **Part 2 (Strategy Part 1)—Investigation and Assessment:**
 - Historical Overview.
 - Archaeology.
 - Heritage Significance Assessment.
- **Part 3 (Strategy Part 2)—Conservation Policy and Management:**
 - Conservation Approach.
 - Owner Considerations.
 - Managing Change.
 - Interpretation and Recording.
 - Public Safety.
- **Part 4—Planning Framework and Statutory Requirements.**

This report has been prepared in accordance with the methodology outlined on Heritage NSW's website for CMS reports.¹ Heritage NSW guidelines indicated that a CMS is an alternative to a conservation management plan (CMP) that may be used as an interim conservation and management document for State Heritage Register items pending the preparation of a standard CMP. It is a shorter version of a CMP that will provide a broad overview of conservation approaches and targeted management guidance.

This report has also been prepared in accordance with the following documents and best practice guidelines:

- *NSW Heritage Manual* (NSW Heritage Office 1996);
- 'Assessing Significance for Historical Archaeological Sites and Relics' (NSW Heritage Branch 2009); and

- the relevant principles and guidelines of the Australia ICOMOS Burra Charter, 2013 (the Burra Charter).²

This CMS is consistent with the principles of *The Conservation Plan*, prepared by James Semple Kerr for the National Trust (2000).

1.4.1 Relevant Documentation

The following background material was provided by Council for the preparation of this CMS.

Table 1.3 Previous Reports Relevant to the Rushcutters Bay Park and Yarranabbe Park CMS.

Publication Details
Heritage Reports
<i>Woollahra Crown Lands Aboriginal Heritage Project, Part 3: Site Specific summaries Draft</i> , report prepared for Woollahra Municipal Council, 2020.
<i>Olympic Yachting Venue Site, Rushcutters Bay: Archaeological and Heritage Assessment</i> , report prepared for the Olympic Co-Ordination Authority, Godden Mackay Heritage Consultants 1997.
<i>Sir David Martin Reserve: Conservation Management Plan, Volume 1 & 2</i> , report prepared for Woollahra Municipal Council, Design 5 Architects 2005.
<i>Rushcutters Bay Park Conservation Management Plan</i> , report prepared for the City of Sydney Council, McPhee Architects 2001.
Plans of Management
<i>Rushcutters Bay Maritime Reserve Plan of Management</i> , report prepared for Rushcutters Bay Maritime Reserve Trust, Coulston & Brian McDonald and Associates 1997.
<i>Rushcutters Bay Park, Yarranabbe Park and Reserve for plantation and access, Draft Plan of Management</i> , report prepared for Woollahra Municipal Council Mandis Roberts Consultants 1998.
<i>Rushcutters Bay Park Masterplan Report</i> , report prepared for Woollahra Municipal Council, Knox & Partners Landscape Architects 2004.
<i>Rushcutters Bay Park, Yarranabbe Park, and Plantation Reserve Plan of Management</i> , report prepared for Woollahra Municipal Council, Parkland Environmental Planners 2005.
<i>Sir David Martin Reserve Plan of Management</i> , Woollahra Municipal Council, Woollahra Municipal Council 2004.
<i>Yarranabbe Park, Darling Point Plan of Management</i> , report prepared for Woollahra Municipal Council, Sturt Associates 2012.
Policies, Plans and Other Documents relating to Trees
<i>Council Resolution 226.G, Yarranabbe Park Trees Pruning</i> , Woollahra Municipal Council, Woollahra Municipal Council 2009.
<i>Register of Significant Trees</i> , report prepared for Woollahra Municipal Council, Landarc Landscape Architects 1992.
<i>Street Tree Master Plan</i> , Woollahra Municipal Council, Woollahra Municipal Council 2014.
<i>Tree Management Policy</i> , City of Sydney Council, City of Sydney Council 2013.
<i>Woollahra Tree Management Policy</i> , Woollahra Municipal Council, Technical Services/Open Space & Trees 2011.
Other Policies and Strategies
<i>Playground Policy</i> , Woollahra Municipal Council, Technical Services/Open Space & Trees 2002.

Publication Details

Woollahra Recreational Needs Assessment and Strategy, report prepared for Woollahra Municipal Council, Stratcorp Consulting 2006.

1.4.2 Limitations

This CMS is subject to the following limitations:

- This report only considers and provides conservation management policies for the area of Rushcutters Bay Park within the Woollahra LGA. The portion of Rushcutters Bay Park within the boundaries of the City of Sydney is not considered in this report.
- This report defers to Design 5's 2005 CMP for the management of the buildings within Sir David Martin Reserve (Design 5 CMP, 2005). No new conservation measures for these buildings are proposed, though some policies for the landscape of this area are provided in this CMS.
- The site description and analysis were prepared following inspection of the parks and grounds. Buildings within Sir David Martin Reserve were only viewed from the exterior, and no intervention into building fabric was made. Visual observation primarily informed this analysis.
- Rushcutters Bay Park and Yarranabbe Park were listed on the State Heritage Register in June 2020. Only limited new historical research has been undertaken. No new significance assessment has been undertaken for this report, as the assessment is recent and conditions at the parks have not changed in the intervening time.
- No formal public consultation process has been undertaken to assess community associations with the parks or their social significance.
- The assessment of historical archaeology has included a preliminary desk-based assessment of maritime archaeological remains. No physical archaeological investigations have been undertaken as part of this CMS.
- The assessment of Aboriginal heritage is based on previous documentation provided by Council; no additional research has been undertaken as part of this CMS. An assessment of Aboriginal cultural heritage values associated with the parks has not been conducted as part of this CMS.

1.4.3 Terminology

This report follows the Burra Charter in its use of the following terms and definitions:

- **Place** means site, area, building or other work, group of buildings or other works together with associated contents and surroundings. Cultural significance means aesthetic, historic, scientific or social value for past, present or future generations.
- **Conservation** means all the processes of looking after a place so as to retain its **cultural significance**. It includes **maintenance** and may according to circumstance include **preservation, restoration, reconstruction** and **adaptation** and will be commonly a combination of more than one of these.
- **Fabric** means all the physical material of the place.

- **Maintenance** means the continuous protective care of the **fabric**, contents and setting of a place, and is to be distinguished from repair. Repair involves **restoration** or **reconstruction** and it should be treated accordingly.
- **Preservation** means maintaining the **fabric** of a place in its existing state and retarding deterioration.
- **Restoration** means returning the existing **fabric** of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
- **Reconstruction** means returning a place as nearly as possible to a known earlier state and is distinguished by the introduction of materials (new or old) into the **fabric**. This is not to be confused with either re-creation or conjectural reconstruction which are outside the scope of this Charter.
- **Adaptation** means modifying a place to suit proposed compatible uses.
- **Compatible use** means a use which involves no change to the **culturally significant fabric**, changes which are substantially reversible, or changes which require minimum impact.

1.5 Authorship

This report has been prepared by Catherine Macarthur (GML Associate), Patrick Atkinson (GML Heritage Consultant), Sophie Jennings (GML Senior Heritage Consultant, Archaeologist). Léonie Masson (GML Senior Heritage Consultant, Historian) provided the historical overview. GML Special Adviser Ari Anderson provided historical information and landscape analysis.

1.6 Acknowledgements

GML gratefully acknowledges the assistance of Paul Fraser, Caitlin Moffat, Megan Holdsworth, Kristy Welfare and Roger Faulkner of Woollahra Municipal Council, who provided valuable assistance over the course of the project.

1.7 Endnotes

- ¹ Heritage NSW, 'Conservation management plans', Department of Premier and Cabinet, viewed 17 March 2021 <<https://www.heritage.nsw.gov.au/protecting-our-heritage/conservation-management-plans/>>.
- ² Australia ICOMOS Inc, *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance 2013*, Australia ICOMOS Inc, Burwood, VIC.

2 Strategy Part 1—Investigation and Assessment

2.1 Historical Overview

The following summary history places the development of Rushcutters Bay Park and Yarranabbe Park within the context of the natural and cultural setting, including Aboriginal connections to the area in the late-nineteenth and early twentieth century. This history is primarily drawn from information provided from the State Heritage Register listing sheet for the parks and supplemented with research by Ari Anderson.

2.1.1 Aboriginal Country: the Early Colonial Period and Ongoing Connections

Aboriginal occupation of Sydney can be traced through the archaeological records to at least 22,000 years ago, with some estimates extending towards 35,000 years.¹ The Sydney region supported the Eora nation, made up of more than 30 separate clans woven together by intermarriage across the region. They had a nuanced understanding of the land and followed a complex land management system that sustained them and their Country. The land was part of a network of creation (Dreaming) and ceremonial sites, intertwined with the natural landscape and extending across the Sydney region. Most clans took their names from their Country, like the Gadigal along the harbour's southern shore, or the Wangal from Wanne, the lower reaches of Parramatta River, or the Kamaygal from Kamay, Botany Bay. Others, like the Cammeraygal from the harbour's northern shore, may have been named for their role in ceremony and law, and the skills of their clever men or karadji. Among the 30-plus Sydney clans, it was these four groups in particular who bore the initial brunt of the arrival of Europeans and whose men and women moved amongst the colonists. They were also the people most frequently referred to in descriptions of Aboriginal people within European accounts of the immediate period after contact.

Sydney's Aboriginal people were the first people dispossessed by Europeans after their arrival in Sydney Cove in 1788. This dispossession underpins the foundation and growth of the city.² In 1789, the smallpox epidemic devastated the Aboriginal population and disrupted clan boundaries in Sydney. However, the Aboriginal people did not simply all vanish or die. As historian Grace Karskens has written: 'Sydney has an Aboriginal history, not located safely in the distant past, but unbroken, and still throbbing insistently today.'³

In 1883, the establishment of the Aborigines Protection Board in NSW signalled the beginning of successive waves of intervention into Aboriginal lives. Nonetheless Aboriginal people continued to live in Sydney and were joined by other Aboriginal people from across NSW to live, work and forge new lives in urban communities. Dr Paul Irish writes about an Aboriginal settlement at Rushcutters Bay in the 1890s which consisted of several gunyahs (dwellings) made of slabs of wood leaning against a fence and covered with iron, sheets and other materials, around a central campfire. At this time there were a few permanent residents of the settlement who survived by fishing, shellfishing, and selling boomerangs and shell ornaments in the city. This accords with the childhood memories of Elizabeth Phillips who, aged 93 in 1903, recalled there were a large number of Aboriginal people camped on Darling Point who caught fish and traded some of their catch with the local European residents.

To the Cadigal, Darling Point was ‘Yarranabbe’ (variously spelt Yaranabe, Yarrandabbi, Yarranabbi and Eurambi). It was reportedly named after a Burramatagal man, Yeranibe Goruey, who was married to Benelong’s sister Worogan.⁴

The Cadigal people called Rushcutters Bay ‘Kogerah’. The area was occupied by the Cadigal for at least 6000 years. It was a place where Aboriginal people and Europeans gathered rushes, used respectively for light-weight spears for fishing and thatching settler huts. According to Dr Paul Irish, settlers were cutting rushes in this bay within weeks of the arrival of Europeans in Australia in 1788. He further records several different Aboriginal settlements, at different times, occupying land either side of the Rushcutters Creek (through the present Rushcutters Bay Park) and on higher grounds either side of the bay.

2.1.2 Initial Settlement

Initially Rushcutters Bay was known as Blackburn Cove after David Blackburn, a Master of the First Fleet. Yet Rushcutters Bay received its name soon after the European landing because the tidal edges of the bay were covered in reeds; convicts were dispatched there in order to cut the rushes, which were needed in the fledgling settlement for thatching huts. The valley which carried Rushcutters Creek was also referred to as Lacrozia Valley during the early nineteenth century.

Prior to European settlement, Rushcutters Bay was dominated at its head by a swamp and creek, which spread inland to the southward for half a mile and received the drainage of the ridges on which the suburbs of Edgecliff and Paddington now sit. It has been reported that the area provided good fishing and was frequented by a variety of fauna.

Figure 2.1 shows the names of the original grantees and also outlines the extent of the old swamp and creek at the head of the bay prior to reclamation, which began in the late 1870s.

One of these grantees was Thomas West, who was promised around 40 acres of land by Governor Macquarie in 1812 on the western side of the creek which ran into Rushcutters Bay. West was a millwright by trade and as soon as the land was granted, West set to work immediately to erect a water mill, using the creek to power the waterwheel. West built a house and planted a garden and orchard near the mill, located on the west side of Rushcutters Creek, a little north of the present-day Liverpool Street.

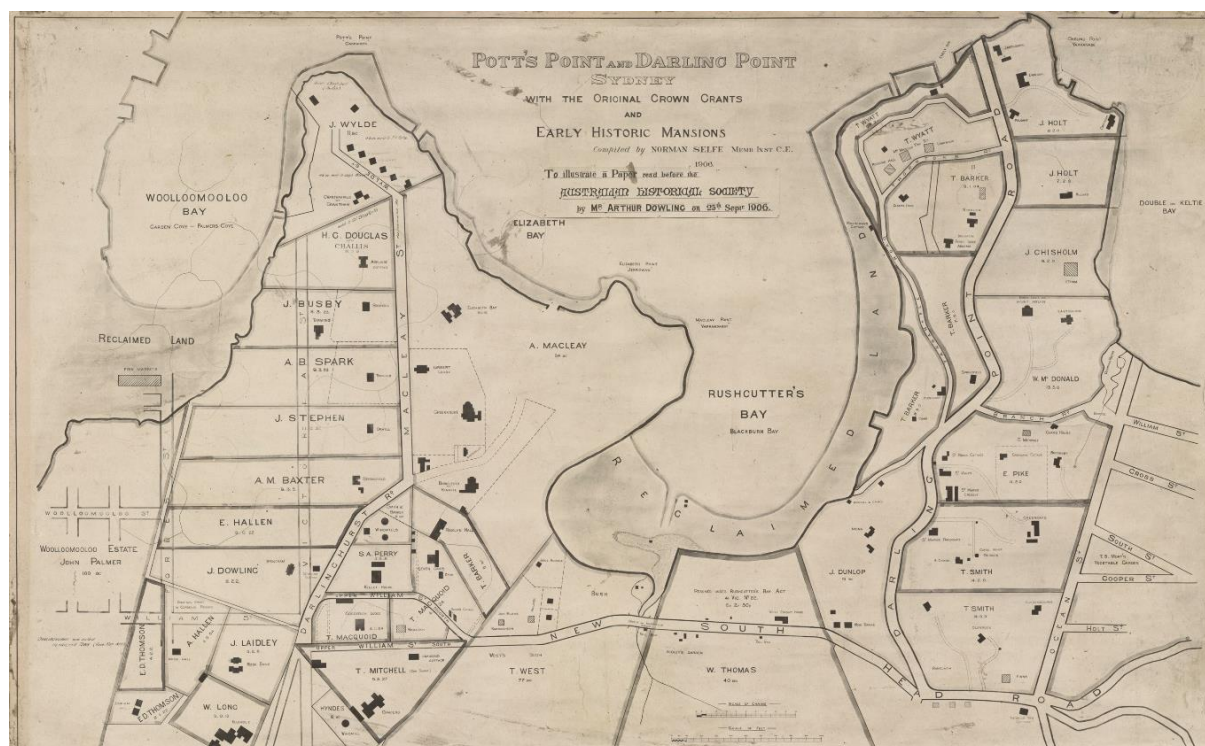


Figure 2.1 Pott's [sic.] Point and Darling Point, Sydney, with the original Crown grants and early historical mansions marked. Plan prepared by Norman Selfe in 1906. (Source: State Library of New South Wales)

The valley that West lived in was described as wild, rugged and thickly timbered. West worked the mill for a number of years and then used his land for dairying. The original mill is said to have been demolished in the 1870s. Rushcutters Creek at the bay end was little more than a reedy marsh spreading out into three channels, and was subject to the ebb and flow of the tide. Near where the present New South Head Road crossed the stream in West's early days, there was a foot track where people crossed the water on stepping stones and rocky ridges.

The swamp at the head of the bay had previously been bypassed by the builders of the Old South Head Road. However, in 1839, when the stone arch bridge was constructed, the New South Head Road was gradually extended along the shore to the east.

2.1.3 Residential Development

After the construction of the bridge, Rushcutters Bay became more accessible, as did Darling Point (renamed by Governor Darling in honour of his wife; its initial name was Yarrandabbi or Yarranabbe). In 1833, land at Mrs Darling's Point was subdivided by the Surveyor General in a series of 'Villa Allotments' and the area became an 'elite' residential district, in which several colonial mansions were built. Large residences were constructed along Darling Point, including on the western slopes of the peninsula, facing Rushcutters Bay.



Figure 2.2 Plan of Mrs Darling's Point divided into villa allotments for sale, 15 June 1833. (Source: State Library of New South Wales, a4692001h.jpg)

With increasing settlement and development on Darling Point and Potts Point in the mid-1800s came greater consideration of the foreshore areas which surround those promontories. Rushcutters Bay was considered by many as a plague-ridden swamp and eye-sore at low tide.

From the 1840s a carriage drive was proposed along the western foreshore of Darling Point to provide access to allotments in various subdivisions on the peninsula such as Glenhurst Estate. Figure 2.3 shows the locations of the bathing place and jetty, and the proposed public wharf and circular drive, in 1858. Note the head of the bay is annotated 'space proposed to be filled up'. The carriage drive proposal did not eventuate.

A public wharf was constructed where the Government Road (now Yarranabbe Road) meets the bay and remained in this location following later reclamation works and creation of the reserve.

Following incorporation of the Sydney Council in 1842, Rushcutters Creek was designated as the eastern municipal boundary. Now formed into a stormwater channel, it remains the local government boundary today.

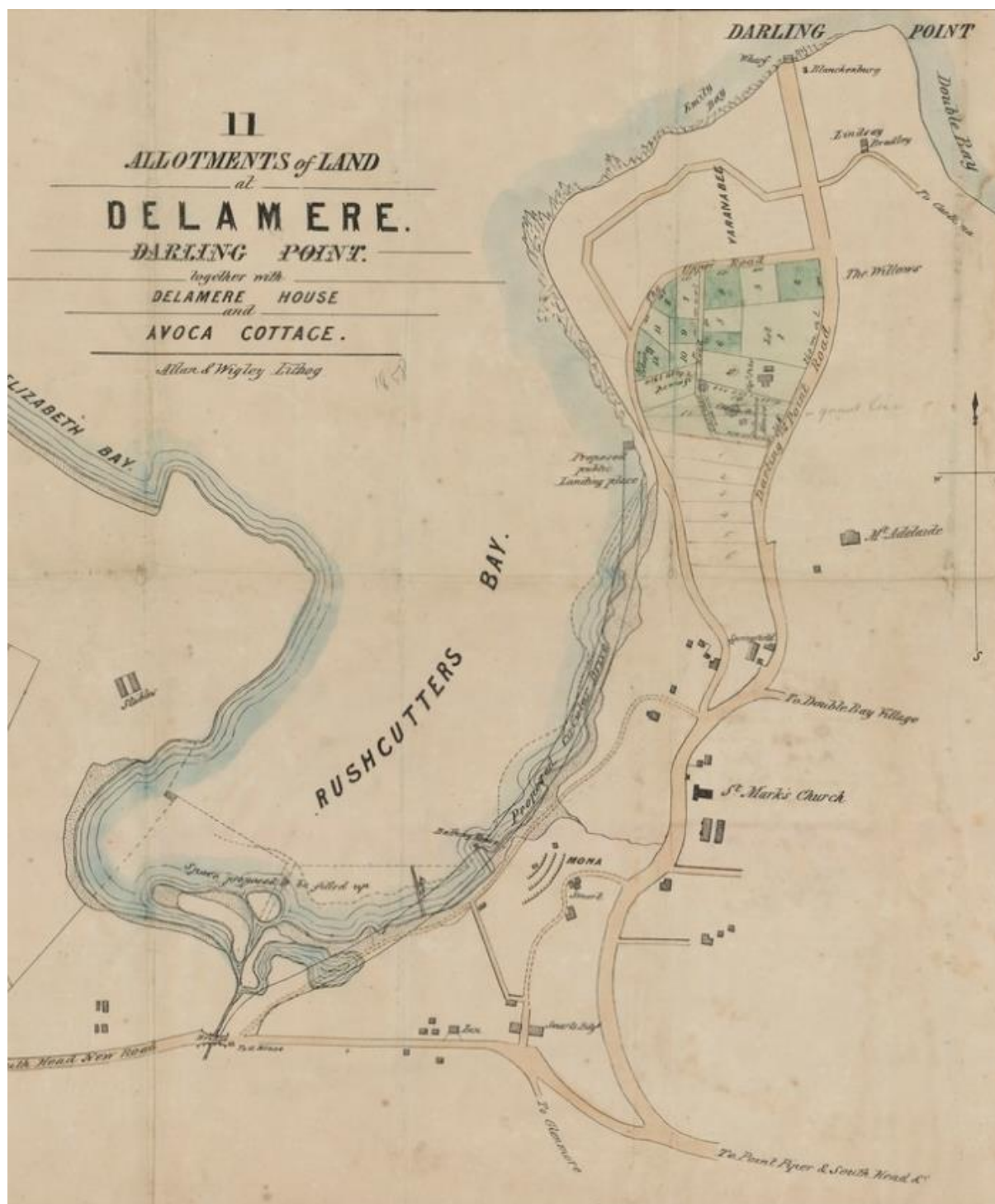


Figure 2.3 Detail from '11 Allotments of Land at Delamere, Darling Point together with Delamere House and Avoca Cottage', 1858. (Source: State Library of New South Wales, c016060001h.jpg)

2.1.4 Reclamation and Reservation for a Public Park

In 1875, 500 residents of Rushcutters Bay signed a petition urging the Minister for Lands to reclaim the marsh and the head of the bay for a public reserve. Three years later the *Rushcutters Bay Act* 1878 (NSW) was passed by Parliament authorising reclamation of the bay and dedicating six acres for

public recreation. Work commenced in October 1881 comprising reclamation of a large area of marsh, channelling the creek and construction of a ballast dyke seawall. The reclamation works were completed in 1883 for the large sum of £20,000.



Figure 2.4 Rushcutters Creek looking towards Darling Point, c1874. (Source: National Library of Australia, PIC/12254/980 LOC Album 1136)

Construction immediately commenced on extending the original stone dyke wall to the north of Rushcutters Bay Park through what is now known as Yarranabbe Park. The seawall was completed by 1885, but did not extend to the tip of Darling Point as privately built seawalls were present at the base of the properties along this section of the foreshore.

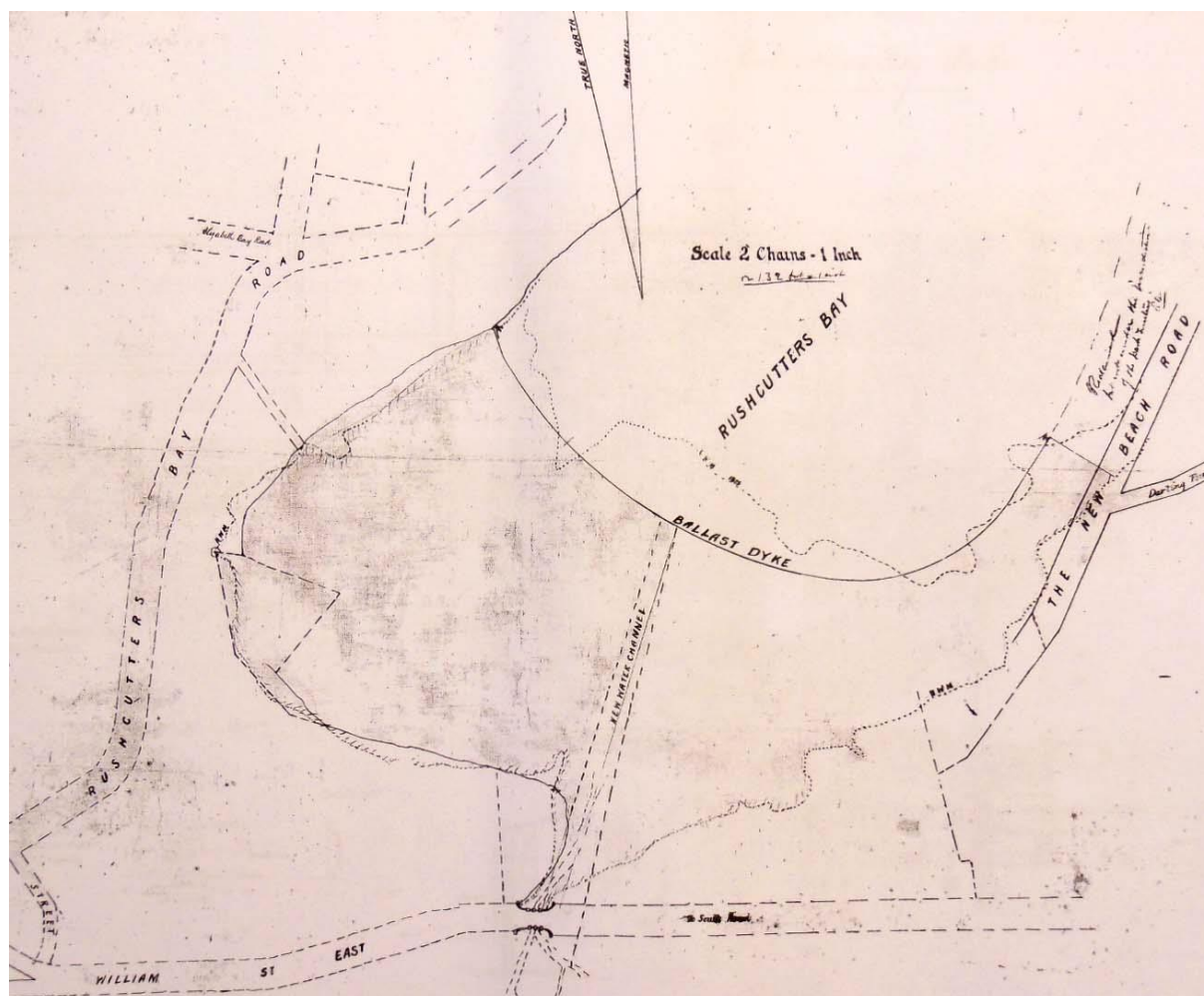


Figure 2.5 Undated plan showing the proposed alignment of the first ballast dyke at the head of the bay, c1880s. (Source: State Archives & Records, Map No. 727 HR 250/3)

2.1.5 Rushcutters Bay Park

Rushcutters Bay Park was dedicated in November 1885. The total area of the reserve was 24 acres 2 roods, of which 13 acres lay east of the stormwater drain. Sir John George Long Innes, Robert Butcher, Richard Holdsworth, Edward Bennett, Thomas Rove, John Gilchrist, Hon George Alfred Lloyd, Hon John Henry Want, Thomas Strettell Clibborn and John Williams were appointed trustees of the park at this date. One of their first acts was to call for competitive designs in May 1886. The park was designed by the winner of the design competition, Frederick Augustus (FA) Franklin.

On 26 August 1887 the trustees of Rushcutters Bay Park requested additional funds for its formation as the parkland itself still required finishing and planting. The Minister of Mines informed the trustees that as £1500 pounds had already been granted for the creation of the park only an additional £200 would be granted. The same year the trustees invited tenders for depasturing cows or sheep in the park. They also invited applications from secretaries of football clubs to use the ground at Rushcutters Bay Park, possibly the site of the present Reg Bartley Oval.

Some plantings must have been carried out in the park by December 1889 as at this time the trustees complained about 'depedations...in the various plantations and flower beds' by unnamed youth. Further improvement works were undertaken in the park in the 1890s, including making a cricket

ground, erecting a pavilion to the oval and building a caretaker's cottage, all west of the stormwater channel. There are also references to concrete cricket wickets and practice wickets which may have been located in the eastern portion of the park.

During the 1890s there were several deputations to the Minister for Public Works calling for an extension of the reserve by resuming a strip of land on the eastern edge of Rushcutters Bay. Plans were drawn up in about 1895 for a new seawall to replace the dyke wall. The new seawall was constructed in chiselled and staggered sandstone blockwork.⁵ The existing Rushcutters Bay Seawall was partly built in conjunction with the completion of the Rushcutters Bay Stormwater Channel No. 84, which was constructed between 1882 and 1898. The trustees invited applications in 1901 from persons interested in leasing the eastern portion of the park for football etc. It is likely that east of the stormwater channel the land was still being partly used for depasturing cattle, sheep or horses and there was at least one concrete cricket pitch.

Photographic evidence shows that the canopy specimens lining the New South Head Road frontage were mature specimens by 1907 and were probably planted in the 1880s. The 1903–04 view below shows trees protected by tree guards planted at regular intervals along the seawall and embankment above the sewer outlet.



