



COCKATOO ISLAND

CONSERVATION MANAGEMENT PLAN FOR THE CONVICT BUILDINGS AND REMAINS

VOLUME 1: CMP

Prepared for
Sydney Harbour Federation Trust

By the
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6.0 CONSERVATION POLICIES

This Conservation Management Plan aims to identify the cultural significance of the penal settlement and institutional phases of occupation of Cockatoo Island. The conservation policies contained within this section have been developed with the aim of providing for the long-term conservation of the significant fabric to survive from these phases as well as identifying management outcomes. In contrast the Plan of Management for Cockatoo Island is a broader document that sets out the range of activities that can occur at the place.

The conservation policies have been divided into a series of sections that explain the intention and the basis of the policies. The broad vision for the site is discussed initially, followed by a general discussion of cultural tourism and conservation methodology and practice. More detailed policy sections follow, outlining the conservation planning process and the treatment of the built fabric and the landscape and the broader curtilage. The last sections discuss archival material, interpretation and archaeology.

This CMP is intended to be used as a basis for the future management of change to the fabric of the surviving buildings from the penal and institutional phase of occupation of Cockatoo Island. Guided by these conservation policies there is potential to adaptively re-use many of the surviving buildings. This CMP, and particularly its conservation policies, should be used in the preparation of future expressions of interest and feasibility studies, as well as by consultants planning or documenting future works. The Consent Authority should also consult these policies when assessing the impact of future development proposals for the site.

6.1 Vision

Aim: *To seek a balance between conservation and new uses to create a dynamic and lively atmosphere.*

The draft overall Conservation Plan for the Island prepared in 2003 by Godden Mackay Logan was based on the fundamental principle that “while change will continue to be part of Cockatoo Island’s heritage, its evolution into new ownership and use must involve keeping and conserving those things that are integral to the island’s identity.” This current CMP, which only deals with the penal and institution remains, is based on the same premise.

The vision for the future conservation of the penal and institutional fabric on Cockatoo Island is that a range of low key uses will be introduced, combined with interpretation, within each of the different precincts of the former penal settlement. The uses will vary depending on the nature of the precinct, for example the residential buildings at the eastern end of the Island will have a different type of use to the more robust steam workshop below. It is intended that these low key uses will complement rather than mask the existing character of the place and, where appropriate, are similar to the use for which the building was designed.

Policy 1.0

Seek to create a dynamic and lively atmosphere by

- *Conserving the surviving penal and institutional fabric;*
- *Adaptively re-using the more robust heritage buildings in a low key manner;*
- *Providing associated visitor facilities;*
- *Encouraging cultural tourism;*
- *Interpreting the pattern of development of the place;*

- *Retaining an appropriate visual setting for the surviving penal and institutional fabric.*

6.2 Ongoing Commitment

Aim: *To ensure funding and commitment to facilitate the long-term conservation of Cockatoo Island.*

The long term conservation of the penal and institutional remains requires a long term commitment to funding, in particular funding for conservation and maintenance works and the associated archiving and recording as well as funding for the continued interpretation of the pattern of use of the place. Sections of the penal and institutional remains are of such a high level of significance that, ideally, the buildings should remain both publicly accessible and in public ownership. On the other hand the more robust components of the island, particularly a number of the twentieth century structures and the series of former quarters are capable of extensive adaptive re-use which could generate an income stream for conservation works.

Overseas precedents exist for trusts established to both find suitable uses for redundant industrial buildings, whilst ensuring that the funding continues to dedicated for conservation and maintenance works. This model has been employed for redundant dockyard buildings in England where buildings of a similar scale and character to Cockatoo Island survive. One example is the Prince of Wales Phoenix Trust. Nationally examples of Trusts exist whose mandate includes the conservation of heritage items. A local example of a Trust required to conserve a series of heritage items is Luna Park.

Policy 2.0

Seek to establish a management structure, such as a Trust, that provides the resources required for the long term conservation of the cultural landscape.

6.3 Cultural Tourism

Aim: *To encourage the development of Cockatoo Island as an international cultural tourism destination.*

The spectacular siting of Cockatoo Island and the degree of survival of the penal and institutional remains is such that the Island has the potential to be a tourist destination at an international level, as well as providing a range of facilities for local residents. The evocative ruins of the soldiers' barrack and guardhouse as well as the enclosed courtyard of the Prisoners' Barracks provide a rare sense of the nature of confinement on the island that can be enhanced through interpretation. There is the possibility of liaising with the NPWS who also manage sites within Sydney Harbour constructed using convict labour. Of particular interest are the sites that occur on other islands such as the lime-kilns on Goat Island that no longer survive on Cockatoo Island.

There is also considerable potential for a range of temporary and seasonal events to be held on Cockatoo Island that employ the penal and institutional remains as a stage set or backdrop, without the need to modify the significant fabric. There is also the possibility of use in conjunction with the broader use of Sydney Harbour, as parts of the site provide spectacular views, particularly to the east. Temporary events would need to be carefully managed to ensure that no damage to the surviving fabric of the penal and institutional phases occurs. Guidelines for the temporary usage of the penal and institutional structures and courtyards would be beneficial, which outline appropriate care of the fabric and the location of the limited infrastructure on the Island.

Policy 3.1

Encourage the development of Cockatoo Island as an international cultural tourism destination.

Policy 3.2

Seek to increase public awareness of Cockatoo Island through cultural tourism by the establishment of visitor facilities, interpretive signage, tours, permanent and temporary displays and the integration of information into regional tourism strategies

Policy 3.3

Establish links with other Convict Serial sites, to encourage multiple site visitation.

Policy 3.4

Liaise with the NPWS regarding tourism to convict sites on other harbour islands.

Policy 3.5

Encourage occasional, seasonal and temporary events within the former Penal and Institutional remains provided these events can be carried out without damage to significant fabric.

Policy 3.6

Prepare an event guide that shows where infrastructure is located and outlines the level of care required.

6.4 Public Access

Aim: *To encourage increased public access to Cockatoo Island.*

For its entire life visitation of the island has been carefully controlled. As with a number of the defense sites surrounding Sydney Harbour, it is no longer intended that this be the case. Permitting public access will require upgrading of the infrastructure, roads and pathways, for safety reasons, features that currently contribute to the character of the place. The upgrading of visitor facilities should be carefully controlled to ensure that with any upgrading works, the essential character of the place is not whittled away. The over-engineering of kerbs and gutters has the potential to change the character of the place considerably, a visual impact that potentially can be intrusive.

Access to the island has always been by boat, a traditional approach that will need to continue. Part of the character of the place is that it is an island, it was never meant to be easily accessible, and this was used to advantage during the penal and institutional phases and during the dockyard phase. Retention of the traditional means of access will assist in retaining the sense of isolation from the city and can once again be used to advantage, forming a drawcard. In the past, separate wharves were provided for the loading of raw materials, presumably from barges, a separation that could once again be beneficial. More so than today the waters edge was used, with steps and ramps down into the water, piers and enclosed bathing areas, all of which was built out of sandstone quarried on island. The traditional use of sandstone paving at the water edge was replaced in the Twentieth Century with level quays, reflecting the large scale of vessels berthed at the island.

Vehicular transport has always been limited to certain areas, as the relative size of the island meant that people generally walked. The limiting of vehicles is beneficial for the conservation of the cultural landscape, the road system can be maintained for service vehicles only, allowing shared pedestrian usage everywhere. Certain parts of the site have never had proper vehicular access, making the delivery of furniture to say Building 20 and 22 problematic. The continued institutional use of the place has resulted in their being no need for unregulated access by individuals or for private vehicles. To maintain the relative isolation of the place, and control the overall character, the use of the residences on the island for short term visitor accommodation is more suitable than long term leasing for private residences. Staff could also be accommodated on the island.

More pedestrian routes down from the plateau to the aprons existed in the past than today, at both the eastern and the western ends of the island. The recreation of a pedestrian route down at each end could be combined with interpretation of the silos (to the east) and the prisoner's gardens (to the west). There is limited potential for the provision of a lift to link the lower apron and the upper plateau.

Onshore facilities have traditionally been provided for visitors who lived aboard ship. Whilst the vessels were in the dry dock their crew camped on shore. The boys who lived aboard the training vessels had recreational and bathing facilities on shore. Such uses are traditional and could continue.

Policy 4.1

Access to the island by boat, and a sense of separation and isolation from the surrounding city should be maintained. Retain the current point of arrival for passengers (which is the traditional site), separating goods delivery from passengers.

Policy 4.2

Encourage walking as the principle method of transport on the island through the re-instatement of connections between the plateau and the apron, particularly at the eastern and western ends of the island where traditionally routes down occurred.

Policy 4.3

Ensure that the upgrading of routes for vehicles on the island is not over-engineered. Seek to limit vehicle routes and vehicle usage so that it does not detract from the pedestrian's experience of the place.

Policy 4.4

Encourage the active use of the perimeter of the island, re-instating a useable edge, built of sandstone, which connects the land and water.