Figure 2.6 Panorama of Rushcutters Bay showing the park in the foreground and the boatshed and New Beach Reserve in the background, 1903–04. (Source: State Library of New South Wales, c11401_00_c(1).jpg)

In 1908 City of Sydney and Woollahra Municipal councils met with the Minister for Lands in an attempt to have Rushcutters Bay Park vested in the two councils according to their respective boundaries. The Minister queried Woollahra's capacity to take on responsibility for the park within its boundaries, given that 'the revenue producing part' of the park was within the City of Sydney Council's boundaries. He was concerned that Woollahra Municipal Council would get little or no revenue if the plan was approved. Woollahra Municipal Council indicated it would be able to maintain the portion of Rushcutters Bay Park within its boundary without recourse to government subsidies if the State Government handed over the land along the eastern side of the bay and allowed it to retain the revenue from the permissive occupancies within this area.⁶

By this date the park was wholly fenced (an ornate paling design), with several gates located at various points for pedestrian access. The eastern portion within the Woollahra LGA contained an embankment above the sewer leading to an outlet in the seawall, a footpath parallel to the waterfront, a footpath traversing the park diagonally from New Beach Road in a north-westerly direction and three pitches.

In December 1910 the State Government passed the *Victoria Park and Rushcutters Bay Parks Act 1910*, No. 34. The Rushcutters Bay Park Trust was formerly dissolved, and the parklands vested in the two councils. During the second reading of the bill, representatives of Woollahra Municipal Council argued that a fair proportion of the money was not spent on their side. Of the £7737 granted to the trustees since the establishment of the park in 1885, only £355 worth of permanent improvements had been made in the eastern portion of the parkland.⁷

A letter to the *Evening News* in January 1912 criticised Council regarding the state of Rushcutters Bay Park:

there is a park with a magnificent water frontage, used as a stand for cattle and broken down horses. The people around about dare not allow their children to play in the park...and there is more manure than grass in the park.

By the early 1900s there were tree plantings behind the seawall, which extended at regular intervals around the whole foreshore as shown in Figure 2.7.



Figure 2.7 View from Darling Point looking southwest across Rushcutters Bay Park, c1900–1910. Tree plantings are visible along the seawall. Boatsheds stand in the foreground prior to the formation of New Beach Road to the north along the western foreshore of Darling Point. (Source: State Library of New South Wales, PXE 711/74)



Figure 2.8 View east across Rushcutters Bay showing the oval and some plantings throughout the park, c1900–1910. Boatsheds and development are visible at a distance along the foreshore comprising the present-day Yarranabbe Park. (Source: State Library of New South Wales, a116074h)

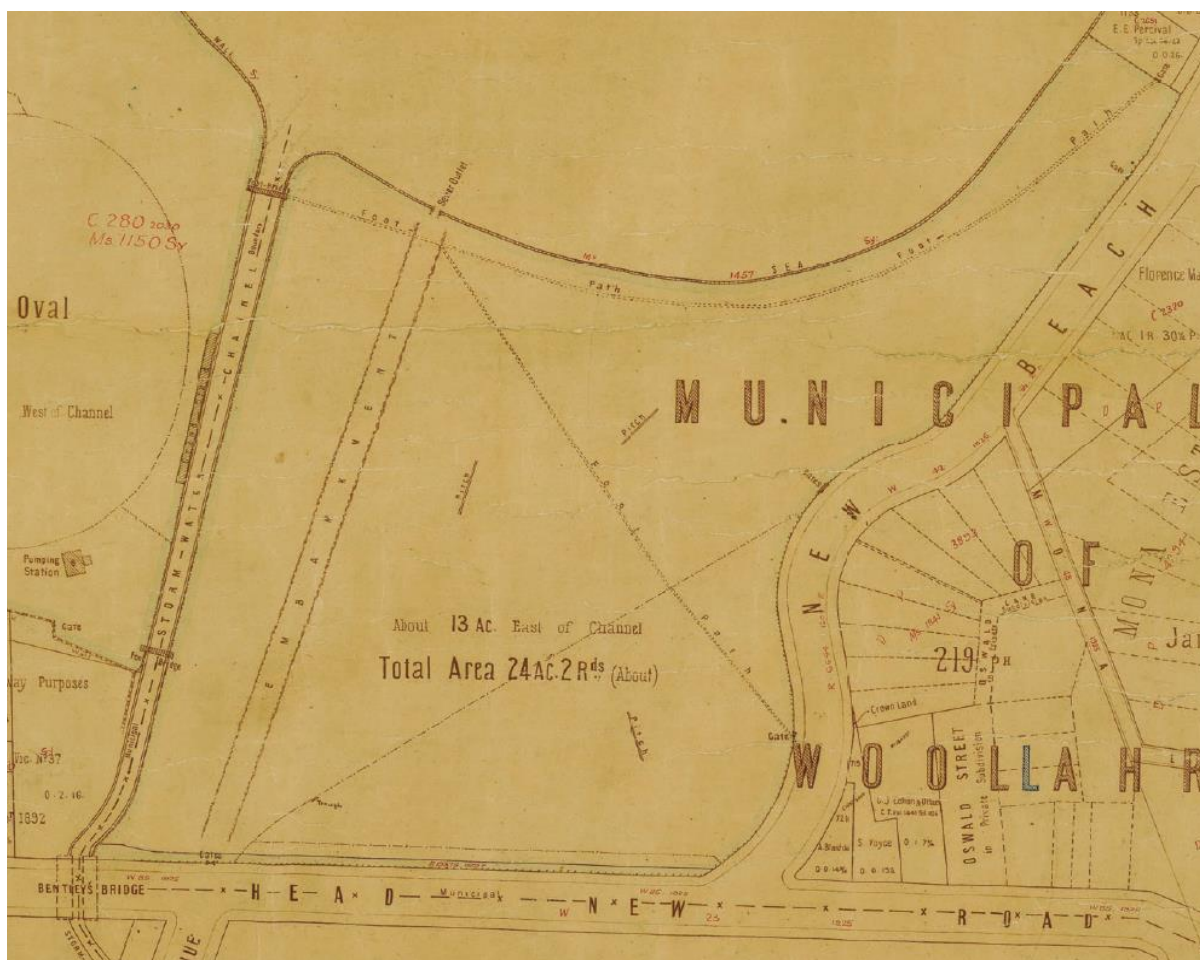


Figure 2.9 Detail from Rushcutters Bay Park, c1909. This plan shows the present seawall replacing the dyke wall. (Source: NSW Land Registry Services, Crown Plan 3197-3000)



Figure 2.10 Part of 'Panorama of Darling Point and Rushcutters Bay, New South Wales, 1', c1917–1946, by EB Studios. The seawall and structures in the eastern portion of Rushcutters Bay Park are shown, including the kiosk (cottage), cricket pitches and fences, and the mature tree plantings lining the diagonal pathway through the park. (Source: National Library of Australia, PIC P865/82/1 LOC Nitrate store)

Two cricket wickets were located in the northern lawn sector of the Woollahra Municipal Council-managed part of the park in the mid-1940s. The markings of a rugby and/or soccer field can also be

seen in the southern lawn sector of the Woollahra Municipal Council-managed part of the park—immediately downslope from New South Head Road in the 1943 aerial survey.

Some of the later improvements to Rushcutters Bay Park include the construction of a dressing shed and kiosk (Rushcutters Bay Park Kiosk) in 1957 and repairs to same in 1980. Throughout the 1920s and onwards Council periodically invited applications for the lease of the playing areas in the park for the winter and summer sports seasons. For instance, in March 1923 the Council invited applications from football clubs to hire the two grounds in Rushcutters Bay Park for the winter season. The park reverted to cricket use in summer, and there were ‘three wickets’ offered for hire in Rushcutters Bay Park. The footpath between the southern bridge over the stormwater canal and the diagonal path through the park did not exist in the mid-1940s. In 1943 there was a pathway on the alignment of the present vehicular access drive into the park from New Beach Road.

The Sun reported in September 1934 that Council had decided to make a playground at the northern end of Rushcutters Bay Park comprising three swings, a seesaw and a set of parallel bars.⁸ Between 1943 and 1955, a circular feature, most likely a children’s playground, was built south of the current kiosk site upon the lawns of the current football field. It was removed by 1965.

2.1.6 New Beach Road/Beach Road

During construction of the new seawall out from the alignment of the original dyke wall, 10 small new allotments were established north of the extent of the original Rushcutters Bay Park in conjunction with the formation of New Beach Road. By 1899 six boat sheds and associated slipways and jetties were constructed on these lots, requiring openings to be made in the existing seawall after or during its construction to preserve harbour access for the tenants of these allotments.

New Beach Road was dedicated by November 1902. This new roadway, stretching from New South Head Road to Yarranabbe Road, was listed for the first time in the Sands Directory in 1904. It records the names of several boat builders and proprietors as well as the naval station.

According to the Sands Directory in 1920, over 50 properties were listed along the eastern side of Beach Road. The roadway still did not extend north of Yarranabbe Road. The road is called either New Beach Road or Beach Road. The roadway was originally 66 feet wide (20.11 metres).

The Hills figs (*Ficus microcarpa hillii*) that line New Beach Road were immature specimens by the mid-1940s, so they were most likely planted during the 1920s or early 1930s.

2.1.7 The Rushcutters Bay Baths

In the late nineteenth century, there was an upsurge in swimming and diving in the area. A public jetty had been built in nearby Double Bay in 1869, and in following decades there was pressure from residents to construct baths there also. The Double Bay location proved to be unsuitable, however, and by 1902 baths had been erected at Rushcutters Bay.

The Rushcutters Bay harbour baths were built off set from the newly completed seawall at what is now Yarranabbe Park. By 1904, the bathing facility was known as Farmer’s Baths and a separate women’s bathing enclosure had been completed. The Sydney Harbour Trust let the baths to private lessees.

The baths operated until the 1970s when they were declared ‘unsightly’. Council ordered their demolition in 1974 after bathing in the harbour had declined for a number of reasons, the strongest being the water quality, and also traffic congestion in New Beach Road.



Figure 2.11 Aerial view north over Rushcutters Bay with the park in the foreground. New Beach Reserve (now Yarranabbe Park) and public baths are visible along the eastern foreshores of the bay towards the head of Darling Point. Aerial photograph by Adastral Airways, c1930s. (Source: Royal Australian Historical Society via Flickr <<https://www.flickr.com/photos/royalaustralianhistoricalsociety/albums/72157640448188933/>>)

2.1.8 Yarranabbe Park (Formerly Beach Road Reserve)

In 1889 the water frontage area (now part of Yarranabbe Park) was designated as a public landing place and a slip provided for public use. Several maps of the 1890s show the eastern foreshore of Rushcutters Bay labelled as a ‘public landing place’.

From 1917 Council considered landscape design schemes for the northern end of Beach Road Reserve. Various concept plans were prepared for the park. Although these schemes were never realised in their totality, aerial photographs from the late 1940s suggest that some circular display beds were laid out in the park possibly in the 1930s.



Figure 2.12 Aerial view over Darling Point showing New Beach Reserve (now Yarranabbe Park) in 1920. This image shows the seawall and harbour baths, but predates the planting of Hills figs on New Beach Road. (Source: NSW State Records & Archives, Series 15343)



Figure 2.13 Part of 'Panorama of Darling Point and Rushcutters Bay, New South Wales', 2, c1917–1946, by EB Studios. The baths are visible in the foreground, right, next to New Beach Reserve (now Yarranabbe Park) edged by the seawall. (Source: National Library of Australia, ID number PIC P865/82/2 LOC Nitrate store)



Figure 2.14 Portion of ‘Panorama of Darling Point and Rushcutters Bay, New South Wales’, 3, c1917–1946, by EB Studios showing the naval depot (blue marker), public baths (orange marker), and New Beach Reserve (now Yarranabbe Park) devoid of plantings. (Source: National Library of Australia, PIC P865/82/3 LOC Nitrate store)

Council considered various improvement works in Beach Road Reserve in the early 1930s, including general clean-up, filling, grading, painting of fences, and a possible tree planting design.⁹ The Council had not yet determined the best use of the park. The head gardener reported to Council on 10 March 1930 that Beach Road Reserve was to be planted with *Washingtonia* (*Washingtonia robusta*) palms interspersed with Port Jackson or Hills figs. The following year, the Council Engineer presented a report to the Council on 23 March 1931 discussing the cost of a new post and rail fence. Also noted was the use of unemployed Christmas relief labourers to level the park.

In 1934 dressing sheds from Woollahra Oval were relocated to Beach Road Reserve following a request in April from the NSW Women’s Hockey Association; the precise location of the sheds is unclear.

Plans were submitted in 1935–36 ‘for the upgrade of the section of Beach Road Reserve north of the baths with formal garden of trees, shrubs, rose gardens, turf, paths, seats, drinking fountains’. Council also considered a recommendation that the unmade section of Beach Road (north of Yarranabbe Road) be constructed. A 1937 plan held by Council shows some improvements including the planting of figs along New Beach Road, hockey fields, tennis courts and dressing sheds.

During World War II the southern section of Yarranabbe Park was occupied by the Navy under emergency war-time powers.

Yarranabbe Park was gazetted as a reserve for public recreation on 23 October 1953. Woollahra Municipal Council was appointed trustee for the parkland on 20 November 1959.

In the 1960s the naval structures were removed from the southern end of the reserve. The public baths were demolished in the mid-1970s (Section 2.1.7). In December 1971 the Geographical Names Board proposed to rename the reserve ‘Yarranabbe Park’. The name was approved one month later.

There have been few substantial changes to Yarranabbe Park since that time. Various upgrades to the park in recent years have included the provision of and changes to the centrally located children’s playground and the extension and improvement of the public footway along the seawall to the northern tip of the park.

Yarranabbe Park, Rushcutters Bay Park and Sir David Martin Reserve were together used as the Olympic Sailing Shore Base during the Sydney 2000 Olympic and Paralympic Games (Olympics and Paralympics). Yarranabbe Park was used for carparking and for the siting of various support

structures. At least four temporary jetties were constructed through the seawall for that event, roughly off the centre of the park.

In 2001 a new public jetty for water taxis and a new pathway along the seawall were constructed at Yarranabbe Park.

2.1.9 Plantation Reserve

In mid-1911, it was proposed that a row of palms be planted on the 15-foot-wide strip of land between the boat sheds and what was then just known as Beach Road. The Director of the Botanic Gardens was asked to undertake the plantings. The Minister for Lands approved of that land being formally reserved for plantation on 31 January 1912. The reserve is, however, marked on the 1909 Crown plan (Figure 2.9) sandwiched between New Beach Road and the 10 alienated allotments on the eastern foreshore of Rushcutters Bay. 'Plantation Reserve' appears to have been intended as a link between the two foreshore parks. The palms are visible along this strip of land in aerial photographs from 1930. Comparison of the 1955 and 1965 aerial photographs indicates the palms were removed by 1965 to make way for carparking.



Figure 2.15 Detail from 'Panorama of Darling Point and Rushcutters Bay', c1917–1946, by EB Studios. The palms within Plantation Reserve are visible behind the boatsheds on New Beach Road. (Source: National Library of Australia, PIC P865/82/3 LOC Nitrate store)

2.1.10 Sydney Naval Depot and HMAS Rushcutter

By 1902 the NSW Volunteer Naval Brigade occupied land on the southern edge of Yarranabbe Park. The site, measuring 2 acres and 3 roods, was gazetted for use as a naval recreation ground on 3 August 1904. With the formation of the Royal Australian Navy (RAN) in 1911, the site became known as the Sydney Naval Depot.¹⁰

The following year the Commonwealth Government applied to the State Government to acquire land north of the naval depot for naval purposes. This request was refused; however, the State Government gave approval for the area to be used as a 'parade ground'.¹¹

In 1940 the site was commissioned as HMAS Rushcutter. It housed the Anti-Submarine School, the Radar and Gunnery Instruction School and served as a base for the mosquito fleet (Harbour Defence Motor Launches, the Fairmiles and the Naval Auxiliary Patrol Boats). The radar school was relocated to HMAS Watson in 1943, though the technical functions of radar operation remained at HMAS Rushcutter. At the end of World War II, the site became a training facility for the RAN Experimental Labs and Research Labs.

Approximately half of the public space of Yarranabbe Park was occupied by the Navy as its parade ground. In the 1940s, this space was largely built upon, with quarters, a wardroom and a depth charge training area.¹²

In the early 1950s, Council opposed Navy plans to renew its leasehold of the naval drill ground at the southern end of the present Yarranabbe Park comprising 1.5 acres. The Navy was waiting for

buildings to be erected at South Head prior to vacating the site. The subject land has been under occupation by the Navy since June 1931.¹³ The Minister of Lands offered the Commonwealth Government (in this case the Navy) a permissive occupancy of the area for one year from 1 June 1953, subject to the latter removing all structures in that area during that time.

HMAS Rushcutter was decommissioned in 1960.



Figure 2.16 Detail from ‘Panorama of Darling Point and Rushcutters Bay’, c1917–1946, by EB Studios. The Drill Hall and Boatshed of the Sydney Naval Depot/HMAS Rushcutter. (Source: National Library of Australia, PIC P865/82/3 LOC Nitrate store)

2.1.11 Sir David Martin Reserve

In 1979 HMAS Rushcutter was transferred to the State Government for public recreation. The Rushcutters Bay Maritime Reserve Trust was appointed to manage the site in 1987. The reserve was renamed Sir David Martin Reserve in 1991, honouring the former NSW Governor and Rear-Admiral. The 1995 Management Plan included recommendations for the preservation of the historical naval buildings and the erection of a plaque commemorating HMAS Rushcutter.

In preparation for the use of Sir David Martin Reserve, Rushcutters Bay Park and Yarranabbe Park as the Sailing Shore Base for the Olympics and Paralympics in 2000, a range of works took place. Under the supervision of Scott Carver, Architects, the existing shore-based buildings were reconstructed and refurbished, and various structures were erected. These included a new 120-berth marina, a hardstand area, temporary structures for housing workshops and accommodating other essential behind-the-scenes amenities such as logistics support and competition management. A new permanent public jetty for water taxis was also built. Four temporary boat launching ramps were constructed through the seawall during that period, roughly off the centre of the park.

Since 2001 the four naval depot buildings, the Drill Hall and its extension, a sail loft and the 1890s Cottage (former Officer’s Residence) have been managed by Council and leased to community groups.

The memorial to HMAS Rushcutter, the RAN Experimental Laboratories (RANEL) and the RAN Research Laboratories (RANRL) (HMAS Rushcutter/RANEL/RANRL Memorial) was unveiled in the reserve on 1 March 2009.

2.1.12 Timeline

Table 2.1 **Timeline of the Development of Rushcutters Bay Park and Yarranabbe Park.**

Date	Event
Pre-1788	The southern shore of Sydney Harbour was occupied for upwards of 35,000–40,000 years by the Cadigal people. The Cadigal called Rushcutters Bay 'Kogerah'.
1788	The First Fleet arrived in Sydney Harbour.
1789	The Aboriginal population was dispossessed by Europeans and devastated by the smallpox epidemic.
1812	Thomas West was granted 40 acres at the head of Rushcutters Bay and erected a water mill to grind flour.
1830	New South Head Road was constructed.
1833	Mrs Darling's Point was subdivided.
1839	Stone arch bridge was constructed over Rushcutters Creek.
1842	Sydney Council was incorporated. Rushcutters Creek was designated as the eastern municipal boundary.
1860	The borough of Woollahra was proclaimed.
1875	Petition requesting reclamation of Rushcutters Bay after complaints about its foul state.
c1877	Silt dumping commenced at Rushcutters Bay.
1878	<i>Rushcutters Bay Act</i> was passed, and six acres were set aside as 'a park or place of public recreation'.
1879	Stone was provided to Rushcutters Bay in preparation for constructing the dyke seawall.
1881–1883	Reclamation of the head of Rushcutters Bay and construction of the first phase of the dyke seawall.
1882–1898	Rushcutters Bay Stormwater Channel No. 84 was built.
1883–1885	Extension of the stone seawall north of Rushcutters Bay Park as far as Yarranabbe Road (not to the tip of Darling Point).
November 1885	Rushcutters Bay Park was formally gazetted and trustees appointed.
1886	Rushcutters Bay Park design competition was won by FA Franklin.
1885–1894	Three boat houses and skids were constructed along the eastern shore of Rushcutters Bay.
1895–1899	Plans were drawn up for development of a new seawall (the present seawall) and constructed around Rushcutters Bay north to the tip of Darling Point. The New Beach Reserve (now Yarranabbe Park) area was formed at this date.
1902	The NSW Volunteer Naval Brigade Depot was established on the eastern shore of Rushcutters Bay along New Beach Road. The Rushcutters Bay Baths were established.
1908	City of Sydney and Woollahra Municipal Councils deputation to Minister for Lands requesting dissolution of Rushcutters Bay Park Trust and vesting lands in the two councils according to their respective boundaries.
1910	<i>Victoria and Rushcutters Bay Parks Act 1910</i> , No. 34, was passed. Rushcutters Bay Park Trust was dissolved. Rushcutters Bay Park was vested in City of Sydney and Woollahra Municipal Councils.

Date	Event
	The RAN asked permission to remove part of the seawall for jetty access.
1911	The RAN took over the NSW Volunteer Naval Brigade Depot site.
1912	Plantation Reserve was gazetted.
1930s	Hills figs and Washingtonia palms were planted along the edge of New Beach Reserve.
1939	Council accepted the tender of the NSW Women's Hockey Association to use the area at Rushcutters Bay Park.
1940	HMAS Rushcutter was commissioned.
1953	New Beach Reserve was gazetted as a reserve for public recreation.
1957	The kiosk and public toilet building was constructed (modified in the 1980s).
1959	Council was appointed trustee for New Beach Reserve.
1960s	HMAS Rushcutter was decommissioned.
January 1972	Geographical Names Board of New South Wales renamed New Beach Reserve 'Yarranabbe Park'.
1974	Demolition of Rushcutters Bay Baths.
1979	HMAS Rushcutter was transferred to NSW Government for public recreation.
1980s	Break front seawall modification and concrete hard stand added (approximate date).
1987	Rushcutters Bay Maritime Reserve Trust was appointed to manage the RAN depot.
1991	The former RAN depot was renamed Sir David Martin Reserve.
2000	Rushcutters Bay Park, Sir David Martin Reserve and Yarranabbe Park were converted to the Sydney Olympic and Paralympic Games Sailing Shore Base. Four temporary jetties were built through sections of the seawall during that period, roughly in the centre of the park, and were later removed.
2001	A new public jetty for water taxis and pathway along the Yarranabbe Park seawall were built. The Drill Hall, sail loft and the Cottage (the former Officer's Residence) on the former RAN site were transferred to the management of Council and leased to community groups.
1 March 2009	Unveiling of the HMAS Rushcutter/RANEL/RANRL Memorial in Sir David Martin Reserve.

2.2 Physical Evidence—Description and Analysis

Rushcutters Bay Park and Yarranabbe Park were inspected by Patrick Atkinson, Catherine Macarthur, Sophie Jennings and specialist landscape adviser Ari Anderson on 24 March and 9 April 2021.

All photographs in this section of the report have been taken by GML, unless noted otherwise.

2.2.1 Study Area Context

Rushcutters Bay Park and Yarranabbe Park are situated on an area of reclaimed land surrounding Rushcutters Bay. The parks are in a natural valley which leads down from Paddington in the south, formed by the ridges of the peninsulas on either side. Rushcutters Bay Creek runs from the high ground from the south through the park, now contained by the Sydney Water stormwater drain channel.

The area around the parks is mainly residential, comprised of multistorey semi-detached housing and apartment blocks. Directly to the west of the parks is the Potts Point peninsula, which contains a RAN facility at Garden Island and the suburbs of Potts Point, Kings Cross and Elizabeth Bay. To the south of the parks is New South Head Road (a key arterial road for the Eastern Suburbs), the Eastern Suburbs Railway Viaduct, and the Weigall Sportsground of the Sydney Grammar School. To the east is the Darling Point peninsula, which contains the suburbs of Darling Point and Edgecliff. North of the parks is Sydney Harbour.

Between Rushcutters Bay Park and Yarranabbe Park is the Cruising Yacht Club of Australia (CYCA) and d’Albora Marinas, which sit just south of Sir David Martin Reserve. See Figure 1.4 for a breakdown of the parks.

2.2.2 Rushcutters Bay Park

Rushcutters Bay Park is an approximately 6.4 hectare public park situated directly north of New South Head Road at the end of Rushcutters Bay. The park is divided into east and west sections by a stormwater channel which runs roughly through the centre of the park. This also happens to demarcate the boundary between the City of Sydney and Woollahra Municipal Council.

Rushcutters Bay Park (West) falls within the City of Sydney LGA and is outside the scope of this report. This area of Rushcutters Bay Park contains the Reg Bartley Oval, its grandstand, a heritage listed sewage pumping station, and tennis courts. Informal open space on this side is limited to near the water in the north of the park. The park is separated from the water by the sandstone seawall, which is contiguous along the length of Rushcutters Bay Park (West)’s boundary with the water except at its westernmost point, where steps down into the harbour have been provided.

The eastern portion of Rushcutters Bay Park (which is within the study area) predominantly consists of large open lawns, which are used for formal and informal sports and for general community active and passive recreation. Rushcutters Bay Park (East) is broadly divided into three zones due to the pattern of original cultural plantings in the park from the late nineteenth century, which framed the area and provided shelter along key pedestrian pathways (asphalt).

The three zones are:

- a rectangular zone abutting New South Head Road (mostly used for rugby and soccer);
- a large triangular zone between the park’s kiosk and the bay (mostly used for ...); and
- a long strip of lawn along the eastern side of the stormwater channel (passive recreation).

Near the eastern fringe of the park is the kiosk and playground, which are heavily used and highly visible from New Beach Road.

Rushcutters Bay Park (East) has three principal pedestrian pathways:

- the path that extends diagonally across the park from the southwest to the northeast (past the kiosk);
- a path extending to the bay from New South Head Road (parallel to the stormwater channel); and
- the ‘promenade’ abutting the seawall.

The first two of these pathways are original/early, though they were partially realigned in the early 2000s. Most pathways in the park are asphalt and have been widened over time.

Trees planted from the late nineteenth century until the 1920s make up most of the vegetation in the eastern portion of Rushcutters Bay Park. This includes the prevailing Moreton Bay figs (*Ficus macrophylla*), Port Jackson figs (*Ficus rubiginosa*) and London plane trees (*Platanus x acerifolia*). Several mature Phoenix palms are also located on the lawn slopes below New South Head Road. Mature Hills figs planted in the 1930s demarcate the eastern boundary of the park along New Beach Road, and were planted concurrently with the same species abutting Yarranabbe Park. Later twentieth-century plantings in the park include the short alignment of paperbarks near the park’s northeastern corner and assorted species to the immediate east of the stormwater channel, including hoop pines (*Araucaria cunninghamii*), casuarinas, paperbarks and Cook Island pines (*Araucaria columnaris*). In recent decades garden beds have been formed around the playground on the park’s boundary with New Beach Road.

Built elements within the park include the kiosk building dating from 1957 and the later playground towards the centre of the park, concrete stairs into the park from New South Head Road, the 1890s contiguous sandstone seawall on the north, and modern and mid-twentieth century bridges to the west. There is also a hardstand concrete area in the park’s northwest which dates from the 1980s, and related breakfront modification to the seawall.

A breakdown of the soft and hard landscape elements of Yarranabbe Park is provided in the sections below.

Soft Landscape Elements

Table 2.2 Soft Landscape Elements—Rushcutters Bay Park.