Policy 4.5

The provision of onshore facilities for vessels moored offshore should continue as this is a traditional pattern of use of the place.

6.5 Philosophy & Methodology for Conservation and Adaptive Re-Use

Aim: *To ensure that the conservation and adaptive re-use of the Penal and Institutional Remains is undertaken in accordance with current conservation methodology and practice.*

The Australian ICOMOS Charter for the Conservation of Places of Cultural Significance 1999, (the Burra Charter) is widely accepted across Australia as the underlying methodology by which all works to significant European heritage places are undertaken. The penal and institutional remains on Cockatoo Island have been assessed as being of at least National Significance, possibly international significance and should be managed in accordance with relevant legislation and best practice.

Policy 5.0

Encourage conservation, maintenance and associated new works to the penal and institutional remains are undertaken

- *In accordance with relevant ICOMOS Charters and Principles;*
- *In accordance with the aims and intentions of this CMP;*
- *In accordance with relevant planning instruments;*
- *In accordance with current conservation methodology and practice;*

- *In a manner that conserves and enhances the cultural significance of the place;*
- *In a manner that recognises the broader cultural landscape of Cockatoo Island and its superb harbour setting.*

6.6 Approach

Aim: *To ensure that an appropriate and effective approach to the conservation and adaptive re-use of the Penal and Institutional Remains is undertaken.*

All of the buildings on the site have undergone a series of phases of use, and physical evidence of all of these phases does not necessarily survive. In particular there are no collections from the convict and institutional phase associated with the buildings and the interiors have all been modified, in some cases drastically. What does survive is primarily the stonework, metalwork and limited roof framing of the buildings hand built by the prisoners for their own occupation.

An integral part of the conservation approach set out in the Burra Charter is recognition of all phases of development of a place. Many of the buildings no longer retain their original joinery and in a number of cases the openings have also been altered. Detailed evidence of the earlier configurations does not survive. In the absence of this detailed evidence the conservation of the existing fabric is recommended, which appears to have been modeled on the earlier configuration.

The removal of later alterations to buildings that indicate their growth and change over time should not be undertaken where these alterations have been assessed as being of cultural significance. In preference to reconstruction, the changing pattern of use of the place should be interpreted, including the evidence of the original configuration of the buildings. Future layers are to be encouraged, provided that they are undertaken in a manner that recognises the significance of the past layers. These new layers, which they come into contact with significant fabric should be reversible, or designed in a similar manner to stage sets that retain the shell of the theatre intact each time.

Policy 6.1

Seek to retain evidence of the continuous use of the buildings on Cockatoo Island by retaining significant fabric from all periods.

Policy 6.2

The conservation of the significant fabric of the penal and institutional phase of development of the site should not occur at the expense of fabric from later phases that has been identified as being of significance.

Policy 6.3

Encourage an understanding of new work as being the addition of a new layer, allowing the previous pattern of development to remain evident.

Policy 6.4

The recreation of past forms of the buildings is not appropriate, rather the earlier configurations should be interpreted.

6.7 Endorsement and Review

Aim: *To ensure that the final Conservation Management Plan is endorsed by the Sydney Harbour Federation Trust, made publicly accessible, lodged appropriately in libraries, reviewed regularly and revised in the future with reference to future research*

The long term conservation of the significant fabric of Cockatoo Island requires the adoption of both management and conservation strategies to provide for the retention and enhancement of the cultural significance of the place. This study is one of a sequence of Conservation Plans prepared over the last 20 years. Although the previous reports have been used as a guide in the development of this report, the earlier CMP's were based on the previous version of the Burra Charter. The 1984 study by James Kerr of the Penal and institutional remains of Cockatoo Island contained an assessment of significance but not conservation policies.

This CMP has addressed the penal and institutional period of Cockatoo Island and their remains and has been carried out in parallel to Godden Mackay Logan who have prepared a CMP relating to the later dockyard use of the island. It is envisaged that these two documents will be merged and that the final CMP is to be endorsed by the SHFT. It is also intended that the final Conservation Management Plan once finally endorsed will become a publicly available document. An ISBN will be provided for the final document and it will be lodged with the managing agency and public libraries. Ideally the document should be made available to any interested parties, and copies lodged in the closest local studies collections as well as other relevant locations, such as the Ryde Local Studies collection which has an interest in the work of Gother Kerr Mann.

A regular review of the policies contained within this CMP and their implementation should be undertaken. This review should aim to ensure that conservation methodology and practice is integrated, not only into the planning of new works, but also into the day-to-day maintenance and operation of the site. In the longer term, input from site users should be sought when the document is under review. Review of the document may also be required if there are substantial changes in the way that the place is to be managed or substantial changes to the overall planning controls.