Group	Soft Landscape Element
R1	Early Moreton Bay figs and palms
R2	Early London plane trees and Port Jackson figs
R3	c1930s Hill figs
R4	Late twentieth-century paperbarks
R5	Mature eastern tree row (mixed)
R6	Stormwater channel trees (modern)
R7	Miscellaneous trees (modern)
R8	Sports fields
R9	Playground planted gardens

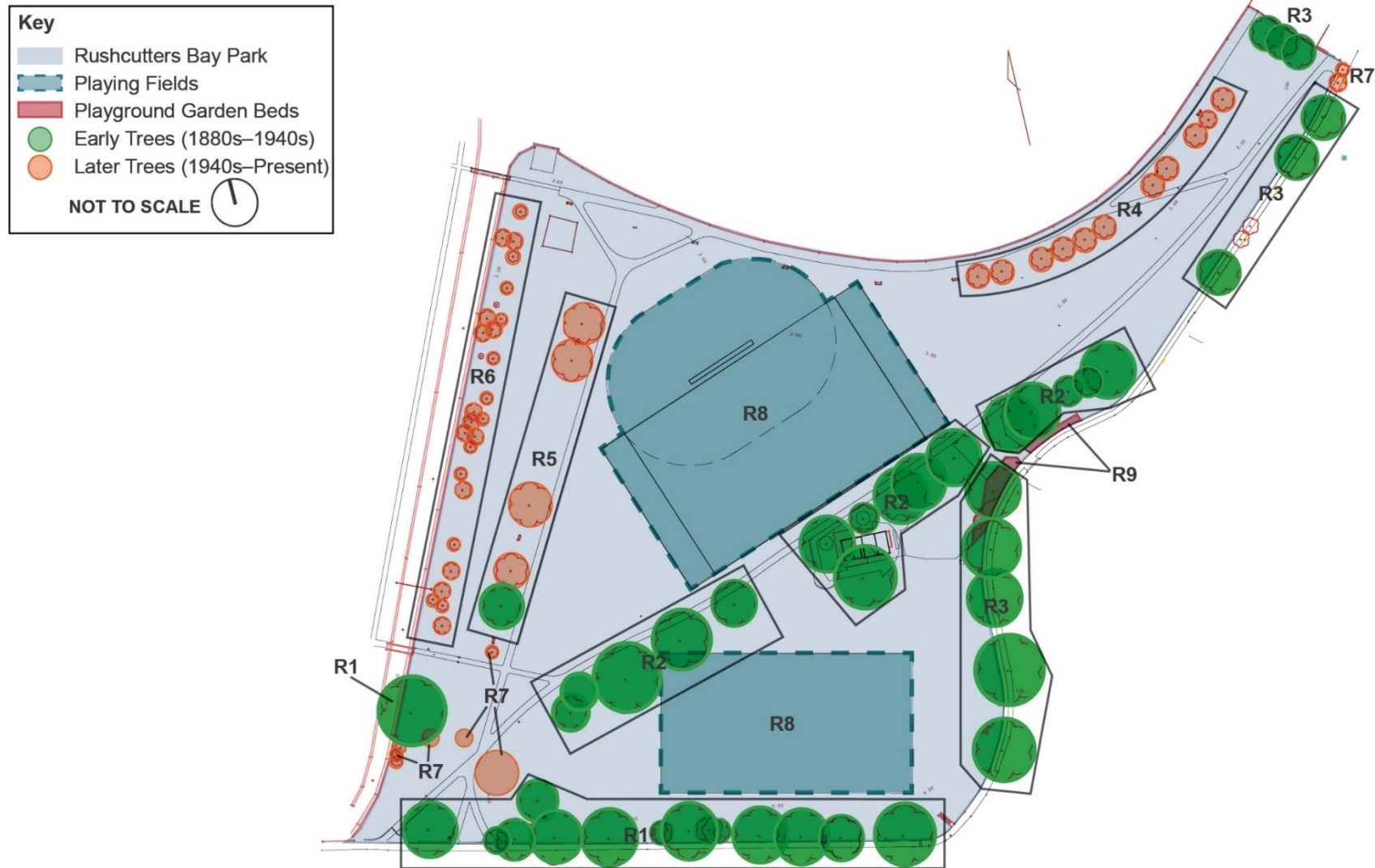


Figure 2.17 A breakdown of the soft landscape elements of Rushcutters Bay Park. (Source: GML, 2021)

Hard Landscape Elements

Entries marked with an asterisk (*) are found throughout the park and are not marked on the figures.

Table 2.3 **Hard Landscape Elements—Rushcutters Bay Park.**

No.	Hard Landscape Elements
RA	Seawall
RB	Pathways (asphalt)
RC	Cricket pitch
RD	Bridge (c1940s)
RE	Bridges (modern)
RF	Remnant tram / bus stop
RG	Kiosk courtyard
RH	Playground
RI	Hardstand concrete area
RJ	Fitness station
RK	Mid-twentieth century concrete stairs
RL	Stormwater drain fence
RM	Electricity substation
RN	Sewer vents (early)*
RO	Light poles (modern, various)*
RP	Benches (modern)*
B1	Rushcutters Bay Park Kiosk

Key

- Rushcutters Bay Park
- Buildings
- Hard Landscape Elements

NOT TO SCALE

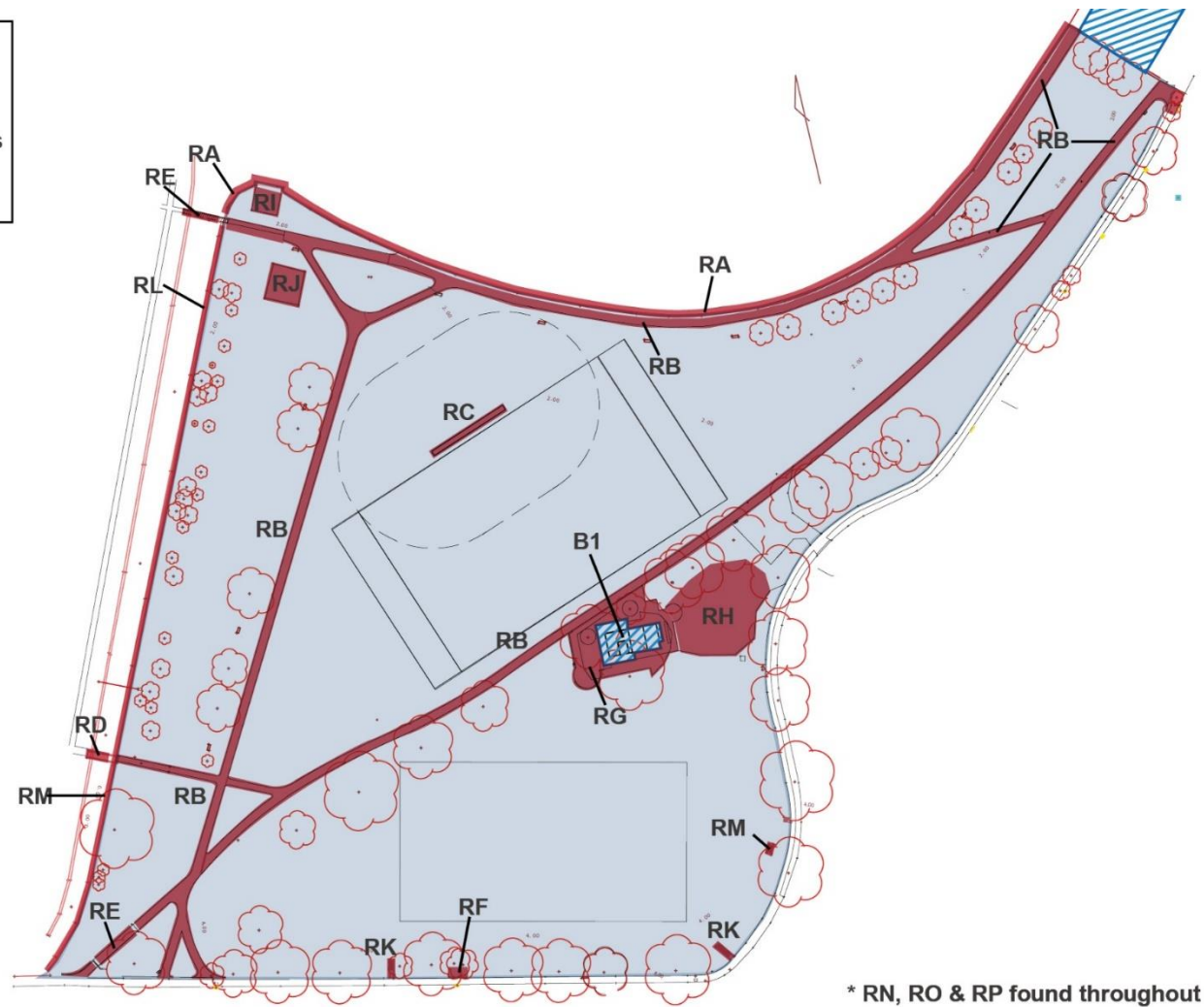


Figure 2.18 A breakdown of the hard landscape elements of Rushcutters Bay Park. (Source: GML, 2021)



Figure 2.19 View of the southern edge of Rushcutters Bay Park from the New South Head Road footpath.



Figure 2.20 View into Rushcutters Bay Park from the southwest.



Figure 2.21 View of the southern playing field in Rushcutters Bay Park from the central axial pathway. (Source: Ari Anderson, 2021)



Figure 2.22 View to the western edge of the Woollahra side of Rushcutters Bay Park. (Source: Ari Anderson, 2021)



Figure 2.23 The stormwater channel in Rushcutters Bay Park.



Figure 2.24 An early–mid twentieth-century footbridge over the stormwater channel in the south of the park. (Source: Ari Anderson, 2021)



Figure 2.25 Modern plantings of various tree species in the western edge of Rushcutters Bay Park.



Figure 2.26 View from the western edge to the open space in the centre of Rushcutters Bay Park.



Figure 2.27 The fitness station in the northwest of the park.



Figure 2.28 The northeast edge of the Woollahra side of Rushcutters Bay Park, showing the stormwater channel outlet in the park.



Figure 2.29 An area of hardstand concrete with a modified area of the seawall, below which is a separate outlet.



Figure 2.30 The seawall in Rushcutters Bay Park. (Source: Ari Anderson, 2021)



Figure 2.31 Looking south along the western axial pathway of Rushcutters Bay Park (West). (Source: Ari Anderson, 2021)



Figure 2.32 View to the open space of the park from the southeast corner, near the intersection of New South Head Road and New Beach Road. (Source: Ari Anderson, 2021)



Figure 2.33 The c1890s tree group along Rushcutters Bay Park's boundary with New South Head Road. (Source: Ari Anderson, 2021)



Figure 2.34 Mid twentieth-century stair access to the park from New South Head Road. The Eastern Suburbs Railway Viaduct is visible in the background. (Source: Ari Anderson, 2021)



Figure 2.35 Mid twentieth-century concrete stair access in the southeast of the park. (Source: Ari Anderson, 2021)



Figure 2.36 Sandstone footing remnants of a tram stop along New South Head Road. (Source: Ari Anderson, 2021)



Figure 2.37 The row of c1920s Hills figs along New Beach Road in the south of the park. (Source: Ari Anderson, 2021)

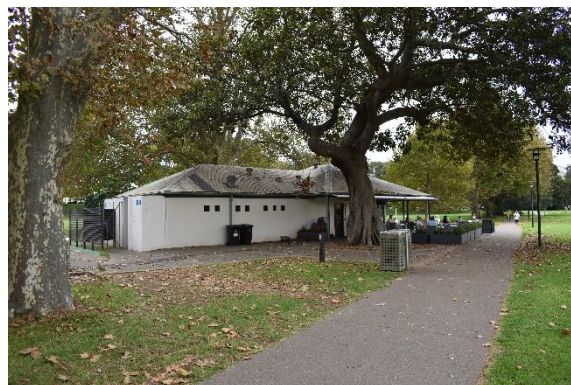


Figure 2.38 The Rushcutters Bay Park Kiosk building. (Source: GML, 2021)



Figure 2.39 The fenced playground near the kiosk in the centre of the park. (Source: Ari Anderson, 2021)



Figure 2.40 The formal planted garden surrounding the playground. (Source: Ari Anderson, 2021)



Figure 2.41 c1930s Hills figs along New Beach Road in the northeast corner of Rushcutters Bay Park. (Source: GML, 2021)

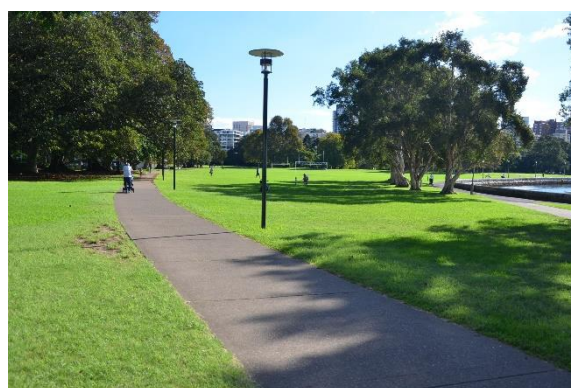


Figure 2.42 Looking southwest along the central pathway to the centre of Rushcutters Bay Park. (Source: Ari Anderson, 2021)



Figure 2.43 Looking south from the seawall, showing the central open space of the park. (Source: GML, 2021)



Figure 2.44 The seawall promenade in the park's northeast, showing the row of c1980s paperbarks. (Source: GML, 2021)

2.2.3 Sir David Martin Reserve

Sir David Martin Reserve is an area of Crown land located between Rushcutters Bay Park and Yarranabbe Park to the north of the CYCA and d'Albora Marinas. This reserve was formerly part of HMAS Rushcutter, a naval base which was decommissioned in 1960 and transferred to the NSW Government for public recreational use.

Sir David Martin Reserve contains a number of buildings/structures associated with its former use as a naval facility. This includes the Drill Hall and associated structures, the Cottage (former Officer's Residence), Parade Ground, Sayonara Slipway, and the RAN Sailing Association (RANSA) boatshed. Sir David Martin Reserve also contains a memorial unveiled in 2009 for HMAS Rushcutter and the RANEL and RANRL which operated on site.

For a detailed description of the buildings and their conservation management, refer to the Design 5 CMP, 2005.

The seawall along the western edge of the part of the park has a number of cut sections, some of which appear to be for a purpose no longer in use.



Figure 2.45 The Sayonara Slipway on the southern edge of Sir David Martin Reserve. (Source: Ari Anderson, 2021)



Figure 2.46 The former HMAS Rushcutter Drill Hall. (Source: Ari Anderson, 2021)



Figure 2.47 View of Sir David Martin Reserve from New Beach Road, showing the Cottage (former Officer's Residence). (Source: Ari Anderson, 2021)



Figure 2.48 The former HMAS Rushcutter Drill Hall. (Source: Ari Anderson, 2021)



Figure 2.49 The RANSA boatshed in Sir David Martin Reserve. (Source: Ari Anderson, 2021)



Figure 2.50 The seawall and gap for the RANSA slipway. (Source: Ari Anderson, 2021)



Figure 2.51 A plaque commemorating the 2000 Olympic Games, partly held at the parks. (Source: Ari Anderson, 2021)

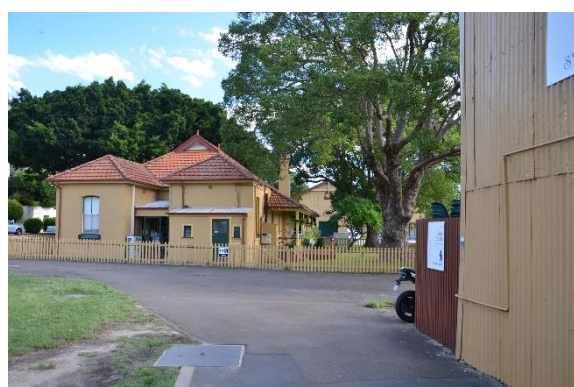


Figure 2.52 Looking south into Sir David Martin Reserve from near Yarranabbe Park, showing the mature camphor laurels (*Cinnamomum camphora*) in the gardens of the Cottage. (Source: Ari Anderson, 2021)

2.2.4 Plantation Reserve

Plantation Reserve is a narrow strip of land beside the CYCA and d’Albora Marinas which connects Rushcutters Bay Park to Sir David Martin Reserve. Plantation Reserve consists of a concrete footpath, hedge and palm plantings, and a row of carparking spots.

Historically the reserve was a palm-lined verge which sat between Rushcutters Bay Park and Yarranabbe Park. Although included in the State Heritage Register (SHR) listing of the parks, its name is something of a misnomer; it refers to the prominent line of Canary Island palms (or similar) that were since removed for vehicular parking between 1955 and 1965. Plantation Reserve today has very little relation to its previous state and is difficult to interpret as part of the parks. The few mature trees in the narrow verges of the existing footpath do not appear to be elements of the original planting scheme for this zone.

Plantation Reserve currently provides footpath connection between the two parks and parking for the marinas. As a result of the volume of pedestrian movement both between Yarranabbe Park and Rushcutters Bay Park and to and from the yachting facilities, this zone is a noticeable pinch-point in activity around the bay.

The CYCA and Marina areas are on the sites of a series of boat sheds dating from 1899. The CYCA was established in this area in 1946 and the current club house was built in 2018. Key dates for the Marina dates have not been identified. The extent and nature of the original / early seawall along this frontage has not been investigated this report.



Figure 2.53 Plantation Reserve as viewed from the south. (Source: GML, 2021)



Figure 2.54 The CYCA building beside the footpath of Plantation Reserve. (Source: GML, 2021)

2.2.5 Yarranabbe Park

Yarranabbe Park, formerly New Beach Reserve, is an approximately 2.6 hectare park situated along New Beach Road directly north of Sir David Martin Reserve. Yarranabbe Park is predominantly open grassed space, with public recreation facilities located towards its centre. The park is bounded by a sandstone seawall on its west and north as it faces the harbour. To the south is the RANSA building of Sir David Martin Reserve. Along its eastern boundary with New Beach Road are a row of Hills figs, three Washingtonia palms, and timber bollard fencing. The Hills figs were planted in the 1920s/1930s, while the palms are remnants from earlier garden planting schemes in the park.

Public facilities at Yarranabbe Park include a public jetty, a fenced playground, and a small fitness station. A promenade runs the length of the park beside the seawall, cutting past the RANSA building

to New South Head Road in the south of the park. A public footpath runs along New Beach Road from the south to near the playground, where it abruptly ends and is replaced by street parking to the edge of the park. Benches are also located throughout. Pedestrian access into the park is unrestricted, with the lawns of the reserve directly abutting the New Beach Road footpath or carriageway (as is the case at the northern end of the road). This junction is demarcated by a vehicle-blocking line of timber log bollards.

Apart from the row of c1930s Hills figs, Yarranabbe Park is also planted with young eucalypts along the seawall promenade. It also supports several mature *Washingtonia* palms abutting New Beach Road. An area of planted garden beds surrounds the playground to provide some privacy and shade, though these are incongruous with the original scheme of the park.

The row of c1930s Hills figs in the north of Yarranabbe Park are technically located within the road reserve of New Beach Road, outside of the park's boundary. However, for all practical purposes the trees are located within the park, forming its physical boundary with New Beach Road. These trees are pruned to a height of 15.4m to preserve views for the houses and apartments on the ridge above as part of an arrangement between residents and Council. This pruning regime gives the trees an unusual sculpted form.

Other notable features are a sculpture created by Professor Zhang Yangen in the south of the park and a group of Sydney Water sewage infrastructure structures located on an easement towards the north of the park.

The sandstone seawall of Yarranabbe Park is unbroken for the length of the park except where the public jetty is located. The wall is generally in good condition, though it is heavily weathered along the north boundary as that area is more exposed to the elements. Evidence of patch repairs where stone had to be replaced or previous penetrations were filled remain along the length of the wall.

A breakdown of the soft and hard landscape elements of Yarranabbe Park is provided in the sections below.

Soft Landscape Elements

Table 2.4 Soft Landscape Elements— Yarranabbe Park.

Y1	Row of c1930s Hills figs and <i>Washingtonia</i> palms
Y2	c1930s Hills figs and Port Jackson figs
Y3	Camphor laurels
Y4	Playground garden beds
Y5	Modern eucalypts
Y6	Modern frangipanis
Y7	Miscellaneous trees (modern)
Y8	Former Parade Ground

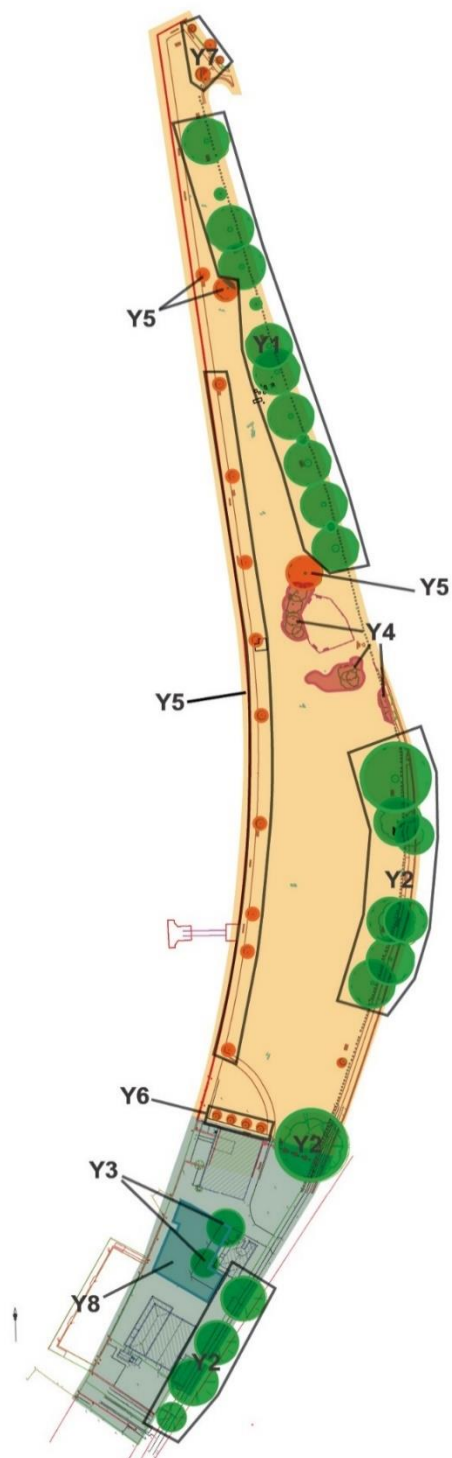
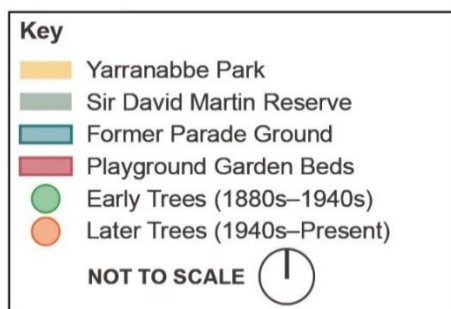


Figure 2.55 A breakdown of Yarranabbe Park soft landscape elements. (Source: GML, 2021)

Hard Landscape Elements

Entries marked with an asterisk (*) are found throughout the park and are not marked on the figures.

Table 2.5 Hard Landscape Elements—Yarranabbe Park.

YA	Seawall
YB	Seawall promenade
YC	Public jetty
YD	Playground
YE	Fitness station
YF	Sculpture
YG	Sewage infrastructure
YH	Timber post bollard
YI	Concrete footpath
YJ	Asphalt parking
YK	Sayonara Slipway
YL	Public marina & jetty
YM	HMAS Rushcutter/RANEL/RANRL Memorial
YN	Sewer vents (early)*
YO	Light poles (modern, various)*
YP	Benches (modern)*
B2	Drill Hall
B3	Cottage
B4	RANSA Boatshed

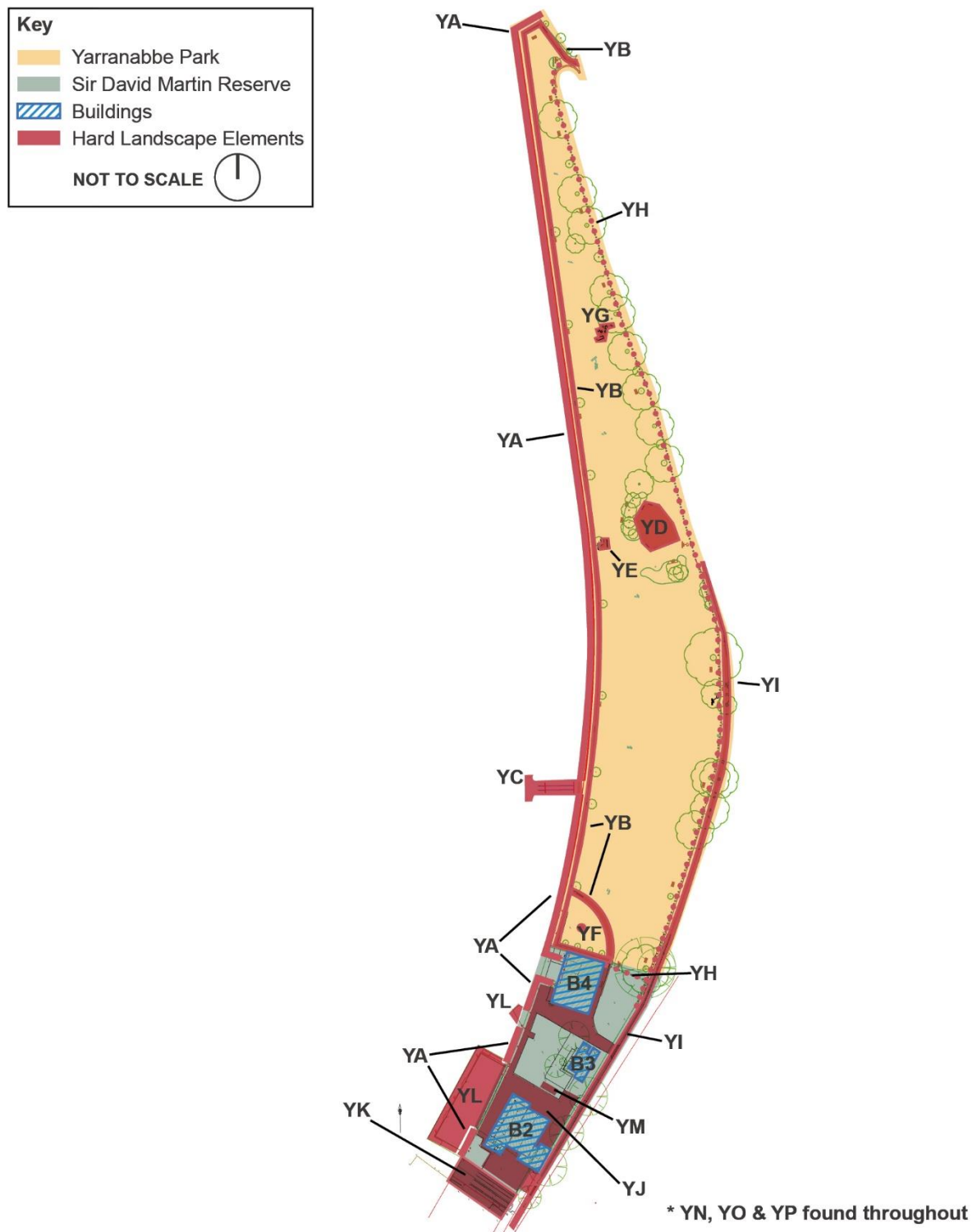


Figure 2.56 A breakdown of Yarranabbe Park hard landscape elements. (Source: GML, 2021)



Figure 2.57 Looking north into Yarranabbe Park from the south. (Source: Ari Anderson, 2021)



Figure 2.58 The boundary between Yarranabbe Park and Sir David Martin Reserve, showing the plantings and sculpture. (Source: Ari Anderson, 2021)



Figure 2.59 The public jetty in Yarranabbe Park. (Source: GML, 2021)



Figure 2.60 The Yarranabbe Park seawall as viewed from the public jetty. (Source: Ari Anderson, 2021)



Figure 2.61 View of the playground and its surrounding plantings. (Source: Ari Anderson, 2021)



Figure 2.62 The fitness station in Yarranabbe Park. (Source: Ari Anderson, 2021)

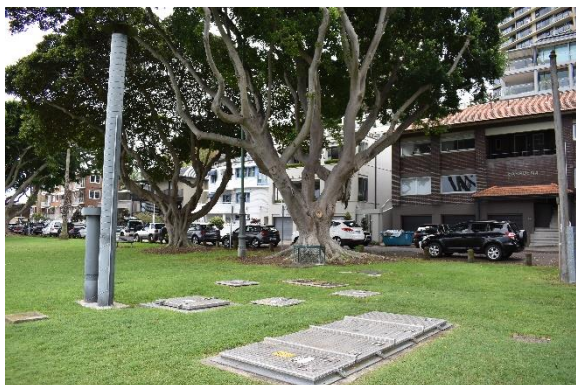


Figure 2.63 The intrusive Sydney Water sewage infrastructure in the park. (Source: GML, 2021)



Figure 2.64 Looking south towards Rushcutters Bay Park from the north of Yarranabbe Park. (Source: Ari Anderson, 2021)



Figure 2.65 The weathered stone wall in the north of Yarranabbe Park. (Source: GML, 2021)



Figure 2.66 The stone repair to the seawall in the north of Yarranabbe Park. (Source: Ari Anderson, 2021)



Figure 2.67 The timber bollard edging of the park. (Source: GML, 2021)



Figure 2.68 The row of c1930s Hills figs and palms in the north of Yarranabbe Park. (Source: GML, 2021)



Figure 2.69 One of the remnant Washingtonia palms in the north of Yarranabbe Park. (Source: GML, 2021)



Figure 2.70 An early cast-iron sewer vent in the north of Yarranabbe Park, one of many found throughout the study area. (Source: GML, 2021)

2.2.6 Views

As the general ground level of Rushcutters Bay Park lies some metres below the level of New South Head Road, an amphitheatrical effect is available in views north toward the bay from that arterial road corridor. The extent of this effect is increased by the availability of serial views for pedestrians and drivers on New South Head Road, under the enormous canopies of the park's southern bank of trees.

Unimpeded views through the park and to the waters of the bay are available from much of the park's southern and eastern boundary and from the line of the stormwater channel, looking east.