It is likely that additional documentary and physical evidence will come to light in the future. Depending on the nature of the discoveries, there may be a need to re-assess the conservation policies contained within this document. In particular archaeological excavation has the potential to reveal more information about building construction and the pattern of use of the place, as well as potentially revealing fabric that will need conservation.

Future detailed research projects could be undertaken for specific projects, such as archaeology and interpretive signage. The findings of any such detailed research or archaeological excavations should be incorporated when the document is reviewed. The need to maintain a working copy of the CMP and the inventory sheets on island is addressed in the policy section on archival material. It is not considered necessary that detailed conservation plans be prepared for each item. Funding would be much better spent on interpretation and practical conservation works

Policy 7.1

Formally adopt the final merged CMP, as endorsed, as the basis for the future management and long term conservation of the penal and institutional remains on Cockatoo Island.

Policy 7.2

Ensure the final CMP becomes a publicly available document, available to both stakeholders and the general public.

Policy 7.3

Review the final CMP every 10 years, or when substantial new information, which requires a policy change, comes to light.

Policy 7.4

Review the detailed policies for a particular item before transfer or long term leasing occurs and ensure that heritage provisions and maintenance requirements are incorporated into any lease arrangements.

Policy 7.5

Seek occupier, user and community input into any review of the final CMP.

Policy 7.6

Seek to include the findings of detailed studies, on-site investigations and archaeological discoveries made during building works when reviewing the CMP.

6.8 Heritage Assets

Aim: *To manage the buildings on Cockatoo Island as current assets with heritage requirements.*

The surviving buildings on Cockatoo Island will, in the most part continue to be used, with the exception of a series of permanent interpretative displays. As part of this Conservation Plan, an inventory sheet for each of the penal and institutional phase buildings has been prepared that includes detailed policies for the treatment of each item. A summary of the proposed treatment has been included in the interpretation strategy.

The careful management of incremental change to the surviving significant fabric of the penal and institutional phase buildings is required to retain the significance of the cultural landscape of Cockatoo Island. The continued institutional use of the place has resulted in the survival of much evidence of the initial penal settlement, as the later institutions occupied the convict buildings with relatively little change. Future use of the penal settlement buildings should aim to follow what occurred during the institutional phase, i.e. the use of the major spaces such as the mess hall for the purpose for which they were intended, with minimal modification to penal phase fabric. The residences likewise can be continue to be used for the purpose for which they were intended, with minimal alteration to the penal settlement fabric. The relative level of the significance of the later phases of the fabric will determine its appropriate treatment, however the same general approach should apply, and incremental change should be carefully managed so that it does not result in the gradual loss of significance.

Policy 8.1

Continue to manage Cockatoo Island in such a manner that

- *Provides an ongoing commitment to the long term conservation of the place;*
- *Provides for the continued compatible use of the place;*
- *Ensures the dissemination of the aims and intentions of the final CMP at all levels;*
- *Outlines the responsibilities for implementing the conservation policies, including by leasees;*
- *Records and archives the conservation, maintenance and new works.*

Policy 8.2

Ensure that asset managers recognise and understand the heritage significance of the assets under their control.

Policy 8.3

Seek to carefully manage the approval and control of incremental change to the penal and institutional phase buildings, ensuring preservation and maintenance of fabric in situ NOT replacement or reconstruction.

Policy 8.4

Temporary modifications to significant fabric should not be permitted; in preference, modify fabric of neutral significance or that is intrusive.

Policy 8.5

Alteration to significant penal settlement phase fabric, other than is necessary to prevent the deterioration of the fabric, or the significant fabric surrounding it, should only be undertaken following a detailed assessment of the impact.

Policy 8.6

Alterations to significant penal settlement phase fabric must provide a positive benefit for long term conservation and/or interpretation of the place.

6.9 Statutory Planning

Aim: *To ensure statutory planning requirements are met.*

The penal and institutional remains have been assessed as being of at least national significance as a whole and are currently listed on the Register of the National Estate. This register is currently being replaced by a National Register intended to contain items of National Significance and a separate Register of Commonwealth Heritage Items, intended to identify heritage items in Commonwealth Government ownership.

The site is currently under the control of the Sydney Harbour Federation Trust, a Commonwealth Government Agency. This agency had a limited lifespan and a mandate to seek new uses for Sydney harbour sites no longer required for defense purposes.

It is recommended that the whole of the site be nominated for inclusion on the National Heritage Register, as well as specific components. The nomination should be quite specific about the extent and location of the individual items that are included in the listing, whilst recognising that the place is a complex cultural landscape. Similarly, the site and specific elements should be nominated on the State Heritage Register.

Specifically the following should be included in any National and State Registers:

Building 1 Former Guardhouse and Soldiers Barrack
(including the kitchen block and remnant of the rock cut cell block)

Building 2 Military Officers Quarters

Grassed plot in front of Buildings 1 & 2

Prisoners Barracks:

Building 3 Mess Shed

Buildings 4/5 Prisoners Barrack

Including the former cell block (now toilets), yard and perimeter wall.

Former Overseers Quarters, Buildings 9 and 11

Site of Former Overseers Quarters (between Buildings 9 & 11), the quarry and lumberyard

Biloela House, kitchen block and grounds (Buildings 22 & 22A)

Remnant garden walls.

Dockmasters Residence and Grounds (Building 20)

Siloes (including water collection and drainage system)

Lower Aprons:

Fitzroy Dock

Steam Workshop and former Engine House

Policy 9.1

Use the detail contained in the inventory sheets to update the current information contained in National and State Heritage Registers.

Policy 9.2

Seek to actively promote the level of significance of Cockatoo Island by nominating the place for inclusion on the National Heritage Register.

Policy 9.3

Seek to actively promote the level of significance of Cockatoo Island by nominating the place for inclusion on the State Heritage Register.

6.10 Statement of Heritage Impact

Aim: To ensure that Statements of Heritage Impact are carried out to assess the potential impact of any works involving heritage fabric.

It is essential the impact of incremental change to heritage items is managed in such a way that the assessment of impact occurs. The standard way of assessing the impact of a proposal on the significant fabric of a heritage item is for a statement of heritage impact to be prepared by a suitably qualified heritage consultant. The extent to which the proposed works are in accordance with the CMP and the detailed policies set out on each inventory sheet needs to be established. If the proposal is not in accordance with the CMP then the benefits of the proposal must outweigh the impact of the proposed changes.

If the work is being co-ordinated internally then a recognised and transparent process for the assessment of impact must occur.

If the work is to be done externally then a Statement of Heritage Impact (SOHI) will need to accompany a DA for all works within the area covered by this CMP. The extent of survival of the archaeological record, and the potential impact on the character of the place that modifications in the vicinity of a heritage item make the preparation of a Statement of Heritage Impact essential for any change that occurs to areas of the island occupied during the convict and institutional phase.

Policy 10.0

By way of a Statement of Heritage Impact ensure that an assessment of the impact of all works that have the potential to impact on heritage fabric including routine maintenance work, is undertaken.

6.11 Cultural Landscape

Aim: *To recognise the attributes of the continuing cultural landscape of Cockatoo Island*

The cultural landscape of Cockatoo Island is a continuing landscape, and many of the earlier components of the site have vanished to make way for additional dockyard facilities. The changing pattern of use of the island was to facilitate industrial production, as technology changed and as demand increased. The cessation of shipbuilding activities on the Island and the clearing of buildings that occurred resulted in substantial evidence of the cultural landscape being removed, particularly to the aprons. Change will continue to be a factor in the cultural landscape however there will no longer be the overarching institutional and government control that there had been in the past. Whilst changing use is desirable, the division of the island into a myriad of separate activities is not desirable unless strict guidelines are in place.

The entire island was worked, be it cultivated for vegetables, channeled to collect water, used as an industrial complex or yards and gardens associated with quarters. Each individual building should not be viewed in isolation, and in each case there was a complex associated infrastructure. Changes to areas surrounding the buildings have the potential to impact on the evidence of the convict system as a whole. Careful monitoring and recording of this work is required.

Policy 11.1

By way of a Statement of Heritage Impact ensure that an assessment of the impact of all new structures on the cultural landscape of the place is prepared.

Policy 11.2

Future schemes for the adaptive re-use of parts of the island should be based on an understanding of how the place as a whole operated, particularly the separation between the dockyard and areas occupied by the institutions. The natural separation between the apron and plateau could serve to designate separate uses, should light industrial or maritime uses be re-established.

Policy 11.3

Seek to continue to maintain the overall character of the island by managing the place as a single entity or through strict planning controls and policies for adaptive re-use of buildings, external signage, landscaping and paving, street furniture and lighting.