Yarranabbe Park's prominent harbourside location makes it a feature of views to Darling Point from Potts Point and the North Shore. The park provides a 'footing' to the peninsula in these views, which are available from the south, west and north. Views available from Yarranabbe Park include up to the Paddington and Potts Point ridges, Garden Island, Taronga Zoo, and most notably to the Harbour Bridge.

Views across the bay between Rushcutters Bay Park and Yarranabbe Park which were possible in the nineteenth and early twentieth centuries are no longer available due to the density of boats moored at the jetties in the bay. The mature tree canopies in Rushcutters Bay Park and Yarranabbe Park can, however, be seen from within both parks.

Yarranabbe Park is unique in terms of its visual experience from the harbour. As it is not located at the head of the bay, watercraft are afforded serial views as they move into the bay. The aesthetic value of elements that frame the park like the seawall and line of Hills figs are high, as they demarcate the extent of the park in this serial viewing experience.

The siting of a park along the side of a Sydney Harbour peninsula is comparatively rare, as most parks in the harbour are situated at the head of the bay. Yarranabbe Park and Rushcutters Bay Park form a distinct parkland boundary in the bay, emphasised by the contiguous areas of seawall. This also

means that Yarranabbe Park and its features are prominent in views from other public spaces to the west, like Beare Park and McElhone Reserve.

View within Yarranabbe Park are open and extend through to Sir David Martin Reserve. Garden plantings associated with the playground obscure views from north to south in Yarranabbe Park and Sir David Martine Reserve that were previously available.

Table 2.6 **Views—Rushcutters Bay Park and Yarranabbe Park.**

View	Description
View 1	Serial views to Rushcutters Bay from New South Head Road through Rushcutters Bay Park.
View 2	Open internal views of Rushcutters Bay Park from the east.
View 3	Historical views across the stormwater channel into the opposing side of Rushcutters Bay Park, from the north.
View 4	Axial view along the diagonal pathway in Rushcutters Bay Park.
View 5	Constricted view along the Plantation Reserve footpath.
View 6	Serial views to Rushcutters Bay from New Beach Road through Yarranabbe Park.
View 7	Open internal views of Yarranabbe Park along the seawall promenade.
View 8	Serial views to Yarranabbe Park from the water.
View 9	View to the northern edge of Yarranabbe Park from Beare Park, Potts Point.
View 10	Constricted view from Arthur McElhone Reserve in front of Elizabeth Bay House.
View 11	Visual catchment of the harbour to and from Yarranabbe Park, including to Potts Point, Garden Island, the Harbour Bridge and the North Shore.
View 12	Visual catchment of the harbour to and from Rushcutters Bay Park, restricted by marina berths.



Figure 2.71 View 1—an example of one of the serial views into Rushcutters Bay Park from New South Head Road, looking east. (Source: GML, 2021)



Figure 2.72 View 2—open internal views within Rushcutters Bay Park, looking northeast. (Source: GML, 2021)



Figure 2.73 View 2—another example of the open views within Rushcutters Bay Park, looking east. (Source: GML, 2021)

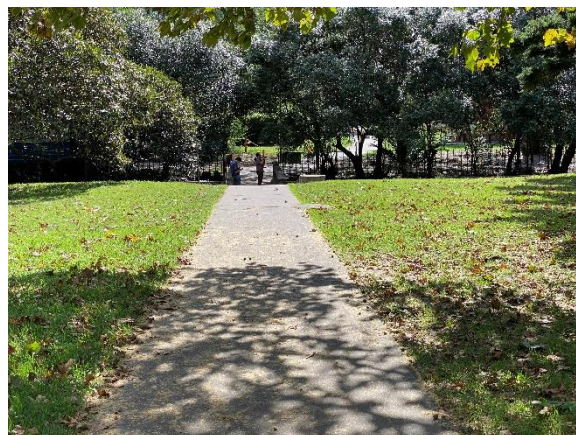


Figure 2.74 View 3—view across the stormwater channel to the opposite side of Rushcutters Bay Park, looking southwest. (Source: GML, 2021)



Figure 2.75 View 3—view across the stormwater channel to the opposite side of Rushcutters Bay Park, looking southeast. (Source: GML, 2021)



Figure 2.76 View 4—axial view down the diagonal pathway in Rushcutters Bay Park, looking southwest. (Source: Ari Anderson, 2021)



Figure 2.77 View 5—the constricted view down Plantation Reserve, due to the narrowness of the footpath, looking northeast. (Source: GML, 2021)



Figure 2.78 View 6—an example of one of the serial views to Rushcutters Bay and the harbour from Yarranabbe Park, looking north. (Source: GML, 2021)



Figure 2.79 View 7—an example of the open internal views north and south in Yarranabbe Park, looking northeast. (Source: GML, 2021)



Figure 2.80 View 8—an example of one of the serial views of Yarranabbe Park from the water, taken from the public jetty, looking northeast. (Source: Ari Anderson, 2021)



Figure 2.81 View 9—the northern edge of Yarranabbe Park as viewed from Beare Park in Elizabeth Bay, looking east. (Source: GML, 2021)



Figure 2.82 View 10—view from Arthur McElhone Reserve, partially constricted by vegetation. (Source: GML, 2021)

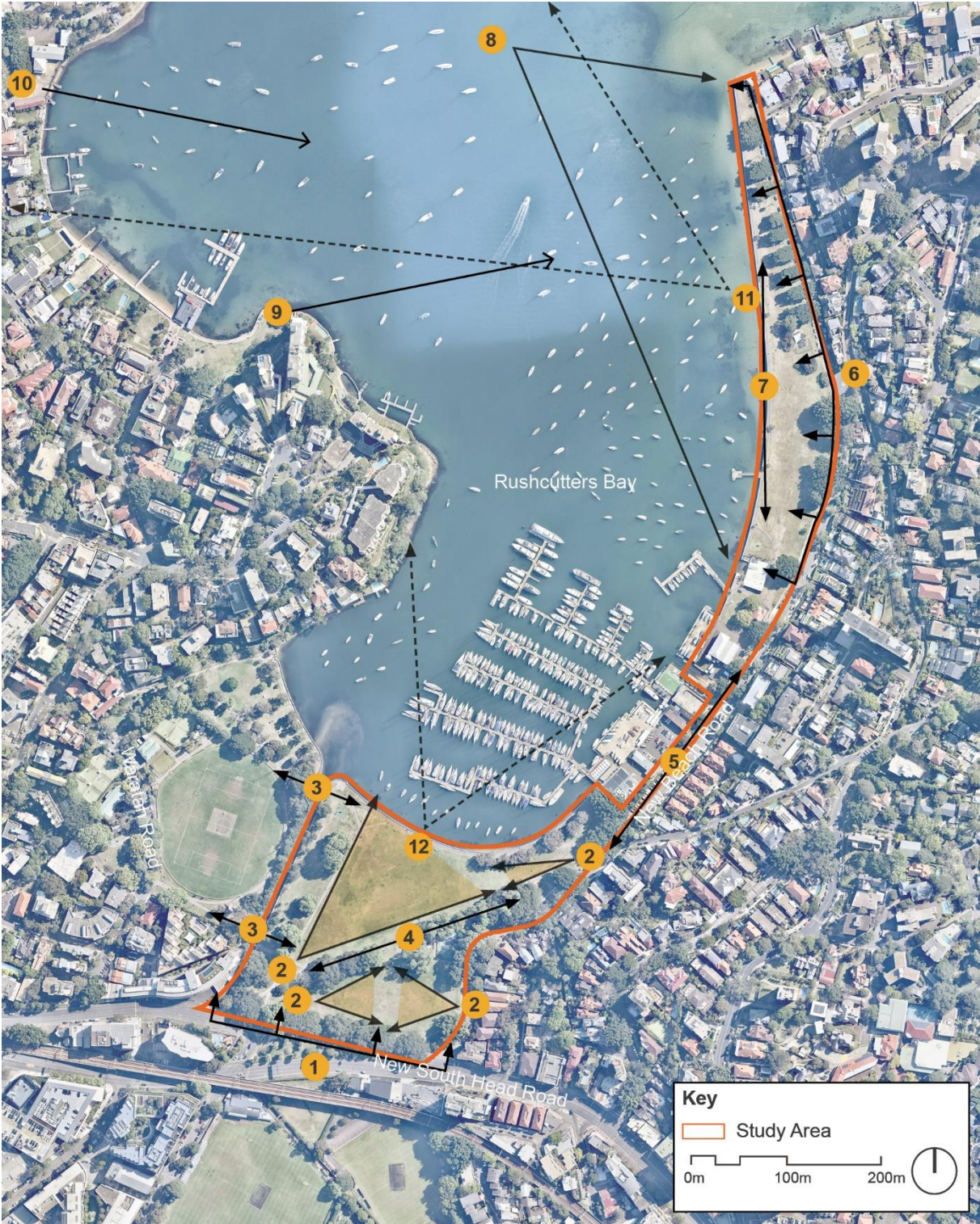


Figure 2.83 A breakdown of key views to, from and within the study area. (Source: GML on a Nearthmap baseplan, 2021)

2.3 Historical Archaeology

The study area has the potential to contain historical archaeological remains associated with a variety of historical activities. This section provides an overview of areas of historical archaeological potential within the study area. It also provides a preliminary significance assessment of the potential historical archaeological remains.

This section includes a preliminary assessment of maritime archaeological remains that has focused on structures identified through historical research, such as jetties, harbour baths and maritime infrastructure preserved within reclaimed land. Further consideration of maritime archaeology may be required to fully understand the study area's historical archaeological resource.

2.3.1 Historical Archaeological Potential

Archaeological potential refers to the likelihood that a site may contain physical evidence related to an earlier phase of occupation, activity or development. It is an assessment made by interpreting the results of historical analysis and the extent of previous physical disturbance at the site to determine the likelihood that historical archaeological remains have survived. Archaeological potential is assessed as low, moderate or high, and is defined as follows:

- Low—it is unlikely that archaeological evidence associated with a historical phase or feature survives.
- Moderate—it is possible that some archaeological evidence associated with a historical phase or feature survives. If archaeological remains survive, they may have been subject to some disturbance.
- High—it is likely that archaeological evidence associated with a historical phase or feature survives intact.

The entire study area is assessed as having high archaeological potential, comprising the reclamation fills used to create the parks along with the features buried within and below. In addition, seven areas within the study area have been identified as having potential to contain historical archaeological features and structures identified through the site history and analysis of key historical maps and plans. These areas are discussed in the following section and shown on Figure 2.84.

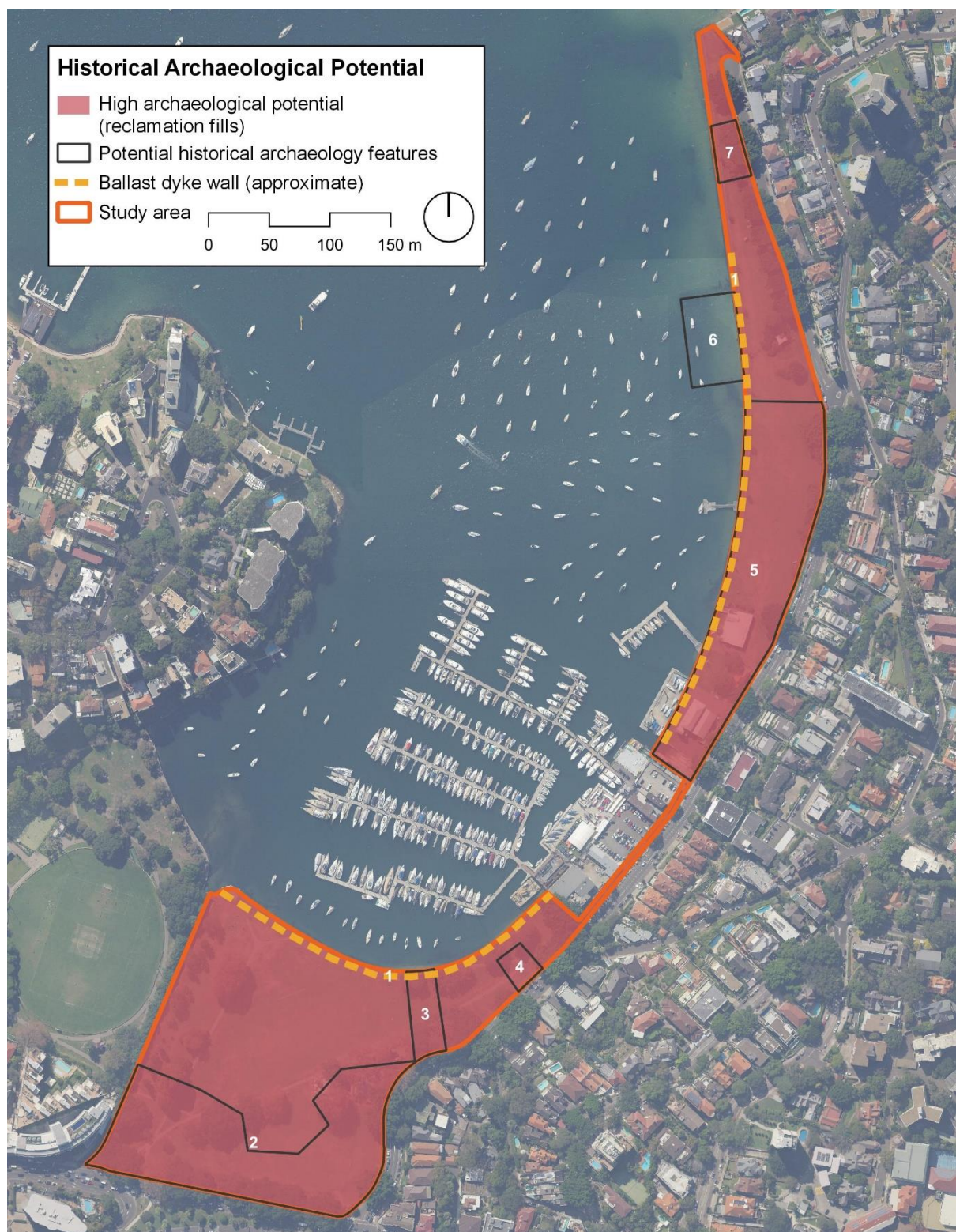


Figure 2.84 Historical archaeology zones and features within the study area. Note the entire study area has historical archaeological potential.

Land Reclamation—Rushcutters Bay Park and Yarranabbe Park

The study area has been created almost entirely through the process of reclaiming land around the bay. The process of reclamation can result in a landscape that is built up over time where former landscapes and structures are buried, rather than demolished or removed. At Rushcutters Bay this would include the former foreshore, swamp and creek at the head of the bay, early European occupation and use that may survive on the surface of this landscape, as well as redundant maritime infrastructure such as jetties or boats within the fill. The entire park has high potential for historical archaeological remains to be present within and below the reclamation fills.

Rushcutters Bay Park and Yarranabbe Park together also represent one of the largest areas of reclaimed foreshore in Sydney and may have served as an example for the design and implementation of similar schemes across Sydney and NSW. The reclamation fills may provide information on the type of materials used and their source. These fills may also contribute further information on attitudes towards the natural environment in the late nineteenth century, particularly issues around pollution, and the creation of public spaces as a means of disguising or ‘resolving’ these problems.

Area 1—Ballast Dyke Seawall

The first seawall erected within the study area was a ballast dyke seawall built in the early 1880s from sandstone blocks (Figure 2.85). This was replaced shortly after by the vertical sandstone seawall that remains extant around the parks. In places the vertical seawall was built out from the ballast dyke wall, remains of which may survive within the park’s reclamation fills. The alignment of the ballast seawall is not known, but an approximate location is shown on Figure 2.83.



Figure 2.85 The study area’s ballast dyke seawall, c1890s. (Source: State Library of Victoria, H39359/45)

Area 2—1800s (Pre-reclamation) Foreshore

The southern portion of Rushcutters Bay Park contains a section of the natural foreshore, swamp and tidal flats, and the original creek alignment (prior to being canalised) buried below the reclaimed land (Figure 2.86). This area also has potential to contain evidence of pre-1880s use of the original foreshore and creek. This could include activities associated with convict labour and rush cutting, landscape management such as the stepping stones shown on Figure 2.86, or market gardening by Chinese farmers. The area also has potential to preserve paleoenvironmental data, such as pollen fossils, that could be used to infer information about past environmental conditions around the bay. This could include information on vegetation and the influences of both Aboriginal and European land management practices.



Figure 2.86 Detail from a c1833–1837 plan showing the marsh lands and sandbank at the mouth of the creek that fed into Rushcutters Bay. (Source: 'Mrs Darling's Point to South Head Road: property map', State Library of New South Wales, Ref. Z/M2 811.1811/1837/1)

Areas 3 and 4—Timber Jetty and Bathing House

An 1856 plan of the study area (Figure 2.87) shows a jetty and bathing house extending into the bay from the original foreshore line. Remains of these structures may be preserved within the reclamation fills imported to construct the park. Archaeological remains would likely comprise timber piles and decking, and possibly remains of the bathing house structure (Figure 2.88). Artefacts deposited through loss or deliberate discard may also be present within the foreshore deposits in the immediate vicinity of these structures. There is a moderate potential for archaeological remains of these structures to be preserved within or below the reclamation fills.

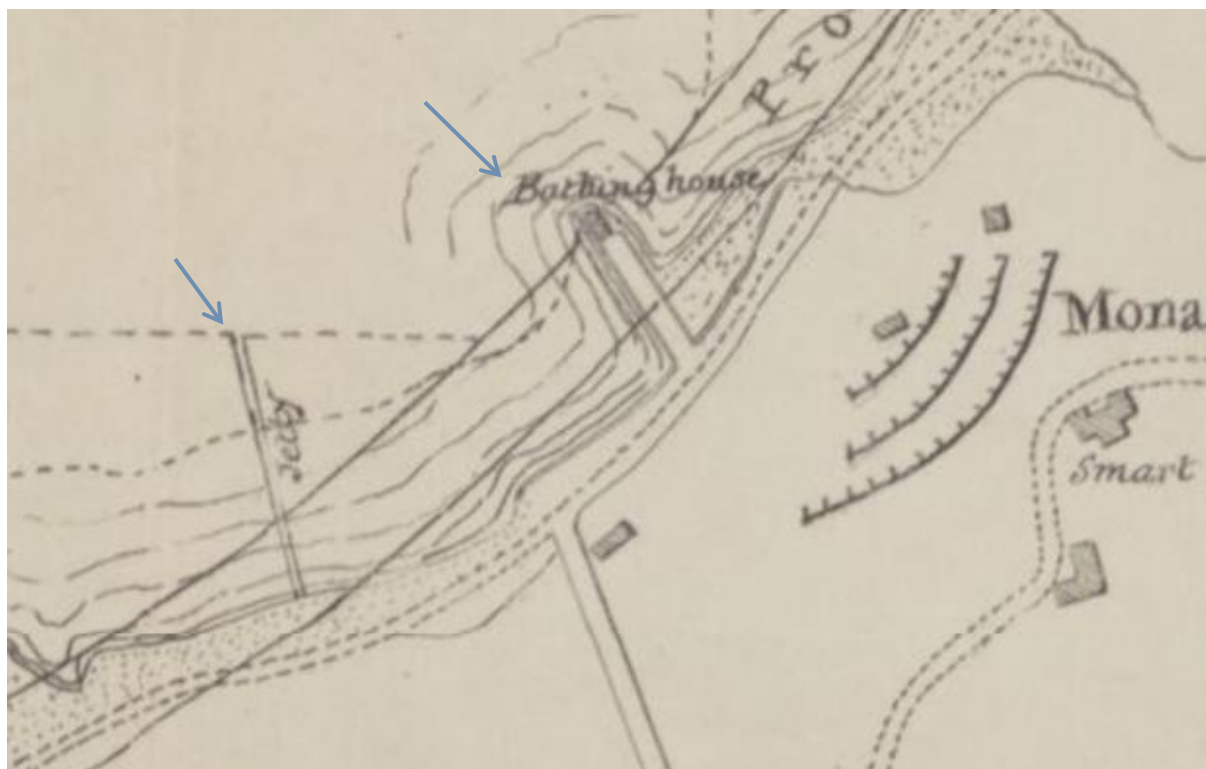


Figure 2.87 Detail from 1856 plan showing the jetty (left) and bathing house (centre) along the foreshore of Rushcutters Bay. (Source: National Library of Australia, MAP F 591)



Figure 2.88 Rushcutters Bay prior to reclamation showing the timber jetties. The timber structures seen at the end may be a modification of the mobile bathing box (a small wooden hut on wheels) that allowed for privacy while swimming. (Source: State Library of Victoria, H24923)

Area 5—Sydney Naval Depot and HMAS Rushcutter

The site of the Sydney Naval Depot was occupied from the 1890s by the NSW Volunteer Naval Brigade, later becoming HMAS Rushcutter (Figure 2.89) for the RAN until most of the facility was demolished in the 1950s and 1960s. This area has potential to contain archaeological remains of former buildings associated with the development of the naval facilities. Archaeological remains could include brick, stone or timber building footings, and associated artefact deposits. There is a high potential for archaeological remains associated with the naval facilities in this area.



Figure 2.89 1943 aerial photograph of HMAS Rushcutter showing the northern half of the facility. The RANSA building remains extant with the study area. (Source: NSW Spatial Exchange with GML overlay)

Area 6—Rushcutters Bay Harbour Baths

Also known as Farmer's Baths, the harbour baths were one of several established around Sydney Harbour in the early twentieth century in response to an increased popularity in sea bathing and a fear of shark attacks. The harbour baths at Rushcutters Bay were the first built in the Woollahra LGA. Photographs of the baths show that it comprised a timber structure extending out from the seawall

(Figure 2.90). While the baths were demolished in 1973/74, remains of the structure (likely timber piles) can be seen in current aerial photographs (Figure 2.91).



Figure 2.90 Undated photograph of the Rushcutters Bay sea baths, facing southwest. (Source: State Library of New South Wales, file number FL1840383)

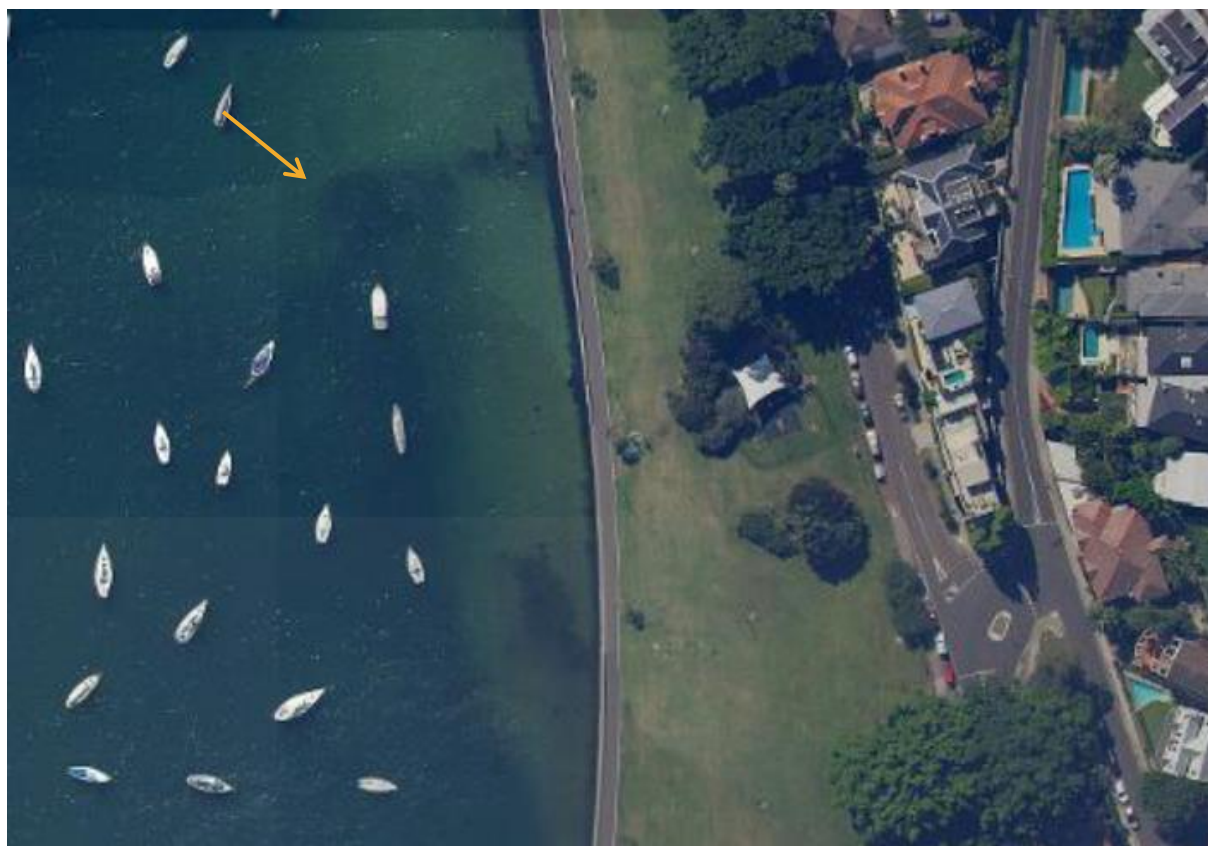


Figure 2.91 Current aerial photograph of Yarranabbe Park, next to the intersection of New Beach Road and Yarranabbe Road, showing the outline of the former sea baths to the west of the seawall (arrow). (Source: NSW Spatial Exchange with GML overlay)

Area 7—Private Jetties

A group of jetties is shown on a plan from 1884 at the northern end of Yarranabbe Park (Figure 2.92). These were associated with the private houses built around Darling Point. There is moderate potential for archaeological remains of these structures to survive within the reclamation fills.



Figure 2.92 Detail from the Metropolitan Detail Series, Sheet 11, showing jetties at the northern end of Yarranabbe Park associated with private properties on Yarranabbe Road (formerly Thornton Road). The foreshore is indicated by the black dashed line. (Source: State Library of New South Wales, Z/M Ser 4 811.17/1)

A summary of archaeological potential, including the types of archaeological remains that may survive, within the study area is presented in Table 2.7.

Table 2.7 Summary of Archaeological Potential.

Zone	Possible Archaeological Remains	Potential
Entire study area	<ul style="list-style-type: none"> Reclamation fills. Maritime-related objects (boats, jetties) within the fill. Remains of the original foreshore, swamp and creek buried beneath the reclamation. 	High
Area 1	<ul style="list-style-type: none"> Ballast dyke seawall—large sandstone blocks in linear arrangement. 	High
Area 2	<ul style="list-style-type: none"> Convict-era resource extraction (ie rush cutting). Chinese market gardening. Paleoenvironmental data (ie fossil pollens). 	Low Low High
Area 3	<ul style="list-style-type: none"> 1850s timber jetty—timber piles or the complete structure. 	Moderate
Area 4	<ul style="list-style-type: none"> Bathing house—timber piles, complete structure. 	Moderate
Area 5	Sydney Naval Depot, HMAS Rushcutter: <ul style="list-style-type: none"> concrete, stone, brick or timber building footings; Parade Ground surfaces (concrete or gravel?); and artefact deposits. 	High

Zone	Possible Archaeological Remains	Potential
Area 6	Rushcutters Bay Harbour Baths: <ul style="list-style-type: none"> timber piles and other structural remains. 	High
Area 7	Private jetties: <ul style="list-style-type: none"> timber piles or complete structures. 	Moderate

2.3.2 Assessment of Archaeological Significance

Archaeological significance refers to the heritage significance of known or potential archaeological remains. In NSW, archaeological remains are managed in accordance with their assessed levels of significance in line with *Assessing Significance for Historical Archaeological Sites and ‘Relics’*, published by the NSW Heritage Branch (now Heritage NSW) in 2009.

This significance assessment specifically considers the historical archaeological resource of the study area and is presented in Table 2.8 below.

Table 2.8 Archaeological Significance Assessment.

Criterion	Response
<i>(a) an item is important in the course, or pattern, of NSW’s cultural or natural history (or the local area)</i>	The potential archaeological remains would be of historical significance as part of the development of Rushcutters Bay. Remains of the jetties, bathing structures and harbour baths are associated with the development of water-based leisure activities, the continuing use of the bay for sailing and the importance of Sydney Harbour in the city’s history. The archaeological remains of the Sydney Naval Depot and HMAS Rushcutter are historically significant as one of the earliest naval sites in Sydney and as part of the development of the RAN. The potential archaeological remains would meet this criterion at a state level.
<i>(b) an item has a strong or special association with the life or works of a person, or group of persons, of importance in NSW’s cultural or natural history (or the local area)</i>	The potential archaeological remains of the Sydney Naval Depot and HMAS Rushcutter are associated with the development of the NSW Volunteer Naval Brigade and the RAN. The potential archaeological remains would meet this criterion at a local level.
<i>(c) an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area)</i>	Potential archaeological remains of the ballast dyke wall and reclamation fills are associated with the development of large-scale reclamation schemes that took place around Sydney Harbour in the later nineteenth century. These remains could demonstrate a degree of technical achievement associated with the first phase of the creation of the park. The potential archaeological remains would meet the threshold for local significance under this criterion but could reach the threshold for state significance depending on the nature of the archaeological remains.
<i>(d) an item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons</i>	Potential archaeological remains of the harbour baths may be of significance to Sydney residents as a place of swimming and leisure. Potential archaeological remains associated with the development of sailing (ie jetties) may be of interest to the boating community. Potential archaeological remains associated with the RAN site may be of interest to former personnel who worked at the base, and the wider naval community.