6.12 Views And Vistas

Aim: *To recognise and retain significant views to and from the island.*

Traditionally Cockatoo Island has been viewed from the harbour and the surrounding headlands, rather than visited. The series of sketches, paintings and historic photographs show that two main views re-occur: the view of the island approaching from the west, which was dominated by the Steam Workshop, and the view from Balmain/Birchgrove. The view from Woolwich is less common in the historical record. In addition there are views taken on island that re-occur, the view looking down over the Fitzroy Dock, and view looking up to the prisoners compound and guardhouse on the plateau from the Fitzroy Dock.

In distant views that plateau and quarry faces were evident, rising above the industrial buildings on the apron, the only structures to rise above were the now demolished chimney to the Steam Factory and the later chimney to the power house at the western end of the island which survives. Even with the addition of a second floor to the Steam Workshop the plateau behind remained evident.

A flagstaff was located on the northeastern corner of the island, at a point where an extensive view could be gained, and flags were used to communicate with vessels in the harbour. Messages could be conveyed from the heads via a network of signals. The flagstaff was one of a series of points where harbour could be visually surveyed, not all of which survive. Although this section of the plateau had been quarried back, this viewpoint remains evident and should be interpreted.

The quarters are arranged around the perimeter of the plateau, with vistas of the harbour obtainable from verandahs. The desire for a view of the harbour is particularly evident at Biloela House, which was re-orientated c. 1860 and a substantial terrace constructed facing east. It is desirable that all of these residences retain their intended view of the harbour, particularly as these views contrast with the internalised character of the prisoner's yard.

Policy 12.1

Retain views of the Prisoners Compound from the dockyard below and distant views from Birchgrove and Balmain.

Policy 12.2

Re-instate the extensive views of the harbour from the north and east facing verandahs of the quarters.

Policy 12.3

Retain a 360 degree view from the guardhouse, interpreting the position of the loop holes.

Policy 12.4

Retain a panoramic viewing point on the north eastern tip of the island.

Policy 12.5

The quarry faces should remain evident rising above the buildings on the apron

6.13 Precincts

Aim: *To recognise and retain distinctive precincts of use on the island.*

The penal and institutional phase buildings were grouped according to uses, thus creating a series of precincts with a completely different character, such as the enclosed character of the Prisoners Barrack and Mess Hall contrasting with the open lawn in front of the guardhouse. A number of the precincts were residential containing quarters for the different grades of staff, whilst other areas were industrial such as the lumber yard and the quarry. It is appropriate for these divisions to continue to be reflected in the pattern of use of the place, particularly as the later dockyard buildings on the plateau were concentrated within the working areas of the plateau, ie of the lumber yard and quarry, retaining the residences as such.

Policy 13.1

Retain the domestic character of precincts D, J, O, P & Q, re-instating gardens that contribute to the overall character of the place. New fencing or walling should be designed to retain views through the site whilst restricting access.

Policy 13.2

Retain the character of the yard to the Prisoners Barracks (Precinct E) as an open but enclosed yard with limited contact to the outside world.

Policy 13.3

Utilise the yard for activities in conjunction with the use of the U shaped Prisoners Barracks,

retaining its hard paving. Do not introduce soft landscaping.

Policy 13.4

Seek to improve the condition of the penal phase sandstone walling by the removal of substantial trees in close proximity to the walls and the alteration of paving levels to drain away from the perimeter of walls and buildings. Investigate original floor finishes and paving levels to each (including the Steam Workshop).

Policy 13.5

Archaeological investigation and the confirmation of subsurface features should occur prior to the determination of new paving and landscaping layouts in precincts B, F, G, H & N. Seek to interpret major findings.

Policy 13.6

Retain and use the open grassed area in front of the Soldiers Barrack and Guardhouse as such (Precinct C). The continued recreational use of this area is desirable. The re-instatement of a view into the prisoner's compound across this space from the guardhouse could occur to the south of the Mess Shed.

Policy 13.7

Interpret the penal and institutional phase usage of the plateau, including the use as kitchen gardens and for water collection.

Policy 13.8

Utilise precinct A for interpretive purposes, relocating the stored building elements to a dedicated conservation store. Restore paving and interpret extent of guardhouse, including later gardens and additions.

6.14 Future Uses

Aim: *To seek compatible future uses for Cockatoo Island*

The range of introduced uses will need to be both carefully introduced and monitored, and will need to follow statutory and conservation planning processes.

Care will need to be taken in assessing if a use is suitable and the impact that it will have on the character of the place. Whilst a mechanism exists for the assessment of the impact of the use of a place on the significant fabric, i.e. through the preparation of a Statement of Heritage Impact (SOHI) other impacts will need to be considered, namely visitor numbers, access and infrastructure capacity (water, sewerage and power). Future use proposals should contain a full review of environmental effects so that the consent authority can assess the impact of a new use on the significance of the place. Multiple uses of the place should be encouraged as this allows for an interpretive and cultural tourism focus as well as providing for the active use of more robust components of the site, particularly the more modern buildings that are not technically part of this study.