Criterion	Response
	<p>The potential archaeological remains could meet the threshold for local significance under this criterion, although further consultation with the local community would need to be undertaken to determine this.</p>
<p><i>(e) an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area)</i></p>	<p>Remains of the original foreshore may contribute information on past environmental conditions including the impact of early European settlement on the local environment. Evidence of convict-era activities along the foreshore may supplement our understanding of raw material supply, such as rush cutting, in the development of Sydney. If present, potential paleoenvironmental remains and archaeological evidence of convict activities would be of state significance.</p> <p>The timber jetties and bathing structures may yield information on the development of leisure activities in the mid–late nineteenth century through an understanding of their design. These structures and associated deposits may also yield information about the nature of public and private development around the Rushcutters Bay foreshore. Potential archaeological remains of the timber jetties and bathing structures would meet the threshold for local significance under this criterion.</p> <p>Reclamation fills have potential to contribute information on attitudes to waste, the environment, and the development of public space in the late nineteenth century. The choice of materials and the use of the ballast dyke wall can inform our understanding of the construction of the park. The creation of a large space through a single reclamation ‘event’ could be compared with the work undertaken at Darling Harbour and Barangaroo where reclamation was undertaken piecemeal by multiple individuals over an extended period of time. The potential archaeological remains would meet the threshold for local significance under this criterion.</p> <p>The site of the Sydney Naval Depot / HMAS Rushcutter may yield information about the development of the naval site and its transition from a volunteer organisation to a government institution. The potential archaeological remains would meet the threshold for local significance under this criterion. Further research and comparative analysis would be needed to determine whether the archaeological remains would meet the threshold for state significance.</p> <p>While remains of the harbour baths are fragmentary, their presence and visibility in the shallow harbour waters can be used as part of interpretation that contributes to an understanding of the place’s history. Archaeological remains of the harbour baths would be of local significance under this criterion.</p>
<p><i>(f) an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area)</i></p>	<p>The potential archaeological remains are not considered to be uncommon or rare in the context of Sydney’s history. Potential archaeological remains would not meet the threshold for significance under this criterion.</p>
<p><i>(g) an item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places; or cultural or natural environments (or the local area's)</i></p>	<p>The creation of Rushcutters Bay and Yarranabbe Park may have served as an example for other parks created through maritime reclamation. Archaeological remains of the reclamation fills and ballast dyke wall may demonstrate an approach to infilling of maritime foreshore areas that was replicated by other projects. Further research would be needed to determine whether the archaeological remains meet the threshold for state significance under this criterion.</p>

Statement of Historical Archaeological Significance

The potential archaeological resource of the study area of Rushcutters Bay Park, Plantation Reserve, Sir David Martin Reserve and Yarranabbe Park is variously of local and state significance for its historical, associative, technical, social, scientific (research) and representative values.

The potential archaeological remains are of historical significance as part of the study area's development as a place of leisure, including its long association with boating in Sydney Harbour. The potential archaeological remains of HMAS Rushcutter are associated with the development of the Royal Australian Navy and could be of significance to the naval community, including current and former employees and service personnel. Potential archaeological remains of the ballast dyke wall and reclamation fills may have technical and research value and may contribute to our understanding of large scale reclamation projects in the late nineteenth century. These remains could also contribute information on attitudes towards waste and the development of public spaces. Paleoenvironmental remains may yield information on past environmental conditions around the bay and the impact of European settlement. Evidence relating to convict activities may yield information on the economic role of the area in the establishment and development of the Sydney colony.

2.4 Aboriginal Cultural Heritage

Council commissioned an assessment of Aboriginal cultural heritage values and associated places across the entire council area.¹ An extract from the report provided to GML included information on the Aboriginal history, heritage and cultural significance of the study area. The identification of areas of Aboriginal heritage within the study area have been taken from this report; no additional research has been completed for this CMS.

One area of Aboriginal heritage sensitivity has been identified, namely the southern part of Rushcutters Bay Park (Figure 2.93). This area comprises remains of the original foreshore and mouth of the former creek that fed into the bay, now the Rushcutters Bay Stormwater Channel, that has been buried by land reclamation in the late nineteenth century.² This area has the potential to contain archaeological remains associated with Aboriginal occupation and/or use of this area. The remainder of the study area comprised reclaimed foreshore and tidal mudflats with low potential to contain Aboriginal archaeological remains. The entire park may continue to hold social and cultural values for Aboriginal people; further research would be required to understand these values.



Figure 2.93 Plan showing the area of Aboriginal cultural heritage sensitivity at the southern end of Rushcutters Bay Park (highlighted orange). Crown lands are highlighted green. (Source: Woollahra Municipal Council, n.d.)

2.5 Comparative Analysis

Following the NSW gazettal of the *Public Parks Act* in 1854, proclamations of Crown land for public recreation occurred steadily, with a dramatic spike in the mid to late 1880s. Land reclamation for the purposes of creating a park was common in harbourside areas during this time, which generally had little available land. Land reclamation was also an effective means of garbage disposal in built-up areas, as rubbish formed a large part of the fill used to reclaim land.

Public health and amenity concerns were also a key factor, as the natural swamps and marshes which existed in places such as Rushcutters Bay, Birchgrove, and Blackwattle Creek (now Wentworth Park) were considered hazardous, smelly, and unsightly, especially as most were used for sewage disposal directly into the harbour.

Many parks dating from the same period as Rushcutters Bay Park were established against the backdrop of residential subdivision of former estates and/or public health concerns in rapidly growing population centres. Wentworth Park, Camperdown Park and Birchgrove Oval are all contemporaneous with Rushcutters Bay Park, and laid out with a similar palette of active recreation and ‘beautification’ elements, including multi-use sports ovals, tennis courts, pavilions and landmark specimen plantings.

2.6 Heritage Significance Assessment

An assessment of heritage significance is conducted to establish why a place is important. The Burra Charter defines cultural significance as ‘aesthetic, historic, scientific, social or spiritual value for the past, present or future generations.’ Significance is embodied in the physical fabric of the place, its setting and relationship to other items, the recorded associations with the place, and the response the place evokes in the community or in individuals to whom it is important.

This section sets out an assessment of the heritage significance of Rushcutters Bay Park and Yarranabbe Park in accordance with the standard criteria identified in the NSW Heritage Office guidelines, the *NSW Heritage Manual* and ‘Assessing Heritage Significance’. The evaluation includes consideration of the original and subsequent layering of fabric, uses, associations and meanings of the place, as well as its relationship to both the immediate and wider setting.

2.6.1 Assessment against Criteria

The following assessment against criteria is taken from the State Heritage Inventory (SHI) listing of ‘Rushcutters Bay Park and Yarranabbe Park’.

²⁰ Rushcutters Bay Park and Yarranabbe Park were listed on the SHR in June 2020 and the assessment found on the SHI is still accurate.

Criterion A (Historical Significance)

An item is important in the course, or pattern, of NSW’s cultural or natural history (or the cultural or natural history of the local area).

The form of Rushcutters Bay park, an expansive flat open space stretching in a broad arc around the formerly natural bay, contained by a unifying seawall with formal recreation on the west, and informal on the east, either side of the channelised creek, demonstrates the reshaping of this creek valley by an ambitious reclamation project beginning in the late 1870s. Rushcutters Bay Park and Yarranabbe Park are historically significant as prime and early examples of reservation of land for public recreation by councils in the late 19th century as a result of an intense period of social protest aimed at preserving land from encroachment and providing for open space. Works here post-dated Farm and Sydney Coves, but well-preceded the 1908 Foreshore Resumption Scheme, under which most Crown-owned foreshore in Woollahra Local Government Area was acquired for public use (such as Nielsen Park and the Hermitage Foreshore (SHR)). They also preceded the most active period of harbour and coastal reclamation projects, from 1922–55.

Both parks have historic significance marking the second wave of municipal park creation, part of 95 public parks created between 1863 and 1902 in Sydney, and of 50 created in the four-year lead up to 1888’s centenary of the English colony. They reflect the influence of James Jones, Overseer for the Domains who laid out Victoria Park then Wentworth Park, incorporating sports ovals, greens and paths with lines or avenues of trees into the design, was innovative and reflected practice in England and France in the 1870s.

This large open space, adjacent to the most densely populated areas of Sydney in the 19th and early 20th centuries, may be of state significance for its role in the history of harbourside leisure. For over 150 years, the park has supported formal and informal sports, and leisure activities including cricket, boating, harbour bathing, picnics and walking, croquet, and tennis, and accommodated large numbers of spectators to the boxing events at the formerly adjacent Sydney Stadium, and for the start of the annual Sydney to Hobart yacht race and Olympic sailing events.

Prior to transformation by reclamation, this place was a nurturing valley known as Kogerah to Cadigal Eora people, with camps at nearby Barcom Glen and on public land at Rushcutters Bay. The valley may be of state historic significance as part of an important network of inner Sydney living places for local Aboriginal people into the late 19th century, with strong connections to the Government Boatsheds at Circular Quay and to La Perouse. Residents caught fish, gathered shellfish, sold shell-encrusted ornaments and wooden implements in Sydney to get other things they needed. Ceremonies continued to take place at Rushcutters Bay until at least the 1870s. Known local characters included Jack Harris and William Warrell, both of whom died in 1863. The first recorded settler complaint about Aboriginal people was in Rushcutters Bay in 1895, trying to move Aboriginal people on. It failed. Darling Point Governess Harriet Baker was part of persuading Aboriginal residents of the bay to move to La Perouse in the 1890s, perhaps in response to further complaints, with the help of the Police and (from 1881) the Aborigines Protection Board, under its first director, George Thornton. Well into the 20th century, La Perouse Aboriginal people retained knowledge of former settlements at Rushcutters Bay and cross-cultural relationships between them. This resource-rich valley also supported early land grants to settlers including the Ridley family, who leased land to Chinese and other market gardeners from the 1830s–1900s, making Rushcutters Bay the main source of vegetables for the colonial settlement.

Criterion B (Historical Association)

An item has strong or special association with the life or works of a person, or group of persons, of importance in the cultural or natural history of NSW (or the cultural or natural history of the local area).

Rushcutters Bay and Yarranabbe Parks have rich historic associations which are of state significance which could be interpreted to today's users.

Yarranabbe Park's Sir David Martin Reserve has historic associations with the NSW Volunteer Naval Brigade from the 1890s until 1907 and, after formation of the Royal Australian Navy (RAN) in 1911, named HMAS Rushcutter, it was the Sydney Naval Depot location for reserve training until 1968.

The NSW Naval Brigade, which usually numbered 350 men, trained in the Drill Hall, and rested here before embarkation as the contingent under commander, Captain Hixson to China to fight in the imperial engagement known as the 'Boxer Rebellion', a primarily naval involvement foreshadowing the role of Australian troops during World War 1. The Reserve has associations from the 1930s as the Navy's anti-submarine school. A great number of officers and operators who fought in the battle of the Atlantic against German U-boats from 1939–45 were trained here. Naval research facility uses continue in the remaining buildings and site. RANSA boat shed remains one of the site's key built features, along with the Drill Hall, its extension, the Sail Loft and Cottage. The park is likely to have special association with former members of the RAN and families, stationed here during World War 2 and association with the RAN as an organisation.

Rushcutters Bay and Yarranabbe Parks may be of state significance through a strong association with significant events. An internationally significant event was hosted at the adjacent Sydney Stadium, located adjacent to Rushcutters Bay Park in an area now underneath the aerial Bondi Junction train line: a local entrepreneur hosted the first opportunity for an African-American athlete to contest the title of World Heavyweight Boxing Champion. Less than six months after construction of the stadium, Hugh Donald Macintosh issued an invitation, with considerable financial incentive attached for the World Heavyweight Boxing Champion, Canadian Tommy Byrnes to take up a challenge issued by World Coloured Heavyweight Champion, American Jack Johnson, in a hitherto segregated sport. Johnson was awarded victory after fourteen rounds in front of a crowd of 20,000 people. This was a major equal rights victory and with boxing remaining a significant sport for Aboriginal athletes, more research is required to establish the impact of this event on the course of Aboriginal leadership, activism and athletics in NSW.

Rushcutters Bay and Yarranabbe Parks are associated with two annual national events: The New Year's Eve Fireworks displays and as the start of the Sydney to Hobart Yacht – this race has started at the adjacent Cruising Yacht Club each year since its start, in 1945.

Criterion C (Aesthetic Significance)

An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area).

Rushcutters Bay Park has historic and aesthetic significance as a large-scaled inner-harbour foreshore informally-landscaped park, providing dramatic views to and from the harbour and surrounds. With adjoining Yarranabbe Park, it forms part of a series of linked parks providing valuable open space for Darling Point, Woollahra, Potts Point, Elizabeth Bay and Rushcutters Bay, with some of Australia's densest population.

Both parks have technical significance for the grand scale and technological value of their engineering, land reclamation & sea-wall building. part of [sic.] a major public works program involving reclamation of a large area of marsh, channelling the creek and constructing a ballast dyke seawall. Parts of the existing sea wall were built over the top of the original ballast dyke wall and may reveal further information about its construction.

Rushcutters Bay Park and Yarranabbe Parks' unifying retaining sea wall has aesthetic significance as a landmark element along the foreshore which complements the natural beauty of Rushcutters Bay. It and its associated footpath and park provide the public an opportunity to approach, experience and enjoy sweeping views of inner Sydney Harbour.

Rows of huge Moreton Bay figs form a mature and magnificent southern boundary to this bayside common and a distinctive entry into the Municipality of Woollahra along New South Head Road. A central line of plane trees and another of Hill's and Port Jackson figs along New Beach Road, which forms both parks' eastern edge – contributes to the significant aesthetic values and green-belt values of both parks.

The architectural form of Rushcutters Bay Park west's Grandstand demonstrates the aesthetic characteristics of this type of building and retains what appears original joinery on its eastern side.

Criterion D (Social Significance)

An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.

Both parks have potential social significance at state level reflected in the 1878 Act of state legislation that led to their creation, which was thanks to a long period of public lobbying of government.

Rushcutters Bay Park has potential social significance at state level as the site of key major public events, such as spill-over from the adjacent former Sydney Stadium over New South Head Road since 1908, the 1919 Peace Day celebrations and the adjacent Cruising Yacht Club of Australia, where the Sydney–Hobart yacht race has started each year since 1945. Both parks have been in continuous multi-purpose public use since the mid-1870s. Both remain a key gathering place for major national events such as viewing New Year's Eve fireworks displays.

Both parks and the intervening Sir David Martin Reserve were used as the Olympic Sailing Shore Base for the Sydney 2000 Olympic and Paralympic Games. Yarranabbe Park is likely held in high regard by a broad cross-section of the sailing community, especially those involved in the Sydney to Hobart races and Sydney Olympic sailing events. Olympic Legacy items are located adjacent to the Sir David Martin

Reserve, including the hard stand area, two cranes and marina. Within the reserve, such items include renovations to the Drill Hall, its extension, the Cottage and the Sail Loft.

Rushcutters Bay Park's social value is reinforced by memorials such as the plaque on the Reg Barley Oval grandstand commemorating completion of the harbour reclamation and park creation works and an 1897 fountain commemorating Queen Victoria's diamond jubilee.

Criterion E (Research Potential)

An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area).

Rushcutters Bay Park and Yarranabbe Park may have historic and technical significance as part of a major public works program involving reclamation of the large area of marsh, channelling the creek and constructing a ballast dyke seawall. The current sandstone seawall built in the late nineteenth century forms a significant part of the development and expansion of area of both parks and the rest of the foreshore over the years.

Both parks have research potential to inform our knowledge over contact and possible conflict in the early colonial period and 19th century cultural interactions in inner Sydney. Both parks have research potential to inform our knowledge of early and ongoing Aboriginal resistance to colonisation, lobbying for equal rights and for better living conditions. The role of visiting World Coloured Champion heavyweight boxer, African-American Jack Johnson in 1908, his winning fight in the Stadium in front of 20,000 people, his meetings with Sydney Aboriginal activists and advocates are other research topics the parks can contribute towards.

Rushcutters Bay Park east and Yarranabbe Park's open spaces may retain important archaeological remnants of early colonial rush-cutting skills and implements.

Yarranabbe Park is likely to have archaeological potential for traces of the former Royal Australian Navy buildings in its southern end, abutting the Sir David Martin Reserve. It is also likely to contain remnants of the former substantial Farmer's Baths harbour pool.

Criterion F (Rarity)

An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area).

Both parks are rare as large scaled 19th century inner-suburban parks close to our oldest city and as one of the last remaining major areas of open space in inner eastern suburbs. There are few other parks in NSW of such grand scale and engineering scope with large open spaces, still relatively intact and not compromised by major infill or other incursions.

The Grandstand is believed to be a rare surviving example of a late 19th century grandstand associated with a suburban park. The former air raid shelter, although adapted for reuse, is likely to be a rare purpose-designed air raid shelter within the City of Sydney.

Criterion G (Representativeness)

An item is important in demonstrating the principal characteristics of a class of NSW's (or a class of the local area's):

- cultural or natural places; or
- cultural or natural environments.

Both parks demonstrate the importance placed by the community and Councils on inalienable and accessible public lands in Sydney from the early to mid-19th century and are amongst the largest harbour reclamation schemes for public recreation undertaken in the history of NSW.

The reclamation scheme from which both parks were created was possibly an archetype in design and detailing for similar and later maritime infill projects in other locations throughout the Sydney basin and across NSW.

Both parks are representative of the second wave of municipal park creation, part of 95 public parks created between 1863 and 1902 in Sydney and 50 created in the four-year lead up to 1888's centenary of the English colony. They reflect the influence of James Jones, Overseer for the Domains who laid out Victoria Park then Wentworth Park, incorporating sports ovals, greens and paths with lines or avenues of trees into the design, was innovative and reflected practice in England and France in the 1870s.

Rushcutters Bay Park is representative of late 19th century parks in its layout, structures and landscaped areas, for passive and active recreation. Yarranabbe Park is representative of late 19th century parks but with a simpler layout for passive and active recreation.

Rushcutters Bay Park and Yarranabbe Park sea wall is representative of sea walls constructed during the late 19th century.

Rushcutters Bay Stormwater canal is representative of purpose-built 1890s canals in Sydney.

2.7 Heritage Significance

2.7.1 Statement of Significance

The following Statement of Significance is taken from the SHI Sheet for Rushcutters Bay Park and Yarranabbe Park.²¹

Rushcutters Bay Park and Yarranabbe Park are state significant examples of the reservation of land for public recreation by councils in response to community lobbying. Both demonstrate the importance placed on inalienable and accessible public lands in Sydney from the mid to late-19th century and are amongst the largest harbour reclamation schemes for public recreation undertaken in the history of NSW. This broad expanse of open foreshore land, punctuated with rows of huge Moreton Bay figs form a magnificent southern boundary to this bay-side common, located beside the most densely populated area of Sydney, a place of respite from city life, and an opportunity to enjoy sweeping views of inner Sydney Harbour.

Both parks have historic significance marking the second wave of municipal park creation, part of 95 public parks created between 1863 and 1902 in Sydney, and of 50 created in the four-year lead up to 1888's centenary of the English colony. They reflect the influence of James Jones, Overseer for the Domains who laid out Victoria Park then Wentworth Park, incorporating sports ovals, greens and paths with lines or avenues of trees into the design, which was innovative and reflected practice in England and France in the 1870s. Rushcutters Bay Park was designed by engineer Frederick Augustus (F.A.) Franklin, who also designed Sydney's Centennial Park. Both parks retain their structure and layout, edged by the distinctive late nineteenth-century sandstone seawall, divided in two by the storm-water canal, which formalised a natural water course in the late nineteenth century, and framed by mature Hills and Moreton Bay Figs.

Both parks have played a central role in the evolving landscape of leisure, sports and sports spectating in this densely-populated quarter of the city over the past 150 years and have strong, state significant associations with several sporting events, including the start of the Sydney to Hobart Yacht Race since

1945 and the international boxing events hosted at the adjacent Sydney Stadium from 1908. The western half of Rushcutters Bay Park is dominated by the Grandstand and Reg Bartley Oval, which has provided an important recreational facility since 1894, and is a rare surviving example of a grandstand associated with a suburban park.

Rushcutters Bay Park and Yarranabbe Park have research potential to inform our knowledge over Aboriginal–settler contact and possible conflict in the early colonial period and 19th century cultural interactions in inner Sydney, shifting camps and settlement, interactions with colonists and increasing suburbanisation. Both have research potential on early and ongoing Aboriginal resistance to colonialization, lobbying for equal rights and for better living conditions. The role of visiting World Champion heavyweight boxer, African-American Jack Johnson in 1908, his winning fight in the adjacent Sydney Stadium in front of 20,000 people, his meetings with Sydney Aboriginal activists and advocates and influence is but one topic. Rushcutters Bay Park east may retain important archaeological remnants of early colonial rush-cutting skills and implements.

Yarranabbe Park has a strong association with the Navy, from its early international engagements in the Boer War and Boxers Rebellion in China, formed as the NSW Volunteer Naval Brigade, and across the Great War and WW2, with HMAS Rushcutter stationed in the portion of the park now known as Sir David Martin Reserve from its formation in 1911. Training, resting and embarkation took place from this base, where several of the key naval buildings still stand and house continuing naval uses

2.7.2 Grading of Significance

Different components of a place may make a different relative contribution to its heritage value. Loss of integrity of components of the place may also diminish significance. Specifying the relative contribution of an item or its components to the overall significance of the place provides a useful framework for making decisions about the conservation of and/or changes to the place. Table 2.9 sets out terms used to describe the grades of significance for different components of the place, as per the Heritage NSW guideline ‘Assessing Heritage Significance’. An additional category of ‘None’ has been included for elements which do not relate to the study area’s heritage values, but do not detract from its significance.

Overall Rushcutters Bay Park and Yarranabbe Park have a high level of significance to the local area. All component of the parks and the relevant building fabric contribute to this assessment.

Table 2.1 Significance Gradings and Justification.

Grading	Justification
Exceptional (E)	Rare or outstanding element directly contributing to an item’s local and/or state significance.
High (H)	High degree of original fabric. Demonstrates a key element of the item’s significance. Alterations do not detract from significance.
Moderate (M)	The element makes an important contribution to the significance/heritage value of the listing as a whole. Without this element the significance of the listing may be diminished. Altered or modified elements that do not detract from significance.
Little (L)	The element makes a contribution to the significance/heritage values of the listing as a whole. Without this element the significance of the listing may not be diminished, provided mitigation measures are implemented. Alterations detract from significance.

Grading	Justification
None (N)	The element has no importance to the listing and does not detract from the overall significance.
Intrusive (I)	The element detracts, or has the potential to detract, from the significance of the listing.

Rushcutters Bay Park

Table 2.10 Gradings of Significance of Elements Within Rushcutters Bay Park.

Element	Comment	Grading of Significance
Rushcutters Bay Park (East)	The park as a whole (within the SHR listed parks' boundary)	Exceptional
R1	Early Moreton Bay figs and palms	Exceptional
R2	Early London plane trees and Port Jackson figs	Exceptional
R3	c1930s Hills figs	High
R4	Late twentieth-century paperbarks	Little
R5	Mature eastern tree row (mixed)	Moderate
R6	Stormwater channel trees (modern)	None
R7	Miscellaneous trees (modern)	None
R8	Sports fields	Use: High Fabric: None
R9	Playground planted gardens	Intrusive
RA	Seawall	Exceptional
RB	Pathways	High (Modified alignment: Moderate)
RC	Cricket pitch	High (Fabric: None)
RD	Bridge (c1940s)	Moderate
RE	Bridges (modern)	Location: High Fabric: None
RF	Remnant tram/bus stop	Little
RG	Kiosk courtyard	None
RH	Playground	None
RI	Hardstand concrete area	None (Note that further research is required to determine the purpose of the hardstand concrete area and breakfront of wall.)
RJ	Fitness station	None
RK	Mid-twentieth century concrete stairs	Moderate

Element	Comment	Grading of Significance
RL	Stormwater drain fence	None
RM	Electricity substation	Intrusive
RN	Sewer vents (early)	High
RO	Light poles (modern, various)	None
RP	Benches (modern)	None
B1	Rushcutters Bay Park Kiosk	Little (Note that further research is required to determine if the existing building contains any remnants of earlier buildings in this location.)

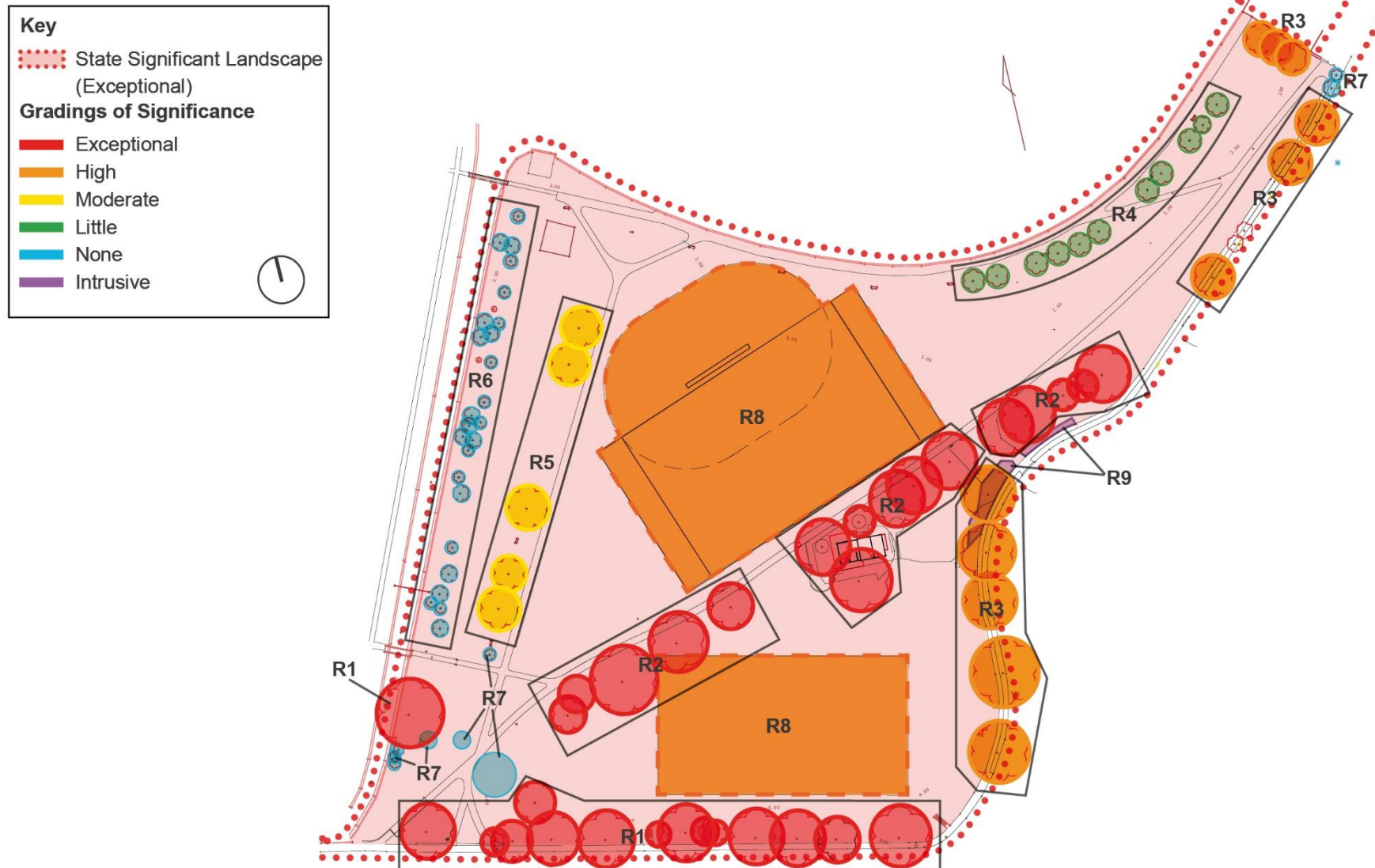


Figure 2.94 Gradings of significance of Rushcutters Bay Park—soft landscape elements. (Source: GML, 2021)

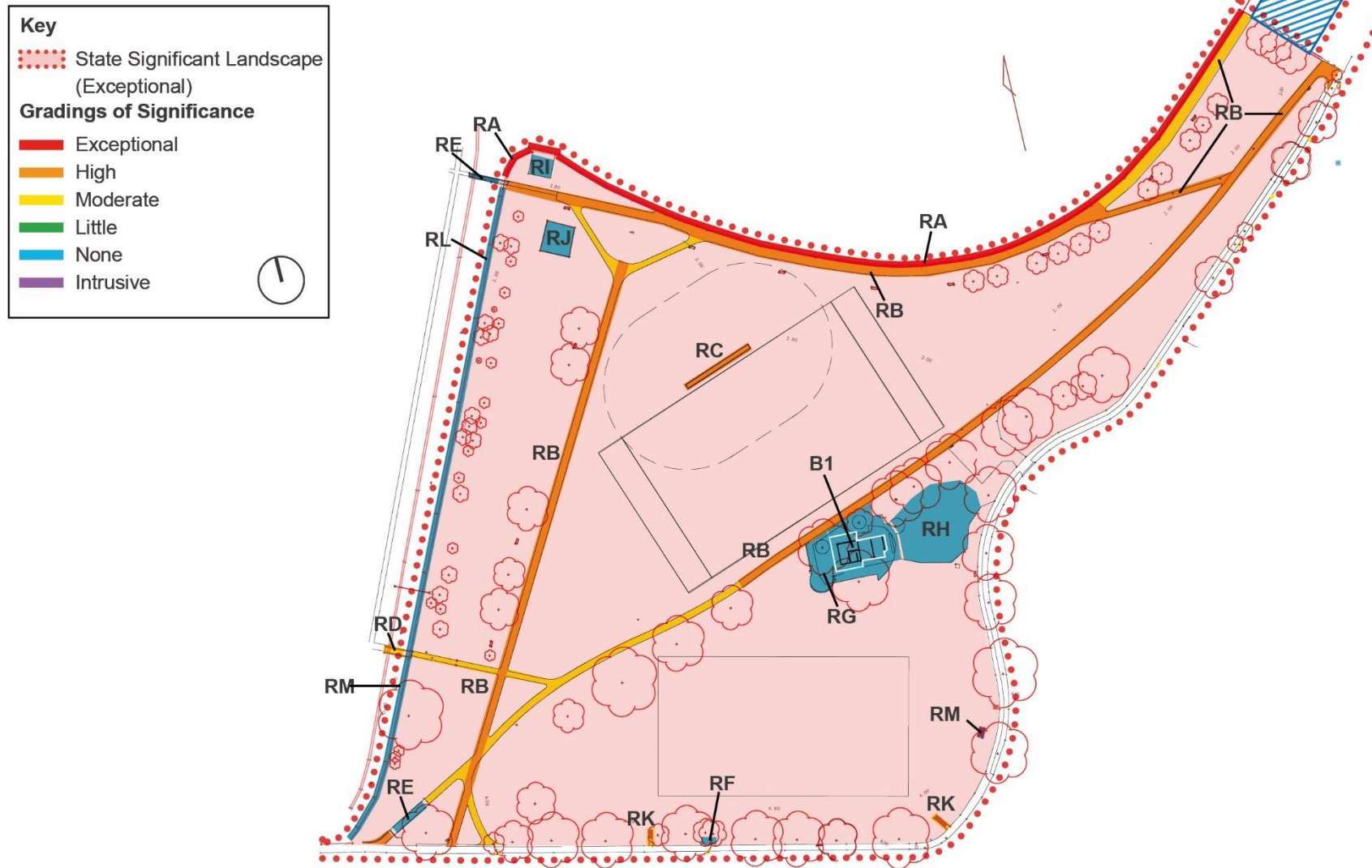


Figure 2.95 Gradings of significance of Rushcutters Bay Park—hard landscape elements. (Source: GML, 2021)

Sir David Martin Reserve

The gradings for the Sir David Martin Reserve are taken from the Design 5 CMP, 2005. Refer to that CMP for a detailed analysis of the reserve’s significance. The 2005 CMP uses gradings of high, medium, little and intrusive significance, which is reflected in this table.

Elements added to the reserve since 2005 are included in italics and have been graded according to their significance.

Table 2.11 Gradings of Significance of Elements Within Sir David Martin Reserve.

Element	Comment	Grading of Significance
B2	Drill Hall (and Sail Loft)	High
B3	Cottage	High
B4	RANSA Boatshed	High
Y3	Camphor laurels	High
Y8	Former Parade Ground	High
YJ	Asphalt parking (part of former parade ground)	High/Moderate
YK	Sayonara Slipway	High
YL	Public Marina and Jetty	Little
YM	<i>HMAS Rushcutter/RANEL/RANRL Memorial</i>	Little
—	Site of former Anti-Submarine School	Moderate
—	Site of Former Sayonara Boatshed	Moderate

Plantation Reserve

Table 2.12 Gradings of Significance of Elements Within Plantation Reserve.

Element	Comment	Grading of Significance
—	Footpath	None
—	Verge plantings, including trees (modern)	None
—	Carparking	Intrusive

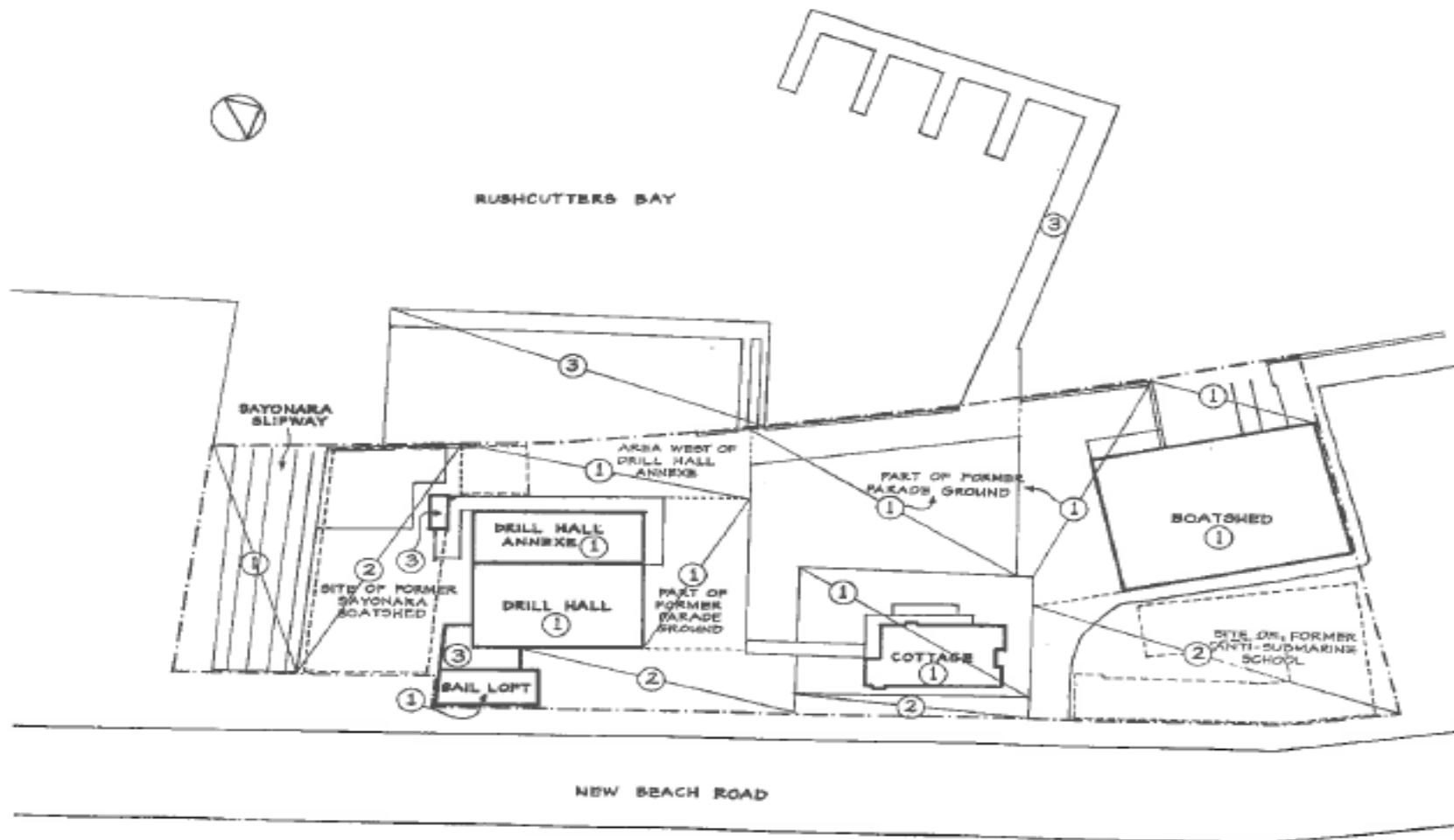


FIGURE 3.1: Sir David Martin Reserve site plan showing significance gradings of structures and spaces

Gradings are defined in Section 3.7.

1 = high significance, 2 = moderate significance, 3 = minor significance, 4 = intrusive

Figure 2.96 Site plan showing significance gradings of structures and spaces. (Source: Sir David Martin Reserve: Conservation Management Plan, 2005 CMP, p 89)

Yarranabbe Park

Table 2.13 Gradings of Significance of Elements within Yarranabbe Park.

Element	Comment	Grading of Significance
Yarranabbe Park	The park as a whole (within the SHR listed parks' boundary)	Exceptional
Y1	Row of c1930s Hills figs and Washingtonia palms	High
Y2	c1930s Hills figs and Port Jackson figs	High
Y3*	Camphor laurels*	<i>Refer to above</i>
Y4	Playground garden beds	Intrusive
Y5	Modern eucalypts	Little
Y6	Modern frangipanis	None
Y7	Miscellaneous trees (modern)	None
Y8*	Former Parade Ground*	<i>Refer to above</i>
YA	Seawall	Exceptional
YB	Seawall promenade	Little
YC	Public jetty	None
YD	Playground	None
YE	Fitness station	None
YF	Sculpture	None
YG	Sewage infrastructure	Intrusive
YH	Timber post bollard	None
YI	Concrete footpath	None
YJ*	Asphalt parking*	<i>Refer to above</i>
YK*	Sayonara Slipway*	<i>Refer to above</i>
YL*	Public Marina and Jetty*	<i>Refer to above</i>
YM*	HMAS Rushcutter/RANEL/RANRL Memorial*	<i>Refer to above</i>
YN	Sewer vents (early)	High
YO	Light poles (modern, various)	None
YP	Benches (modern)	None

Elements marked with an asterisk (*) are located within Sir David Martin Reserve. Refer above for summary of their heritage significance.

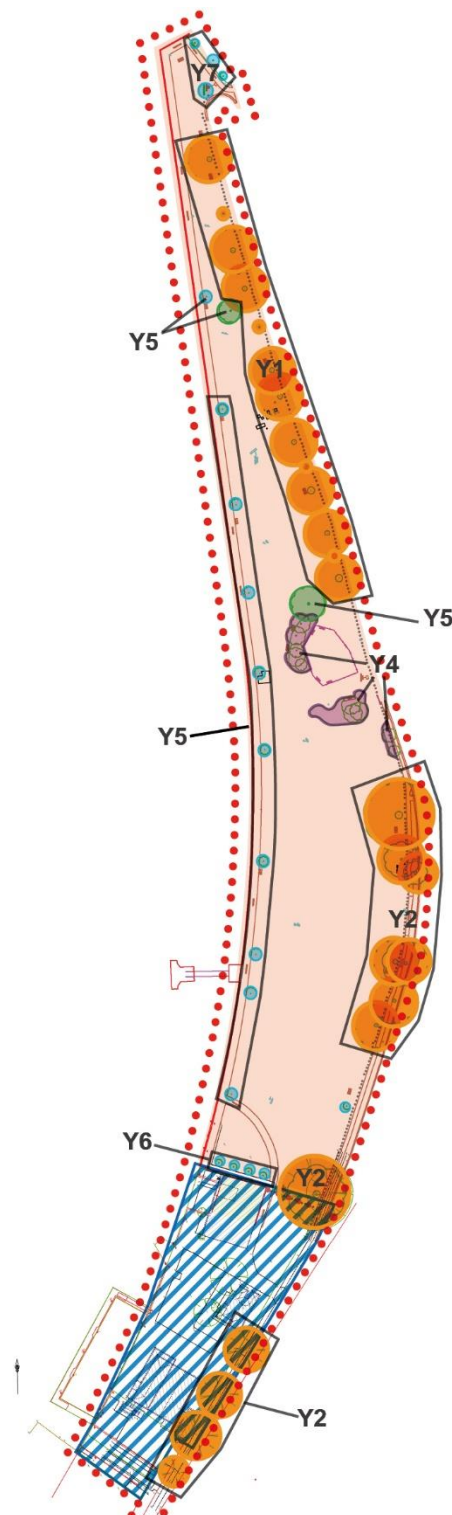
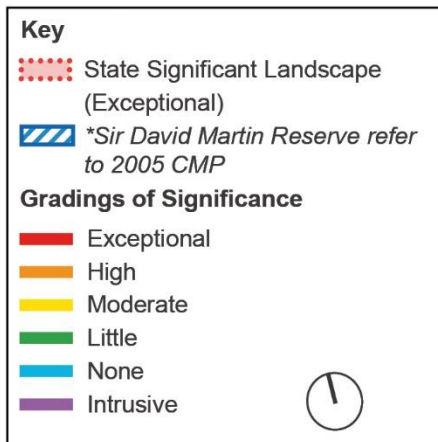


Figure 2.97 Gradings of significance of Yarranabbe Park—soft landscape elements. (Source: GML, 2021)

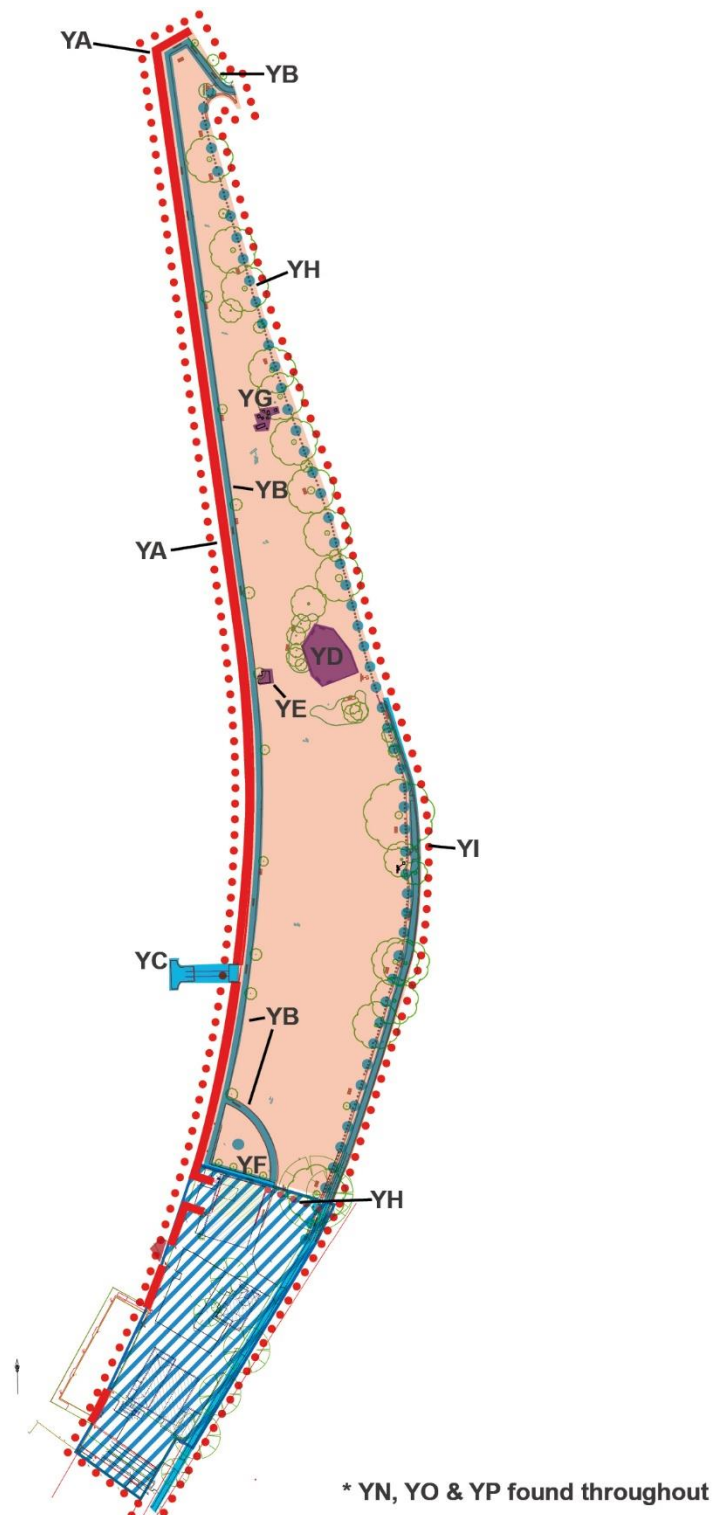
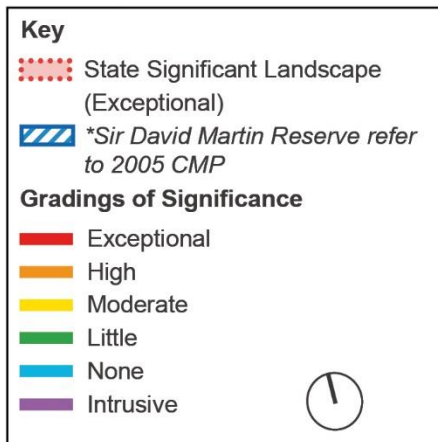


Figure 2.98 Gradings of significance of Yarranabbe Park—hard landscape elements. (Source: GML, 2021)

Views

Table 2.14 Significance of Views Within, From and To the Parks.

View	Comment	Grading of Significance
View 1	Serial views to Rushcutters Bay from New South Head Road through Rushcutters Bay Park.	Exceptional
View 2	Open internal views of Rushcutters Bay Park from the east.	High
View 3	Historical views across the stormwater channel into the opposing side of Rushcutters Bay Park, from the north.	High
View 4	Axial view along the diagonal pathway in Rushcutters Bay Park.	High
View 5	Constricted view along the Plantation Reserve footpath.	Little
View 6	Serial views to Rushcutters Bay from New Beach Road through Yarranabbe Park.	Exceptional
View 7	Open internal views of Yarranabbe Park along the seawall promenade.	Exceptional
View 8	Serial views to Yarranabbe Park from the water.	High
View 9	View to the northern edge of Yarranabbe Park from Beare Park, Potts Point.	Moderate
View 10	Constricted view from Arthur McElhone Reserve in front of Elizabeth Bay House.	Moderate
View 11	Visual catchment of the harbour to and from Yarranabbe Park, including to Potts Point, Garden Island, the Harbour Bridge and the North Shore.	Exceptional
View 12	Visual catchment of the harbour to and from Rushcutters Bay Park, restricted by marina berths.	Moderate

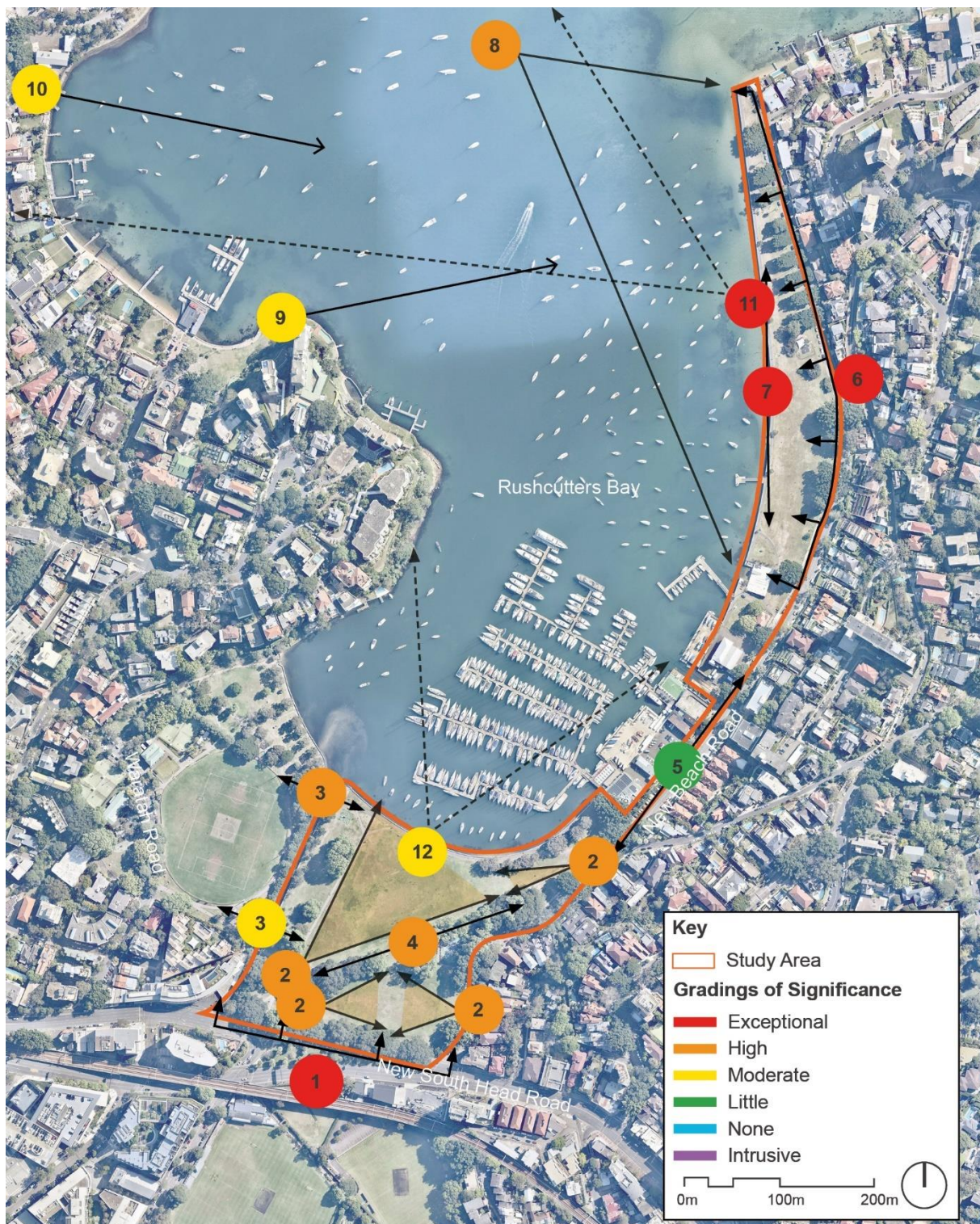


Figure 2.99 Grading of significance—views. (Source: GML on a Nearmap baseplan, 2021)

2.8 Endnotes

- ¹ An extract (Part 3) from the report titled 'Woollahra Crown Lands Aboriginal Heritage Project', dated 1 December 2020, was provided by Woollahra Council for the purpose of preparing this report.
- ² n.d. Woollahra Crown Lands Aboriginal Heritage Project, Part 3, p 20.
- ³ Heritage NSW, 'Rushcutters Bay Park and Yarranabbe Park', State Heritage Inventory, viewed 17 March 2021 <<https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=5067067>>.
- ⁴ Heritage NSW, 'Rushcutters Bay Park and Yarranabbe Park', State Heritage Inventory, viewed 17 March 2021 <<https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=5067067>>.

3 Strategy Part 2—Conservation Policy and Management

This section contains conservation policies which are to be applied to Rushcutters Bay Park and Yarranabbe Park and all elements within the study area. The aim of the policies is to assist Council with the conservation and management of the parks, as well as to manage change in ways that are compatible with their significance.

The policies seek to:

- retain the cultural significance of the parks, including their significant character, elements and fabric, and relationship to their wider setting;
- provide recommendations for the conservation (including adaptation) of areas, elements and fabric of the parks; and
- identify where and how adaptation and new works can be carried out to ensure compatibility with the significance of the parks and provide for the conservation and long-term security of their significant features.

These policies have been prepared to align with the methodology outlined on Heritage NSW's website for CMS reports—specifically part two, which lists 12 general questions to be answered, listed below.¹

1. *General Statement of Conservation Approach*
2. *Owner's or steward's requirements*
3. *What are the items/fabric that must be conserved?*
4. *What are the items/fabric that can be altered?*
5. *What are the exemptions from the Heritage Act?*
6. *What to do with archaeological material?*
7. *What are the gaps in existing knowledge about the item?*
8. *Who should receive copies of this document?*
9. *If the item is to be open to the public, what are the risks to public safety and how can they be mitigated?*
10. *What are the item's conservation needs and interpretation requirements?*
11. *Are there any confidential matters to be included in an appendix?*
12. *Review*

The policies found in this report are broken into sections which correspond to the structure outlined above, with modifications where appropriate for clarity. A summary of all the conservation policies is listed in Table 3.1.

Table 3.1 Summary of Conservation Policies.

Policy Category	CMS Report Section
1—Conservation Approach	3.1.1 The Burra Charter Principles 3.1.2 Conservation Principles for the Parks
2—Owner Considerations	3.2.1 Adoption and Other Key Documents 3.2.2 Council Requirements
3—Conservation	3.3.1 The Burra Charter 3.3.2 Cultural Significance 3.3.3 The Landscape and Key Elements 3.3.4 Rushcutters Bay Park (East) 3.3.5 Yarranabbe Park 3.3.6 Sir David Martin Reserve 3.3.7 Plantation Reserve 3.3.8 Maintenance 3.3.9 Use and Public Access
4—Managing Change	3.4.1 The Burra Charter 3.4.2 Cultural Significance 3.4.3 The Landscape and Key Elements 3.4.4 New Development 3.4.5 Views 3.4.6 Development Consent and Other Approvals
5—Aboriginal Cultural Heritage	3.5 Aboriginal Cultural Heritage
6—Historical Archaeological Management	3.6 Historical Archaeological Management
7—Gaps in Knowledge	3.7 Gaps in Knowledge
8—Expertise	3.8 Expertise
9—Risk Management and Sustainability	3.9.1 Public Safety 3.9.2 Risk Preparedness and Climate Change

3.1 Conservation Approach

The significance and heritage values of Rushcutters Bay Park and Yarranabbe Park should be central to the management of the parks. Best-practice heritage standards for the management, conservation and interpretation of heritage values must always be applied to ensure the maintenance and conservation of the place into the future.

3.1.1 The Burra Charter Principles

In Australia, the Burra Charter² and its Practice Notes form the main reference document that provides guidance for the conservation and management of places of cultural heritage significance.

The Burra Charter

The Burra Charter Conservation Principles

Policy 1.1—The ongoing conservation and development of the place should be carried out in accordance with the principles of the Burra Charter.

The main principles of the Burra Charter include the following.

- **A cautious approach to change**—do as much as necessary but as little as possible.
- **Repair rather than replace**—repair elements wherever possible. Replace components only where irreparable.
- **Use skills and disciplines** which can contribute to the care and study of a place.
- **Traditional techniques and materials** are preferred for the conservation of significant fabric.
- **Distinguish between old and new**—new components should be easily distinguishable as new when compared to original components. They should be sympathetic to the original in size, form and material, but should not attempt to create a patina or weathered effect.
- **Respect the ageing process**—original building components suffering deterioration that does not impact their **stability** should be retained in their existing condition and location, unless this could contribute to further deterioration of that component or the building.
- **All aspects of cultural significance** should be considered without unwarranted emphasis on any one value at the expense of others.
- **All factors affecting the future** of a place, such as the owner's needs, resources, external constraints, and its physical condition, should be considered.
- **Understand cultural significance** when developing policy for managing a place.

3.1.2 Conservation Principles for the Parks

The principles that follow inform the underlying framework to the policy.

Conservation Principles

Key Conservation Principles for Rushcutters Bay Park and Yarranabbe Park.

Policy 1.2—Heritage principles of this CMS should guide the ongoing management of the parks.

The following key heritage principles have been developed for the parks:

- The principles of the Burra Charter should apply to all decisions that have the potential to impact the heritage significance of Rushcutters Bay Park and Yarranabbe Park.
- Rushcutters Bay Park and Yarranabbe Park are culturally significant places to the local area of Woollahra and to the broader NSW community.
- The heritage values of Rushcutters Bay Park and Yarranabbe Park should be retained for, and transmitted to, current and future generations.
- Decisions involving change should be informed by significance and additional research where required.
- Significant elements from different periods contribute to the cumulative heritage values of the parks and any future decision-making related to fabric or use should be underpinned by conservation of the values.
- The history and significance of Rushcutters Bay Park and Yarranabbe Park should be made known and accessible to managers, users and visitors through interpretation that increases engagement and understanding of the place and its elements.
- Conservation of the parks should focus on authenticity and integrity.
- Rushcutters Bay Park and Yarranabbe Park should be retained as public assets, used and valued by the community for a wide range of reasons, including their historical, aesthetic and social values.
- All actions at the parks should comply with applicable legislation and regulations.