As a general approach, any new uses should be modified to suit the constraints imposed by the heritage fabric, rather than buildings being extensively modified in a non-reversible manner to suit a new use. It is possible to easily alter a proposal during the planning phase, but is far less easy to alter once substantial changes have been made to the fabric. Proposals that require extensive modifications to individual heritage items that do not provide major conservation or interpretation benefits should not be permitted to occur, a more suitable location should be found.

Policy 14.1

Ensure that the future uses are selected for the surviving penal and institutional buildings that require no change, or minimal change, to significant fabric.

Policy 14.2

Ensure that the impact of future uses on the cultural landscape is adequately assessed, particularly the need to upgrade infrastructure within significant penal phase buildings and their curtilage.

6.15 Traditional Uses

Aim: *To encourage the reintroduction of original or traditional uses to significant buildings as appropriate.*

In many instances, the most appropriate use for the individual items continues the purpose for which each building was originally constructed. In particular, the series of buildings constructed as quarters: the Free Overseers Quarters (Buildings 9 & 11), the Military Officers Quarters (Building 2), Biloela House (Buildings 22 & 22A) and the Dockmaster's Residence (Building 20), should all continue in residential use, re-instating in each case the associated private garden. Ideally these building should continue to be residential, however they are also suited to low key uses such as offices and staff facilities. There is potential for the residences to be used as either staff accommodation, as occurs at Port Arthur or managed as a tourist facility, as occurs with colonial buildings such as the group of Miners Cottages in Burra in South Australia or cottages in Ross in Tasmania.

The continued residential use of these buildings on Cockatoo Island is desirable in that it also provides a degree of security. Each of the staff residences is capable of being upgraded for residential use with minimal impact on the surviving penal settlement fabric. It is however recommended that later infilling of verandahs be removed to allow these areas to be used.

The residences have undergone later modifications to increase the size of the dwellings. The original configuration of each residence has been substantially altered, largely removing the external kitchens and bathrooms. It is not intended that the original configurations of outhouses be re-instated, internal facilities now being the expected standard. The layout of the outhouse could be interpreted in the garden design or re-instated if storage facilities were required. The original configurations of these buildings and their periods of development should be interpreted. Until relatively recently, these buildings have been used as quarters, and all contain modern kitchens and bathrooms. Ideally the areas already upgraded to contain kitchen and bathroom facilities should continue to function as such, and subsequent upgrading should be able to be confined to areas already modified. In addition Building 2 and Building 22 are currently subdivided into 2 flats but could be returned to a single residence if required.

There are a number of patterns of use of the place for which no physical evidence survives, other than the volume of the room. These patterns of use relate to communal living, in contrast to the individual quarters: dormitory style accommodation and refectory style dining. The refectory style seating in the mess hall no longer survives, however a refectory layout was employed during the penal and institutional phase of use. The continued layout of the room as a refectory would allow its use as a canteen, or simply an undercover meal room, with occasional use for functions, reflecting the previous phases of use.

There is no surviving physical evidence of the training vessels that anchored off the island and maintained associated facilities on the eastern apron. This is a pattern of use that could be re-instated on a temporary basis (during major Sydney events) or permanently, simply for accommodation or as part of a training course. Facilities on the island could be used by visitors arriving under sail, particularly during the preparation for major races such as the Sydney to Hobart. The facilities at Woolwich are already used for the repair of Sydney-Hobart yachts.

Sailors from vessels being refitted in the Dry-dock camped on the apron, and their officers

were entertained at Biloela House above. Parties were held on board ship. This is a pattern of use today more common in the calmer waters of rivers: today Rome and London both have floating bars. Museum Island in Stockholm has a youth hostel in a permanent building, with overflow (summer) accommodation on board a ship permanently moored opposite. Paris has a floating Salvation Army Hostel, again an overflow to the main hostel. Biloela House retains large rooms designed for entertaining, as well as the substantial terrace and grounds. The use of these areas for functions, in conjunction with both residential accommodation on island and on visiting vessels, could occur. Accommodation on board ship adjacent to Cockatoo Island is a traditional pattern of use of the place.

Policy 15.1

Seek to continue the domestic use of the buildings intended as staff residences or quarters, retaining a semi-private garden setting to each and re-instating their verandahs.