3.2 Owner Considerations

3.2.1 Adoption and Other Key Documents

This CMS addresses Rushcutters Bay Park and the portion of Yarranabbe Park that is managed by Council. The CMS should be distributed internally within Council for use by relevant departments/sections for the ongoing management of the parks and to potentially guide future development within the parks.

Council should include this CMS with other existing park management documents to enable a coordinated approach to managing Rushcutters Bay Park and Yarranabbe Park.

Adoption, Distribution and Other Key Documents

Adoption and Endorsement

Policy 2.1—The conservation policies of this CMS should be adopted and endorsed by Council.

Conservation policies should guide the future conservation, management and development of the Rushcutters Bay Park and Yarranabbe Park, which are of state heritage significance.

Distribution

Policy 2.2—This CMS should be distributed within Council and Heritage NSW.

Distribution is recommended as follows:

- Woollahra Municipal Council Library;
- Woollahra Municipal Council—Open Space and Trees;
- Woollahra Municipal Council—Open Space and Recreation Planning; and
- Heritage NSW.

Key Documents and Ongoing Management

Policy 2.3—Ensure a coordinated approach to integrate this CMS with other park management documents.

Council should include this CMS with other existing park management documents to enable a coordinated approach to managing Rushcutters Bay Park and Yarranabbe Park, and to guide decisions affecting the parks' heritage significance.

Key relevant documents for the management of the parks are:

Woollahra Municipal Council

- *Rushcutters Bay Park, Yarranabbe Park and Plantation Reserve Plan of Management, 2005;*
- *Sir David Martin Reserve Plan of Management, 2004;*
- *Sir David Martin Reserve: Conservation Management Plan, 2005 (the Design 5 CMP, 2005); and*
- *Woollahra Tree Management Policy, 2011;*

City of Sydney Council

- *Rushcutters Bay Park Conservation Management Plan, 2000; and*
- *Tree Management Policy, City of Sydney, 2013.*

3.2.2 Council Requirements

Council proposes the introduction of two new park facilities for the community:

- the Youth Recreation Facility;

- the Yarranabbe Sea Wall project; and
- sporting floodlights.

While this CMS does not directly review these proposals, the policies are intended to provide overarching heritage guidance that will guide the design and planning of future park upgrades and new facilities, as well as the assessment of their potential impacts.

Owner Requirements

New Park Facilities

Policy 2.4—Proposed new park upgrades and facilities should be reviewed against the CMS.

Proposed new park upgrades and facilities should be reviewed against the significance assessment and gradings, and policies of this CMS.

3.3 Conservation

The treatment of all site attributes and components (including areas, elements and fabric) should be directly related to the nature and degree of their significance, with priority given to the conservation of attributes and components of highest significance.

Major aspects of significance (including areas, elements and fabric) should be given priority and protection in the conservation, adaptation and development of the parks.

3.3.1 The Burra Charter

The Burra Charter

Best Conservation Practice

Policy 3.1—Conserve the parks in accordance with the Burra Charter.

The ongoing conservation of the parks should be carried out in accordance with the principles and processes of the Burra Charter. Relevant conservation principles and processes include:

- All conservation works at Rushcutters Bay Park and Yarranabbe Park should be preceded by understanding its cultural significance.
- Conservation is an integral part of good management of places of cultural significance.
- Conservation is based on a respect for the existing fabric, use, associations and meanings. It requires a cautious approach of changing as much as necessary but as little as possible.

3.3.2 Cultural Significance

The significance of the parks should guide the conservation of their significant areas, elements and fabric as well as key visual and physical relationships. In this context 'conservation' includes all the activities ascribed to it in the Burra Charter, including maintenance, restoration, reconstruction and adaptation.

Significance

Conservation in Accordance with Significance

Policy 3.2—Significance assessments of this CMS should guide conservation works at Rushcutters Bay Park and Yarranabbe Park.

The statement of significance and assessments of the significance of individual elements set out in this CMS should guide all planning and implementation of conservation works at Rushcutters Bay Park and Yarranabbe Park. The following table sets out in general terms the appropriate treatment of elements and spaces related to their level of significance.

Table 3.1 Appropriate Treatment of Elements According to Significance (adapted from the *NSW Heritage Manual*).

Level of Significance	Appropriate Treatment
Exceptional	Rare or outstanding element directly contributing to a place's local and state significance. Alterations to fabric of exceptional significance would result in an adverse heritage impact. Maintenance, preservation, restoration and reconstruction of this element is critical. Adaptation and/or interpretation may occur where significant layout, elements and/or fabric are altered or missing. Take action to arrest any deterioration as a priority.
High	High degree of original fabric. Demonstrates a key element of the place's significance. Alterations to fabric of high significance would result in an adverse heritage impact. As for above, with greater allowance for adaptation where this is in accordance with overall significance, intactness/integrity and use.
Moderate	Generally, altered or modified elements. Adaptation or alteration can be suitable subject to rigorous review of heritage impact. Retention and conservation are recommended. Adaptation and/or alteration may be possible where this is not to the detriment of the significance of the place generally.
Little	As for moderate, with fewer constraints on removal. Review the contribution the fabric makes to the significance of the place. If its removal is assessed to improve the significance of the place overall, or has no adverse heritage impact, it can be removed.
None	The element has no importance to the listing and does not detract from the overall significance of the place. Can be freely modified or removed.
Intrusive	The element detracts, or has the potential to detract, from the significance of the listing. Remove/modify the element to reduce adverse impacts.

3.3.3 The Landscape and Key Elements

The parks' main landscape areas and key elements should generally be conserved; however, the parks should be able to be adapted for a range of community uses. The following policies provide guidance for conservation of the key elements of the parks.

Landscape and Key Elements

State Heritage Register Area

Policy 3.3—Conserve Rushcutters Bay Park and Yarranabbe Park as defined by the SHR listing.

The entire Rushcutters Bay Park and Yarranabbe Park area, including Sir David Martin Reserve, within the SHR listed boundary is of exceptional significance and should be conserved.

The existing boundaries and proportions of the parks are fundamental to the state heritage listing of the park group. Future design planning should not alter the park boundary.

This policy applies to the western Rushcutters Bay Park managed by the City of Sydney as well as the areas managed by Woollahra Municipal Council.

Key Elements

Policy 3.4—Conserve the parks' significant main landscape areas and key elements.

Conservation of the parks includes retaining the parks' key heritage character and elements. Modification of key elements may be allowed for where these do not impact the parks' heritage significance. These include:

- general layout including open space and original pathways;
- seawall;
- significant trees;
- other elements.

Park Layout and Pathways (Original)

Policy 3.5—Conserve the original park layout by retaining the general alignment of original pathways.

The pathways are typically in their original alignment (or close to it). Original pathway alignments are of high significance, but the concrete or bitumen paving fabric is not of significance. Most pathways have been widened, which does not alter the significance of their alignments.

The historically significant existing configuration of pedestrian access through the parks should be retained in future design planning.

Seawall

Policy 3.6—Conserve and maintain the seawall.

The seawall is an integral part of the major nineteenth-century public works land reclamations in Rushcutters Bay Park and Yarranabbe Park along the harbour edge. The seawall should be conserved in line with the following outline conservation approach:

- Conserve the form and key features of the seawall, and ensure they are maintained on an ongoing basis.
- Avoid new cut sections into the wall.
- Evidence of historical structures associated with the seawall should be conserved (and further researched if change is proposed).
- Improve the integrity of the seawall, including reconstruction (infill) of redundant wall openings.

A conservation program for the seawall is recommended to plan for catch-up and ongoing maintenance.

Trees

Policy 3.7—Preserve trees and plantings of high to exceptional significance.

Trees and plantings of high to exceptional significance are generally from an early phase of planting in the parks and should be preserved. They are identified in this CMS as follows:

R1—early Moreton Bay figs and palms;

R2—early London plane trees and Port Jackson figs;

Landscape and Key Elements

R3—c1930s Hills figs;
 Y1—row of c1930s Hills figs and Washingtonia palms;
 Y2—c1930s Hills figs and Port Jackson figs; and
 Y3—camphor laurels.

Policy 3.8—Retain and manage trees and plantings of little to moderate significance in accordance with best-practice arboricultural advice.

Trees and plantings of little to moderate significance typically date from a later period. They may depart from the historical planting schemes of the parks and are not important to preserve from a heritage perspective. These elements do, however, have some aesthetic value and provide general amenity value to park users.

Some plantings appear more ad hoc than others. These trees are identified in this CMS as follows:

R4—late twentieth-century paperbarks;
 R5—mature eastern tree row (mixed); and
 Y5—modern eucalypts.

Maturing infill specimens which have general amenity value should be retained and managed in accordance with best-practice arboricultural advice.

Policy 3.9—Trees and plantings of low / no significance or without amenity value may be retained or removed.

Trees and plantings of no significance are a departure from the historical planting scheme and have little to no aesthetic value, though they may contribute to the parks' amenity. These trees appear to have been ad hoc plantings and are identified in this CMS as follows:

R6—stormwater channel trees (modern);
 R7—miscellaneous trees (modern);
 (Plantation Reserve)—verge plantings, including trees (modern);
 Y6—modern frangipanis; and
 Y7—miscellaneous trees (modern).

Other Elements

Policy 3.10—Retain and conserve park elements of moderate to exceptional significance.

Park elements which have heritage significance and should be conserved include:

- cast-iron sewer vents are of high significance and should be conserved as evidence of public infrastructure in the landscape.

Park elements are which are modern and of little or no heritage significance but should be kept include:

- Signage and interpretation of value to interpret the park to the community.
- HMAS Rushcutter/RANEL/RANRL memorial should be retained, as it has some value to the community.

Policy 3.11—There is no requirement to conserve elements of little or no heritage significance.

There is no requirement to conserve park elements which are generally modern and have little or no heritage significance. Park elements of no heritage significance include:

- modern playgrounds and fitness stations;
 - urban park furniture (bins / lights / seats);
 - signage and interpretation generally; and
 - monuments and sculptures generally.
-

3.3.4 Rushcutters Bay Park (East)

Rushcutters Bay Park (East), with its two main open grassed areas, playing fields, pathways, seawall and various historical and more recent trees, is of exceptional significance overall. It should be conserved and its key features retained.

Rushcutters Bay Park (East)

Open Grassed Areas / Playing Fields

Policy 3.12—Retain and conserve the open grassed areas / sports fields within the park.

The open grassed areas of Rushcutters Bay Park (East) are used for organised sporting activities and formal and informal recreation. These areas have been used for sporting activities for much of the park's existence, are of historical and social significance, and should be retained in future park planning.

Western Edge

Policy 3.13—Retain and conserve the parkland at the western edge of the park (along the stormwater canal).

The western edge of Rushcutters Bay Park (East) is a narrow grassed area that runs along the stormwater canal. It contains one exceptionally significant tree and a row of moderately significant trees, which should be retained and conserved. The stormwater canal battered sandstone wall is not managed by Woollahra Municipal Council.

Banked Southern Edge to New South Head Road

Policy 3.14—Retain and conserve the parkland at the banked southern edge of the park to New South Head Road.

The banked southern edge of Rushcutters Bay Park provides an amphitheatrical effect which contributes to the significance of the serial views from New South Head Road into the park (View 1). The banked area of the park should be retained.

Seawall and Concrete Hardstand Area

Policy 3.15—Conserve the seawall in Rushcutters Bay Park (East).

The Rushcutters Bay Park (East) section of the seawall is significant and retains its continuous form along the majority of its curved length despite various past changes and repairs. This is the most intact section of the seawall.

This section of the seawall has a break in its form to accommodate a concrete paved area near the stormwater canal which appears to have occurred in the 1980s re-using original seawall stones. Its purpose and significance have not been identified at the time of writing this report. Further research is recommended to inform upgrades at this location.

Refer to Policy 3.6 for an outline conservation approach.

Kiosk and Public Toilet (and Playground)

Policy 3.16—Conserve significant aspects of the kiosk building (further research required).

Further research into the kiosk building is recommended to understand what aspects, if any, of the present structure have significance and require conservation.

The present structure dates from 1957 and was renovated in the 1980s. It may have replaced an earlier kiosk structure, remnants of which may still exist in this location. The kiosk and public toilet building has been assessed to be of little significance, which is likely to apply to the majority of the visible structure, but further research is required to confirm this.

3.3.5 Yarranabbe Park

Yarranabbe Park, with its long, narrow grassed area, pathways, seawall and various historical and more recent trees, is of exceptional significance overall. It should be conserved and its key heritage features retained.

Yarranabbe Park

Open Grassed Areas

Policy 3.17—Retain and conserve the open grassed areas within the park.

The open grassed areas of Yarranabbe Park are used for formal and informal recreation. These uses, and the openness of the areas, should be retained.

Northern Section

Policy 3.18—Retain and conserve the northern section of Yarranabbe Park.

This narrow northern section of Yarranabbe Park is a narrow promontory of land defined by the seawall and the road edge / plantings along New Beach Road.

Central and Southern Section

Policy 3.19—Conserve the central and southern section of Yarranabbe Park.

The central section of Yarranabbe Park is the widest section of the park. While the seawall edge, open space and significant plantings should be conserved, there is scope to improve this section of the park through conservation actions, which may include removal or upgrade of the playground and associated plantings.

Seawall

Policy 3.20—Conserve the seawall in Yarranabbe Park.

The Yarranabbe Park section of the seawall is significant and retains its continuous form along the majority of its length despite various past changes and repairs.

This section of the wall has undergone greater change than the Rushcutters Bay curve, particularly in the vicinity of the Sir David Martin Reserve. Conservation actions should be pursued with the aim of regaining the wall's integrity, including reconstruction (infill) of redundant wall openings.

Refer to Policy 3.6 for an outline conservation approach.

3.3.6 Sir David Martin Reserve

Sir David Martin Reserve, with its various historic naval and maritime buildings, pathways, seawall and historical trees, is of exceptional significance overall. It should be conserved and its key heritage features retained.

Sir David Martin Reserve

Existing Conservation Management Plan

Policy 3.21—Refer to the policies of the Design 5 CMP, 2005.

The conservation and management of elements within Sir David Martin Reserve, within Yarranabbe Park, should be guided by the policies of the Design 5 CMP, 2005.

Sir David Martin Reserve

Conservation of Sir David Martin Reserve

Policy 3.22—Conserve the Sir David Martin Reserve.

The Sir David Martin Reserve, within Yarranabbe Park, is of exceptional (high) significance and should be conserved by retaining its key heritage features. Key elements of the reserve and their significance included in the 2005 CMP are shown at Figures 2.97 and 2.98 of this report, and include the:

- Boat Shed (1901);
- Cottage (or Officer's Residence) (c1900);
- Drill Hall and attached Lecture Rooms (1891);
- former Parade Ground;
- Sail Loft;
- Sayonara Slipway and Boat Yard; and
- jetty and hardstand area.

Various demolished structures relating to the Sir David Martin Reserve are also referred to in the 2005 CMP.

Seawall

Policy 3.23—Conserve the Sir David Martin Reserve section of the seawall.

The Sir David Martin Reserve section of the seawall is significant but demonstrates the most change by cut sections and various past changes and repairs.

Conservation actions should be pursued with the aim of regaining the wall's integrity including reconstruction (infill) of redundant wall openings.

Refer to Policy 3.6 for an outline conservation approach.

3.3.7 Plantation Reserve

Plantation Reserve, as a narrow section of park connecting Rushcutters Bay Park and Yarranabbe Park, has been compromised by incremental changes, including encroaching carparking, garden beds and modern plantings. Plantation Reserve should, however, be retained and conserved.

Plantation Reserve

Conservation of Plantation Reserve

Policy 3.24—Conserve and retain Plantation Reserve.

The reserve should be conserved despite compromise by incremental changes in order to retain what little heritage significance remains.

Policy 3.25—Investigate opportunities to enhance Plantation Reserve.

The potential for improvement of the extent of the park and restoration of the previous planting scheme should be investigated and undertaken based on historical evidence.

3.3.8

3.3.8 Maintenance

Cyclical maintenance of significant structures (including buildings) should be undertaken as part of day-to-day site management.

Maintenance

Maintenance Plan

Policy 3.26—Develop a maintenance plan for Rushcutters Bay Park and Yarranabbe Park.

This plan should include a description of tasks, when or how often they should occur, how they should be done, who is responsible for them and whether specialist expertise is required.

This plan would include catch-up maintenance where required.

3.3.9 Use and Public Access

Use and Public Access

Use and Public Access

Policy 3.27—Maintain the use of Rushcutters Bay Park and Yarranabbe Park as public parks and reserves.

Maintain and enhance public accessibility to and within the parks. Future development or use should not compromise public access to the parks.

Policy 3.28—Maintain and manage the parks' significant active and passive recreational uses in accordance with the Plan of Management.

Significant uses that should be conserved include:

- organised sporting activities—in the north and south fields of Rushcutters Bay Park;
- formal and informal activities—throughout the parks;
- pedestrian use—main pathways through Rushcutters Bay Park, pathways along the seawall, bridge connections to Rushcutters Bay Park (West) and Plantation Reserve; and
- community use—throughout the parks.

Policy 3.29—Allow for temporary uses which do not adversely impact heritage significance.

In evaluating potential temporary uses for Rushcutters Bay Park and Yarranabbe Park, an assessment should be made to ensure that the parks' significance and character is not compromised.

3.4 Managing Change

Ongoing change in Rushcutters Bay Park and Yarranabbe Park may involve upgrades to the existing park pathways, urban furniture, kiosk building and play/exercise areas, or the provision of new park facilities. It may also involve tree management, removal, and replacement.

The potential heritage impacts of new development, including facilities and infrastructure, should be assessed by independent and appropriately skilled heritage personnel. Adverse impact on the heritage values of the park should be avoided.

Factors affecting the future of a place, such as its physical condition and the owner's requirements, should be considered when planning for and managing change.

The following policies provide high-level guidance for managing change, taking into account the heritage significance of Rushcutters Bay Park and Yarranabbe Park.

3.4.1 The Burra Charter

The Burra Charter

Best Conservation Practice

Policy 4.1—Manage change in accordance with the Burra Charter.

The ongoing management of change at the parks should be carried out in accordance with principles and processes of the Burra Charter. Relevant conservation principles and processes include:

- New work such as additions or other changes to the place may be acceptable where it respects and does not distort or obscure the cultural significance of the place, or detract from its interpretation and appreciation.
- If changes to significant fabric are unavoidable, the approach should be to minimise intervention: do as much as necessary and as little as possible.
- New work should be readily identifiable as such, but must respect and have minimal impact on the cultural significance of the place.

3.4.2 Cultural Significance

Significance

Managing Change in Accordance with Significance

Policy 4.2—Significance assessments of this CMS should guide proposed new works at the parks.

The statement of significance and assessments of the significance of individual elements set out in this CMS should guide all planning and implementation of new works at Rushcutters Bay Park and Yarranabbe Park. Refer to Table 3.2 above for appropriate treatment of elements according to significance.

3.4.3 The Landscape and Key Elements

The following policies provide detail on what change is appropriate for the key elements of the parks. Each policy is followed by discussion of how change may impact that particular element as well as how that element may be changed with little or no adverse heritage impact to the parks, where appropriate.

The parks' main landscape areas and key elements should generally be conserved; however, the parks should be able to be adapted for a range of community uses.

Landscape and Key Elements

Open Grassed Areas / Playing Fields

Policy 4.3—Avoid changes which compromise the open character of grassed areas / playing fields.

- Upgrades to the playing fields should not compromise the openness of grassed areas. Substantial upgrades must be sensitively designed and integrated into the landscape and will require consultation with appropriately skilled heritage personnel.
- Adjustments to the layout and position of the sports fields in Rushcutters Bay Park to meet future requirements are acceptable provided the open grassed landscape character is maintained.
- Open grassed areas and playing fields should continue to be predominantly grass. Synthetic field/ground coverings are inappropriate and should not be used, except for small features such as the cricket wicket.

Pathway Upgrades

Policy 4.4—Pathway upgrades should retain original alignments.

The pathways are typically in their original alignment (or close to it). Original pathway alignments are of high significance, but the concrete or bitumen paving fabric is not of significance. Most pathways have been widened, which does not alter the significance of their alignments.

- Pathways should not be further widened.
- Pathway fabric can generally be upgraded as required in standard park finishes.
- There is greater scope to modify more recent and less significant pathways.

Seawall

Policy 4.5—Avoid or minimise change to the seawall.

The seawall is an integral part of the major nineteenth-century public works land reclamations in Rushcutters Bay and should generally not be further altered. Past ad hoc incursions into the seawall have had a negative impact on the interpretability and aesthetic composition of the seawall and its fundamental role in the parks' original form.

Guidance for proposed development associated with the seawall:

- Existing cut sections of the wall should be utilised/re-used in preference to establishing new cut sections to limit cumulative impact on the wall's integrity and significance.
- Previous cut sections of the seawall, since infilled / repaired, could potentially be re-opened subject to consideration of cumulative impacts of changes to the wall.
- Where the making of new cut sections cannot be avoided, the section of stone removed should be stored to allow for future reinstatement or repairs.

Refer to Policy 3.9 for an outline conservation approach.

The Kiosk and Public Toilet

Policy 4.6—The kiosk and public toilet may be upgraded pending investigation into whether original fabric may remain.

The kiosk and public toilet building in Rushcutters Bay Park dates from 1957 and was renovated in the 1980s. It may have replaced an earlier kiosk structure, remnants of which may still exist in this location. The kiosk and public toilet building has been assessed to be of little significance, which is likely to apply to the majority of the visible structure, but further research is required to confirm this.

Further research into the kiosk building is recommended prior to upgrade of this building.

A heritage impact statement should be prepared to accompany any proposal to significantly alter the kiosk.

Landscape and Key Elements

Trees

Policy 4.7—Trees and plantings of little to no significance without amenity value may be removed or retained as required.

More significant trees may only be removed as part of a planned senescence/replacement planting strategy, elaborated below.

Policy 4.8—Normal tree pruning activities as part of park maintenance is acceptable.

Normal tree pruning activities as part of park maintenance is acceptable provided the pruning is not excessive and does not compromise the aesthetic and amenity value of the trees.

Existing pruning arrangements in Yarranabbe Park may be retained, though no pruning in addition to current arrangements should occur.

Policy 4.9—Avoid ad hoc planting of new trees.

New plantings should be undertaken in accordance with a landscape masterplan for the whole study area.

Policy 4.10—A senescence planting strategy should be prepared to ensure continuity of significant planting groups and maintenance of the tree canopy.

The strategy should be prepared in association with a landscape masterplan for the whole study area.

This strategy should seek to retain the historical planting layout and plant palette precedents for new or replacement species suggested. Generally, if significant trees become senescent and fail, they should be replaced by the same species, to ensure the distinctive, historical character of the parks is retained.

Other Elements

Policy 4.11—The playgrounds and fitness stations may be upgraded or removed.

These facilities are new elements in the park and are assessed as having no heritage significance.

They may be upgraded, renewed or removed as required, subject to assessment for additional heritage impact, including cumulative impact (ie minimising park clutter from these items), visual impact and archaeological considerations.

Policy 4.12—The park furniture may be upgraded or removed.

These features are assessed as having no heritage significance.

They may be removed or upgraded, renewed or removed as required, subject to assessment for additional heritage impact, including cumulative impact, visual impact and archaeological considerations.

A coordinated approach to the provision of these items is recommended.

Policy 4.13—Park signage and interpretation may be updated or removed.

Signage is generally assessed as having little or no heritage significance. Some commemorative signs may have greater heritage value.

Signs may be removed or upgraded, renewed or removed as required, subject to assessment for additional heritage impact, including cumulative impact

An interpretation and wayfinding signage plan should be developed to guide and coordinate new signage and interpretation. A coordinated palette of materials for future fixtures in the parks, like lighting and seating, should be developed as part of a landscape masterplan. These should ensure that elements that are not in conflict spatially or stylistically with the heritage significance of the place.

Coordination with the City of Sydney is recommended for new interpretation and signage.

Policy 4.14— Monuments and sculptures in the parks may be upgraded or removed.

Monuments and sculptures in the parks are assessed to be of little to no heritage significance and may be removed or relocated as required, subject to assessment for additional heritage impact.

Landscape and Key Elements

Community consultation is recommended.

The memorial to HMAS Rushcutter/RANEL/RANRL should be retained.

3.4.4 New Development

New development in the parks should be carefully considered. It should not impact the form and interpretability of the broad expanse of open foreshore land around the bay. The overall form, context and setting have heritage significance. There is limited scope for substantial new development in the parks.

Refer to Section 4.2 for Council's open space planning strategies.

New Development

Recognise Significance

Policy 4.15—Any new development should retain the state significance of Rushcutters Bay Park and Yarranabbe Park and their significant elements.

Planning New Development

Policy 4.16—Planning new development in the parks should consider the significance assessments and other policies of this CMS and Council's open space planning strategies.

The following sections of this CMS are highlighted for reference:

- Sections 2.3, 2.6 and 2.7—the significance assessment of the parks and their key elements;
- Section 3.3 and Section 3.4.3—policies on conservation and managing change of key elements of the park; and
- Section 4—Planning Framework and Statutory Requirements.

Policy 4.17—New development in the park should be sensitively located and designed.

Future design of new structures, facilities and landscape/planting works in the parks should be carefully considered and managed so that new elements do not dominate the park or its setting. Significant trees should be retained.

New Structures, Facilities and Landscape Works

Policy 4.18—New development in the park should be sensitively located and designed.

Future design of new structures, facilities and landscape/planting works in the parks should be carefully considered and managed so that new elements do not dominate the park or its setting. Significant trees should be retained.

Policy 4.19—Avoid cumulative impact through ad hoc development and incremental change.

Ad hoc development of new facilities, structures and landscape/planting works should not be undertaken without reference to this CMS (and the landscape masterplan when it is developed). Avoid incremental changes, whether small or large in scale, that threaten the significance and values of the parks.

Policy 4.20—New development in the park should avoid obstruction of the parks’ visual and physical connections.

Future design of new structures, facilities and landscape/planting works in the parks should be carefully considered and managed. Careful attention should be paid to the various views to, from and through the parks, to ensure that the entire stretch of public land around the bay can be interpreted in the future as an expansive public recreation ground established through phases of large-scale reclamation work.

Council Park Management Documents

Policy 4.21—New development should be guided by Council strategies/policies and heritage requirements.

Implementation of the strategies and policies found within these documents should be compatible with the heritage significance of the study area and should not result in undue heritage impacts. Careful planning and consideration must be taken to ensure that any conflicts between the goals of these documents and the conservation of the study area’s heritage significance are appropriately managed at an early stage.

Precedence should be given to solutions which will not result in heritage impacts.

The following strategic planning documents apply to the study area:

- *Rushcutters Bay Park Masterplan Report*, Knox & Partners Landscape Architects 2004;
 - *Rushcutters Bay Park, Yarranabbe Park, and Plantation Reserve Plan of Management*, Parkland Environmental Planners 2005;
 - *Sir David Martin Reserve Plan of Management*, Woollahra Municipal Council 2004;
 - *Yarranabbe Park, Darling Point Plan of Management*, Sturt Associates 2012;
 - *Woollahra Tree Management Policy*, Technical Services/Open Space & Trees, Woollahra Municipal Council 2011;
 - *Street Tree Master Plan*, Woollahra Municipal Council 2014;
 - *Woollahra Recreational Needs Assessment and Strategy*, Stratcorp Consulting 2006; and
 - *Playground Policy*, Technical Services/Open Space & Trees, Woollahra Municipal Council 2002.
-

Documenting Change

Policy 4.22—Records should be prepared of new development undertaken in the parks.

For any future works, ensure that Council collates, maintains and archives all drawings, schedules of work, photographs and associated professional reports.

Before any major development occurs at the parks, an archival recording should be undertaken and catalogued in accordance with Heritage NSW guidelines.

3.4.5 Views

Views

Minimise Impact to Significant Views

Policy 4.23—Avoid or minimise impacts on significant views to, from and within the parks.

Adverse impacts on views of exceptional significance in Rushcutters Bay Park and Yarranabbe Park should be avoided.

Significant views are identified in Section 2.7.2 and include:

- views and vistas within the parks, along the main pathways, along the seawall and of open grassed areas; and
 - views from public places, including from the water, other harbour parks, and on approach from New South Head Road.
-

3.4.6 Development Consent and Other Approvals

Refer to Section 4.0, Planning Framework and Statutory Requirements, of this report for more detail.

Development Consent and Other Approvals

Obtain Consent / Approval

Policy 4.24—Obtain the necessary development consent from Council and/or approvals from the NSW Heritage Council for change or new development in Rushcutters Bay Park and Yarranabbe Park.

- Seek Council's consent for proposals including new development, alteration, demolition and excavation with the parks.
- Seek the necessary assessments and permits if works are proposed in areas of Aboriginal cultural heritage sensitivity: an Aboriginal Heritage Impact Permit (AHIP) under Section 90 of the *National Parks and Wildlife Act 1974* (NSW).
- Seek the necessary approvals (if standard or special exemptions do not apply):
 - Section 60 (New Development, Managing Change and Excavation), NSW Heritage Council; and
 - Section 141 (Excavation), NSW Heritage Council.

These requirements are outlined in more detail below in Planning Framework and Statutory Requirements'.

Consistency with Woollahra Municipal Council Planning Documents

Policy 4.25—Change and new development should be consistent with Council's park management framework.

Change and new development should be consistent with the stated goals and policies of the parks' Plans of Management and Council's Recreation Strategy and Playspace Strategies, except where this would contradict the heritage conservation policies outlined in this section of the CMS.

Any new development should be carefully considered to minimise and mitigate potential heritage impacts.

NSW *Heritage Act* (1977) Exemptions

Policy 4.26—Identify if standard exemptions apply.

Further information on standard exemptions is included at Section 4.1.5 of this report. The types of work that can be carried out under standard exemptions include:

- removal, repairs and replacement of non-significant signs; and
- excavation for services.

Use of standard exemptions would be self-assessed by Council.

Appendix A includes the full standard exemptions document.

Policy 4.27—Identify if site-specific exemptions apply.

Further information on site-specific exemptions is included at Section 4.1.6 of this report. The types of work that can be carried out under standard exemptions include:

- maintenance and repair of the seawall; and
- alteration of roads, pathways, retaining walls and fences.

Appendix B includes the full site-specific exemptions.

3.5 Aboriginal Cultural Heritage

Aboriginal archaeological objects and sites are protected under the provisions of the *National Parks and Wildlife Act 1974* (NSW) (NPW Act). The southern part of Rushcutters Bay Park has been identified as an area of Aboriginal cultural sensitivity.

Aboriginal Cultural Heritage

Areas of Aboriginal Cultural Sensitivity

Policy 5.1—Areas of Aboriginal cultural sensitivity should be avoided by any future works.

Refer to Section 2.3 above in this CMS for more detail and a plan showing the area of Aboriginal cultural heritage sensitivity.

Consultation with Aboriginal Stakeholders

Policy 5.2—Consult with relevant Aboriginal stakeholders when investigating areas of potential Aboriginal cultural heritage value.

Aboriginal people are the primary determinants of their own heritage. Any future investigations into the potential Aboriginal cultural heritage values that may exist within the parks should include consultation with relevant Aboriginal stakeholders with the goal of protecting and conserving known and potential Aboriginal sites. This consultation should follow the guidelines presented in *Aboriginal Cultural Heritage Consultation Requirements for Proponents 2010*.

Statutory Obligations Relating to Aboriginal Cultural Heritage

Policy 5.3—Prepare an Aboriginal heritage assessment for works (an AHIP may be required).

If future works, including ground-disturbing activities, are proposed in areas of Aboriginal cultural heritage sensitivity an Aboriginal heritage assessment should be prepared. Works in this area may require an Aboriginal Heritage Impact Permit (AHIP) under Section 90 of the NPW Act.

- Outside the area of Aboriginal cultural heritage sensitivity, any future works can proceed subject to caution. An unexpected finds procedure should be developed for future works.
- All contractors and subcontractors should be made aware of their obligations in relation to the Aboriginal heritage and archaeological remains.
- Should any Aboriginal objects be identified during work, then these works must cease and the advice of Heritage NSW and a qualified Aboriginal archaeologist must be sought. Should any identified objects be subject to harm, an AHIP would need to be sought.

Interpretation

Policy 5.4—Relevant Aboriginal stakeholders should be consulted and assist in the development of content for any future interpretation.

Recognition of the Aboriginal history of the parks, and any associated cultural values, should be built into future interpretation and planning.

3.6 Historical Archaeological Management

The entire study area has been assessed as having potential for both local and state significant historical archaeological remains. Potential archaeological remains include structural remains and deposits associated with maritime use of the bay, reclamation fills used to create the parks, and uses of the parks for leisure, such as the sea baths, and by the RAN. The historical archaeological potential of the parks must be considered during any future works.

Historical Archaeological Management

Avoid Archaeological Features

Policy 6.1—Future works involving any ground disturbance should avoid the location of known and potential historical archaeological features.

Refer to Section 2.2 above in this CMS for more detail and a plan showing the area of historical archaeological potential.

Statutory Obligations relating to Historical Archaeological Areas

Policy 6.2—Prepare an archaeological assessment for ground disturbance in areas of known or potential historical archaeological interest.

If future works involving ground disturbance are proposed in an area of known or potential historical archaeological features, an archaeological assessment should be prepared to assess the nature of the proposed impacts.

- Where impacts to historical archaeological remains cannot be avoided, an archaeological research design (ARD) should be prepared to provide a methodology and research aims for a program of archaeological investigation.
- Approval under a Section 57 exemption or Section 60 permit will be required prior to the commencement of work.
- Ground-disturbing works may be undertaken in accordance with the Standard Exemption 8 (Excavation) under Section 57 (2) of the *Heritage Act* (NSW) (Heritage Act) if the works will not impact historical archaeological remains.
- All contractors and subcontractors should be made aware of their obligations in relation to the potential historical archaeological remains.

Unexpected Finds Protocol

Policy 6.3—Follow the unexpected finds protocol for excavation work in the parks (cease work).

If unexpected or state significant archaeological remains not identified by this assessment are discovered during excavation at the parks, all works in this area should cease and Heritage NSW must be notified in accordance with Section 146 of the Heritage Act.

Interpretation

Policy 6.4—Incorporated the findings of historical archaeological investigations into future interpretation of the park.

3.7 Gaps in Knowledge

This CMS is largely based on existing research for the parks. Gaps in knowledge will exist and may require further research such as prior to planning specific works to various elements of the parks.

Gaps in Knowledge

Social and Oral Research

Policy 7.1—Undertake research of social history of the local area, including oral histories, to inform future management of the parks.

As the opportunity arises, Council should engage suitably qualified professionals to undertake additional social and oral research, to gain a better understanding of the social history and significance of Rushcutters Bay Park and Yarranabbe Park to the local community. These stories could inform future park use, management of fabric and interpretation strategies.

Existing Elements

Policy 7.2—Undertake additional historical research and significance assessment of existing park elements as required.

Council should engage suitably qualified professionals to undertake additional historical research and significance assessment to gain a better understanding of the following structures, particularly when managing proposals for change:

- the kiosk and public toilet building (Rushcutters Bay Park);
- the concrete pad and wall extension (Rushcutters Bay Park);
- the seawall (both parks); and
- various plantings.

Former Elements

Policy 7.3—Undertake additional historical research and significance assessment of former park elements as required.

Council should engage suitably qualified professionals to undertake additional historical research and significance assessment to gain a better understanding of the following former elements in relation to potential change:

- historical timber jetty (Rushcutters Bay Park);
- Olympic jetty structures (Yarranabbe Park); and
- harbour pools (Yarranabbe Park).

Landscape Masterplan

Policy 7.4—Prepare a landscape masterplan for Rushcutters Bay Park and Yarranabbe Park.

A landscape masterplan, ideally including the City of Sydney managed portion of Rushcutters Bay Park, should be prepared.

This masterplan should respond to the recognised state heritage significance of the parks and the heritage significance of their contributory fabric as assessed within this CMS.

Interpretation Plan and Signage

Policy 7.5—Develop an interpretation plan for Rushcutters Bay Park and Yarranabbe Park.

A coordinated approach to the provision of signage and interpretation as a joint initiative between Woollahra Municipal Council and City of Sydney is recommended. A wayfinding plan should also be developed to coordinate signage.

3.8 Expertise

Expertise

Appropriate Expertise

Policy 8.1—Use appropriately skilled heritage professionals and contractors.

Appropriately skilled heritage personnel should be involved in documentation, supervision and implementation of conservation and maintenance and for change and new development that has the potential to affect the heritage significance of the parks.

Appropriately skilled tradespeople, materials conservators and arborists should be involved.

3.9 Risk Management and Sustainability

Risk management and sustainability involves balancing environmental, cultural, social, and economic demands to deliver intergenerational equity—meeting the needs of current generations without compromising the needs of future generations.

3.9.1 Public Safety

The parks are open to the public. No public safety risks were noted at the time of writing this report. Public safety is managed separately by Council.

3.9.2 Risk Preparedness and Climate Change

A strategic approach to identifying and eliminating, isolating and mitigating risks should be implemented at Rushcutters Bay Park and Yarranabbe Park. Potential risks that may damage the built features and their heritage values include fire, water ingress (and associated issues), earthquake and potentially rising sea levels through climate change.

Implement appropriate monitoring, reporting and mitigation measures to manage and reduce potential adverse impacts from known risk factors. This may include cyclical maintenance programs, structural engineering assessment of built elements vulnerable to seismic impact, and liaison with the relevant authorities on climate change.

Risk Management and Sustainability

Risk Preparedness

Policy 9.1—Protect the heritage values of Rushcutters Bay Park and Yarranabbe Park through an appropriate level of risk preparedness and pre-emptive disaster planning.

Climate Change

Policy 9.2—Mitigate the predicted effects of climate change on the significant fabric of the parks.

Assess how predicted changes in the climate may affect the parks' significant elements in the medium and long term, especially significant trees.

Develop management practices which respond to and mitigate the predicted effects of climate change on the significant fabric of the parks. This includes, but is not limited to, drought response, heat management, and response to damaging weather events.

Risk Management and Sustainability

Sustainable Management

Policy 9.3—The heritage values of Rushcutters Bay Park and Yarranabbe Park should be sustainably managed to meet the needs of present and future generations.

3.10 Endnotes

- ¹ Heritage NSW, 'Conservation management plans', Department of Premier and Cabinet, viewed 17 March 2021 <<https://www.heritage.nsw.gov.au/protecting-our-heritage/conservation-management-plans/>>.
- ² Australia ICOMOS Inc, *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance 2013*, Australia ICOMOS Inc, Burwood, VIC, viewed 8 November 2016 <<http://australia.icomos.org/publications/charters/>>.

4 Planning Framework and Statutory Requirements

4.1 Statutory Requirements Framework

A range of state and local statutory requirements apply to heritage items and potential archaeological resources (both Aboriginal and historical). Development controls applicable to the parks are contained in the following instruments, policies, plans and approvals:

- *Environmental Planning and Assessment Act 1979* (NSW) (EPA Act);
- *National Parks and Wildlife Act 1974* (NSW) (NPW Act);
- Woollahra LEP 2014;
- *Woollahra Development Control Plan 2015* (Woollahra DCP);
- *Heritage Act 1977* (NSW) (Heritage Act); and
- *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005* (SREP).

4.1.1 Environmental Planning and Assessment Act 1979 (NSW)

The EPA Act requires consent authorities to consider a range of matters for proposed change and development. This includes the provisions of environmental planning instruments, such as the Woollahra LEP 2014. These environmental planning instruments may make provision for or with respect to heritage items, archaeological sites and Aboriginal places of significance.

Table 4.1 Requirements of the EPA Act.

Statutory Requirements—EPA Act

Guideline: Proposals for developing the parks should be prepared in line with current planning controls and with regard to retaining and conserving the heritage item, its context, and adjacent heritage items.

4.1.2 National Parks and Wildlife Act 1974 (NSW)

All Aboriginal Objects and places receive statutory protection under the NPW Act. Section 5(1) of the NPW Act defines an Aboriginal Object as:

any deposit, object or material evidence (not being a handcraft made for sale) relating to the Aboriginal habitation of the area that comprises New South Wales, being habitation before or concurrent with (or both) the occupation of that area by persons of non-Aboriginal extraction, and includes Aboriginal remains.

If Aboriginal Objects are found, Heritage NSW must be informed in line with the requirements of Section 89(A) of the NPW Act.

Under the Act, applicants must seek approval prior to disturbance of sites with potential to contain Aboriginal Objects or cultural material. Harming Aboriginal Objects and harming or desecrating Aboriginal places is also a liability offence under the Act. ‘Harm’ includes ‘to destroy, deface, damage or move an Aboriginal Object or declared Aboriginal place’.

4.1.3 Woollahra Local Environmental Plan 2014 and Development Consent

The Woollahra LEP 2014 applies to the parks. Rushcutters Bay Park, Yarranabbe Park, Sir David Martin Reserve including former HMAS Rushcutter, and the HMAS Rushcutter Slipway are listed as local heritage items in the Heritage Schedule of the Woollahra LEP 2014. Neighbouring sites are also listed as heritage items, as shown in Figure 1.5 and Table 1.2. The parks are not located in a heritage conservation area.

Under the heritage provisions of the Woollahra LEP 2014, Council cannot grant consent to a development application involving alteration to a heritage item, an Aboriginal Object or features within a heritage conservation area (building, work, relic or tree) without considering how the development would affect the heritage significance of the item or the area. This also applies to change in the vicinity of a heritage item. This includes structural change to a built heritage item's interior, and disturbance or excavation of an archaeological site or Aboriginal place of heritage significance.

Table 4.2 Requirements of the Woollahra LEP 2014.

Statutory Requirements—Woollahra LEP 2014

Guideline: Future change and management of the parks should consider all statutory obligations arising from the parks' inclusion as a heritage item on the Woollahra LEP 2014.

A development application is required for most change to the parks unless it meets the requirements of the exemptions listed in Clause 5.10 (3).

The following may be required to support a development application:

- heritage conservation management plan or strategy;
- heritage impact statement;
- historical archaeological assessment; and
- Aboriginal due diligence report.

Development consent may not be required if the proposed work meets the requirements of section 5.10(3), is of a minor nature or maintenance work, and would not have an adverse impact on heritage significance.

4.1.4 Heritage Act 1977 (NSW)

The Heritage Act imposes statutory requirements on properties listed on the SHR in regard to change and excavation. Rushcutters Bay Park and Yarranabbe Park are listed on the SHR (refer to Section 1.2 and Table 1.1).

The Heritage Act defines a heritage item as 'a place, building work, relic, moveable object or precinct'. The SHR, established under the Heritage Act, is a list of identified heritage items of significance to the state of NSW.

Change

Under Section 57 (1) of the Act a person must not carry out a range of works, including alteration, demolition, excavation, new development, change to trees, or display notices, to places listed on the SHR without Heritage Council of NSW approval.

Excavation

Under Section 139 of the Act a person must not disturb or excavate any land knowing or having reasonable cause to suspect that the disturbance or excavation will or is likely to result in a relic being

discovered, exposed, moved, damaged or destroyed unless carried out in accordance with an Excavation Permit.

Table 4.3 Requirements of the Heritage Act.

Statutory Requirements—Heritage Act

Guideline: Future change and management of the parks should consider all statutory obligations arising from the parks' inclusion as a heritage item on the SHR. The following applications may be required:

- Section 60 (Managing Change and Excavation); and
- Section 141 (Excavation).

Approval of the Heritage Council of NSW may not be required if the proposed work meets the requirements of the standard and site-specific exemptions. (Refer to Sections 4.1.5 and 4.1.6 and Appendices A and B.)

4.1.5 Standard Exemptions

Standard exemptions under Section 57 (1) of the Heritage Act for works requiring Heritage Council of NSW approval may apply to works which are **minor in nature and will have a minimal impact** on the significance of the place. Refer to Appendix A.

Effective 1 December 2020, the Special Minister of State has granted new exemptions from subsection 57(1) of the Heritage Act. Standard exemptions **do not permit the removal of any significant fabric**. Significant fabric means all the physical material of the place/item, including elements, fixtures, landscape features, contents, relics and objects which contribute to the item's heritage significance. Standard exemptions also do not permit the removal of relics or Aboriginal objects. Refer to Attachment B for the full standard exemptions under Section 57 (1) of the Heritage Act.

Table 4.4 Standard Exemptions under the Heritage Act.

Standard Exemptions

Guideline: Proposed works in the parks should be reviewed against the Heritage NSW standard exemptions to determine if the works can be done without Heritage Council of NSW approval.

- Works must be minor in nature and have a minimal impact on the significance of the place.

General conditions for use of the standard exemptions should be met, which include the following:

- Advice of suitably qualified and experienced professionals should be sought.
- Work should be carried out by people with the appropriate knowledge, skills and experience.
- Removal of any significant fabric is not permitted.

The **self-assessment process** and responsibilities for use of the standard exemptions should be met to ensure that:

- the proposed works fall within the standard exemptions;
- the proposed works meet all relevant standards and have all necessary approvals; and
- records are kept of advice received and work undertaken.

Standard Exemption Overview

The following types of activities can be carried out under the standard exemptions.

Table 4.5 Examples of Activities under the Standard Exemptions.

Standard Exemption	Examples of Work that May Be Carried Out Under the Standard Exemptions
1: Maintenance and cleaning	Maintenance and cleaning, including graffiti removal.

Standard Exemption	Examples of Work that May Be Carried Out Under the Standard Exemptions
2: Repairs to non-significant fabric 3: Alteration to non-significant fabric	Non-significant fabric is graded little, none or intrusive in this CMS. This would include works to: <ul style="list-style-type: none"> • pathways and park furniture; and • the Rushcutters Bay Park Kiosk (B1).
4: Alteration to interiors of non-significant buildings	Non-significant fabric is graded little, none or intrusive in this CMS. This would include works to the interiors of the Rushcutters Bay Park Kiosk (B1).
5: Repair or replacement of non-significant services (mechanical, electrical and plumbing)	Services are not likely to be of significance, but have not been assessed for significance in this CMS. Note: The historic sewer vents in Yarranabbe Park are of high significance.
6: Non-significant telecommunications infrastructure	Not applicable.
7: Fire safety detection and alarm systems	Upgrade or new works.
8: Excavation	Applies to a limited scope of excavation works for services.
9: Painting	Applies to currently painted non-significant surfaces only.
10: Restoration of fabric that forms part of the significance of the item (significant fabric)	Applies to 'restoration' works as defined by the Burra Charter.
11: Subdivision of non-significant buildings	Not applicable.
12: Temporary structures	Involves time constraints and applies to structures of a temporary nature, such as an event structure.
13: Vegetation	Applies to weeding, new planting and pruning, removal of compromised non-significant plants (some limitations).
14: Burial sites and cemeteries	Not applicable.
15: Signs	Removal, repairs and replacement of non-significant signs or new and changed wayfinding signage and interpretation.
16: Filming	Activities must be temporary, reversible and must have no physical impact to significant fabric, landscape elements and/or archaeological relics.
17: Temporary relocation of movable heritage items	Not applicable.
18: Compliance with minimum standards and orders	Typically applies to basic maintenance and works required to protect a structure from damage.
19: Safety and security	Typically applies to emergency stabilisation and erection of temporary fences.
20: Emergency situations and lifesaving	Typically applies to managing emergency threats and protecting life.

The full standard exemptions should be referred to for further detail of specific works that can be carried out. **Work carried out under these exemptions should be managed to be consistent with this CMS.**

4.1.6 Site-Specific Exemptions

Site-specific exemptions allow work without the need for development approval. Site-specific exemptions have been in place since June 2020 when the SHR listing was applied to the parks. As an overview, the following types of activities can be carried out under the site-specific exemptions. These are included in full Appendix B.

Table 4.6 Site-Specific Exemptions and Examples of Relevant Activities in the Study Area.

Site-Specific Exemptions
1: Standard exemptions
2: General maintenance and repair
3: Maintenance of services and utilities
4: Maintenance and repair of the seawall
5: Implementation of relevant plans of management and masterplans
6: Alteration of roads, pathways, retaining walls and fences
7: Management of lawns, sports fields, garden beds, hard landscaping and living collections
8: Management of interpretive, information and directional signage
9: Erection of new signage
10: Management of artworks, statues and monuments, pools and fountains
11: Management of temporary events and infrastructure
12: Furniture and fixtures
13: Maintenance and upgrades to existing non-significant elements
14: Treatment of non-culturally significant vegetation
15: Emergency management and response activities
16: Conservation works and activities
17: Maintenance of existing non-significant infrastructure by or on behalf of Sydney Water Corporation on Sydney Water Corporation assets

The full site-specific exemptions should be referred to for further detail of specific works that can be carried out. **Work carried out under these exemptions should be managed to be consistent with this CMS.**

4.1.7 Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005

The SREP applies to the study area as it is located within the Foreshores and Waterways Area Map. It includes provisions to be considered by consent authorities before granting development consent and by public authorities before carrying out activities. However, the parks are not included in the schedule or shown on the heritage map as SREP heritage items.

Part 5 of the SREP contains heritage provisions for development in the vicinity of SREP heritage items. Clause 59 requires the consent authority (Woollahra Municipal Council) to assess the impact of any proposed development on the heritage significance of the SREP heritage item. It also requires the consent authority to consider commissioning a heritage impact statement prior to approving any proposed development in order to assess its impact on the heritage significance, visual curtilage and setting of the SREP heritage item. The neighbouring properties, the HMAS Rushcutter slipways, are

included in the SREP heritage schedule. This includes both the Sayonara Slipway and the slipway associated with the RANSA boatshed.

Appendices

Appendix A

Standard Exemptions under Section 57 (1) of the Heritage Act (Revised 2020)

Appendix B

Site-Specific Exemptions

Appendix A

Standard Exemptions under Section 57 (1) of the *Heritage Act 1977* (Revised 2020)

Appendix B

Site-Specific Exemptions

The following site-specific exemptions (Nos 2–17 inclusive) apply to the City of Sydney Council and Woollahra Municipal Council as land managers only for their respective portions of Rushcutters Bay Park and Woollahra Municipal Council for Yarranabbe Park, including Sir David Martin Reserve and Plantation Reserve.

2. General maintenance and repair:

- i. Suppression of fire.
- ii. Tree surgery where considered necessary for the health of a tree.
- iii. Pruning of trees considered a danger to the public or staff.
- iv. Removal of trees considered a danger to the public or staff provided a concurrent proposal for a replacement species is submitted and provided the relevant Council is satisfied that the proposal is consistent with:
 - (Woollahra) *Rushcutters Bay Park, Yarranabbe Park and Plantation Reserve Plan of Management*, 2005;
 - *Sir David Martin Reserve Plan of Management*, 2004;
 - *Sir David Martin Reserve: Conservation Management Plan*, 2005 (the Design 5 CMP, 2005);
 - (Woollahra) *Woollahra Tree Management Policy*, 2011;
 - (City of Sydney) *Rushcutters Bay Park Conservation Management Plan*, 2000; and
 - (City of Sydney) *Tree Management Policy*, 2013.
- v. Replacement trees to be the same or a similar species in the same or a nearby location consistent with the relevant plans of management and tree management policies.
- vi. Temporary barricading around trees considered a danger to the public or staff.
- vii. Repair of damage caused by compaction or erosion and implementation of erosion or compaction control measures.
- viii. Minor maintenance and minor repair of any building, structure, furniture, fixture, monument, retaining wall, pool, fountain or work within the park where the relevant Council is satisfied that the works are in accord with the relevant plans of management and will not materially affect the heritage significance of the area in which they are to be undertaken.
- ix. Maintenance and repair of existing roads, paths, retaining walls, fences and gates and planter bed edging or kerbing.

- x. Routine horticultural maintenance, including lawn mowing, cultivation and pruning (including view pruning in accordance with the relevant Council resolutions).
3. Maintenance of services and utilities:
- i. Maintenance and repair of services and public utilities including communications, gas, electricity, lighting, water supply, waste disposal, sewerage, irrigation and drainage.
 - ii. Upgrade of services and public utilities where the activity will not materially affect the heritage significance of the parks as a whole, or the heritage significance of the area in which they are to be undertaken.
 - iii. Extension of irrigation system as necessary to areas currently without this infrastructure.
4. Maintenance and repair of the seawall:
All maintenance and repair of the seawall using sympathetic materials and methods.
5. Implementation of relevant plans of management and masterplans:
- i. Removal of existing trees and planting of new trees where necessary to implement the relevant plans of management and masterplans.
 - ii. Removal, construction or alteration of garden beds, hard landscaping and plantings to implement the relevant plans of management and masterplans.
 - iii. Council of the City of Sydney works in accordance with:
 - *Rushcutters Bay Park Plan of Management, 2000*; and
 - (Sydney) Tree Management Policy, 2013.
 - iv. Woollahra Municipal Council works in accordance with:
 - (Woollahra) *Rushcutters Bay Park, Yarranabbe Park and Plantation Reserve Plan of Management, 2005*;
 - the *Yarranabbe Park, Darling Point Plan of Management, 2012*;
 - *Sir David Martin Reserve Plan of Management, 2004*;
 - *Sir David Martin Reserve: Conservation Management Plan, 2005* (the Design 5 CMP, 2005);
 - (Woollahra) *Woollahra Tree Management Policy, 2011*;

and with development consent exempt from development consent from the relevant Council, as required.
6. Alteration of roads, pathways, retaining walls and fences.
- i. Minor alteration to roadways, pathways, retaining walls and fences where the works are in accord with the relevant plans of management and will not materially affect the

heritage significance of the parks as a whole, or the heritage significance of the building or area in which they are to be undertaken.

7. Management of lawns, sports fields, garden beds, hard landscaping and living collections:

- i. Removal and replacement of existing plantings and removal, construction or alteration of garden beds, hard landscaping and plantings to implement the relevant plans of management, masterplans and tree management policies where the relevant Council is satisfied that the activity will not materially affect the heritage significance of the relevant parks as a whole, or the heritage significance of the area in which they are to be undertaken.
- ii. Routine horticultural curation, including development and management of displays of annuals and perennials.
- iii. Alteration of sports fields and other facilities for organised sport and recreation within the areas currently used for such activities to meet changing needs and demands.

8. Management of interpretive, information and directional signage:

- i. Installation, removal and alteration of information and directional signage and labels where the relevant Council is satisfied that the proposal is consistent with the relevant plans of management and masterplans.
- ii. Maintenance and repair of existing interpretive signage.

9. Erection of new signage:

Erection of new signage associated with the parks' use and management and/or interpretation in accordance with a signage strategy within a future conservation management plan endorsed by the Heritage Council of NSW.

10. Management of artworks, statues and monuments, pools and fountains:

- i. Minor maintenance and minor repair of any artwork, monument, pool, fountain or work within the parks where the relevant Council is satisfied that the works will not materially affect the heritage significance of the area in which they are to be undertaken.

11. Management of temporary events and infrastructure:

- i. Temporary (not more than thirty days) installation of artworks, statues and monuments for temporary exhibitions or events where the relevant Council is satisfied that the proposal is consistent with the relevant plans of management and masterplans.
- ii. Temporary use of a section of park, temporary road closures and the installation of temporary fencing, facilities, exhibitions, artworks, crowd control barriers, lighting, sound and public address equipment, parking facilities and signage for a period not exceeding thirty days, where the relevant Council is satisfied that the proposal is consistent with the relevant plans of management and masterplans and is satisfied

that the activity will not materially affect the heritage significance of the parks as a whole or the heritage significance of the area affected.

- iii. Temporary (not more than thirty days) infrastructure associated with events, functions and filming where the infrastructure does not involve any impacts on fabric or spaces identified as being of exceptional, high or moderate significance in a future conservation management plan endorsed by the Heritage Council of NSW and does not involve ground disturbance below a depth of 300mm.

12. Furniture and fixtures:

- i. Installation, relocation, removal and maintenance of park furniture and fixtures where the relevant Council is satisfied that the proposal is consistent with the relevant plans of management and masterplans and will not materially affect the heritage significance of the parks as a whole, or the heritage significance of the building or area in which they are to be undertaken.

13. Maintenance and upgrades to existing non-significant elements:

The alteration of non-significant elements including the construction or installation of new fabric or services or the renovation or removal of non-significant elements which the relevant Council is satisfied will not adversely impact the heritage significance of the item. Non-significant elements include: playground and outdoor exercise equipment, pathway surfaces, kiosks and amenities buildings.

14. Treatment of non-culturally significant vegetation:

Manual, mechanical and chemical treatment of non-culturally significant vegetation which does not involve ground disturbance below a depth of 100mm.

15. Emergency management and response activities:

Any emergency management and response activities which may require immediate and urgent action.

16. Conservation works and activities:

All conservation works and activities clearly identified in the maintenance schedules or schedule of works for the site outlined in any future conservation management plan endorsed by the Heritage Council of NSW.

17. Maintenance of existing non-significant infrastructure by or on behalf of Sydney Water Corporation on Sydney Water Corporation assets:

All maintenance of existing non-significant infrastructure including energy-saving works, sustainable technologies (solar power, water tanks etc); electrical supply infrastructure; water and sewerage pipelines; pump stations and pits (including Sydney Water Sewerage Pumping Station SP0049, Sydney Water Sewerage Pumping Station SP0114 and the Rushcutters Bay Stormwater Canal); fences; erosion control and soil conservation works; roads, fire and other trails and tracks including sub-grade, pavement and drainage works; workshop compound; where these works do not involve any impacts on fabric or spaces identified as being of exceptional, high or moderate significance in the 2013 Conservation Management Plan (or a future Conservation Management Plan endorsed by the Heritage Council of NSW) and do not involve ground disturbance below a depth of 100mm.