<i>Building 2</i>	<i>Military Officers Quarters</i>
<i>Building 9</i>	<i>Free Overseers Quarters</i>
<i>Building 20</i>	<i>Dockmasters Residence</i>
<i>Building 22 & 22 A</i>	<i>Biloela House</i>

Note: This policy should not be limited to the penal phase residential buildings.

Policy 15.2

Seek to utilise Building 22 & 22 A (Biloela House) for entertaining visitors to the Island, particularly the two main rooms, the east facing terrace and the grounds.

Policy 15.3

Seek to continue refectory dining on the island, particularly within the Mess Hall, giving an indication of how the room was both furnished and used.

Policy 15.4

Seek to continue the provision of recreational and support facilities for those accommodated on vessels moored offshore.

6.16 Non-Traditional Uses

Aim: *To encourage the introduction of appropriate non-traditional uses to significant buildings.*

There is potential to introduce a range of non-traditional uses into the buildings that are no longer required for the purpose for which they were originally built. This applies in particular to the East and South wings of the prisoner's barracks and to the Steam Workshop. Rather than exclude uses for these spaces, the approach taken is to seek a use that has the potential to interpret the former pattern or use and that retains the surviving forms and volumes. In the case of both the Steam Workshop and the dormitories of the Prisoners Barracks, internal photographs survive which show their late nineteenth century configuration.

Policy 16.1

Seek to adaptively re-use the East and South Wings of the former Prisoners Barracks complex and the former Steam Workshop in a manner that recognises and interprets the original pattern of use of each.

Policy 16.2

Reinstatement of the mid nineteenth century configuration of the Steam Workshop should not occur, and the current layout provides gives an adequate indication of the extent of the original. Modifications could include:

- installation of mezzanines in the end pavilions of the original composition;*
- re-working of the upper floor to include services for the lower level*

- (lighting, emergency services).

Conservation works should include

- re-instatement of the windows to the west wall of the first stage of the Steam Workshop and the re-opening of a section of yard.
- Removal of externally mounted services.
- Re-instatement of a woodblock floor (following investigation of surface finishes).

Policy 16.3

Reinstatement of the nineteenth century configuration of the Prisoners Barracks should not occur, as the pattern of fenestration and shingle roof would be unsuitable for most uses, and the later fabric is also of significance.

Policy 16.4

The re-instatement of the large volume of the south eastern dormitory could occur, retaining the enlarged window openings.

6.17 Ruins

Aim: *To encourage the retention and interpretation of existing ruins and not reconstruction.*

It is envisaged that a number of the buildings and structures, in particular those that are substantially in ruins will only be used for interpretive purposes, ideally combining both the penal and institutional phases and the wartime uses. In addition it is intended that the most intact section of the former Prisoners Barracks (the former Mess Shed) and the first cookhouse be used for interpretive purposes, possibly in conjunction with changing exhibitions. The Mess Hall, which currently contains temporary interpretation, is large enough to be used and contain permanent interpretation.

This applies to the following buildings or structures:

Building 1	Former Soldiers Barracks with attached kitchen block Including the remnants of the rock cut cell block.
Building 5	Cookhouse and former Mess Shed Including the basement storage area if it survives.
Building 11	Former Free Overseers Quarters, converted to air raid shelter
Silos	including associated water channels and collection basin
Quarry faces	to the perimeter escarpment

The guardhouse and its associated kitchen block are substantially in ruins, and much evidence of their internal configuration has been lost. As a ruin the structure is particularly evocative. It is not intended that the building be reconstructed; the stonework from the front rooms that has been utilised in garden walls and in retaining walls tells the story of past approaches to historic buildings by the Island's managers. Searching for the missing components could form part of the interpretation of the place. In addition, the ruin provides an enclosed space for groups to meet. It is not an appropriate location for the storage of building materials. A dedicated conservation store should be set up elsewhere (refer to separate policy).

Policy 17.1

In the most intact surviving portion of the prisoners barracks (the former mess shed), the cookhouse and former mess hall provide a permanent interpretive display with the active use of these areas by visitors to the island.

Policy 17.2

Retain the stonework from the Soldiers Barracks and Guardhouse that has been incorporated into garden and retaining walls around the Island in situ. Interpret the cannibalisation of the guardhouse post world war II.

Policy 17.3

Seek to interpret the form of the guardhouse by the construction of dwarf walls marking the location of the perimeter walls and the loop holes.

Policy 17.4

Seek specialist advice regarding the conservation of the surviving metal work in the guardhouse and seek to retard future deterioration. If deterioration cannot be retarded replace one of each type of fitting with a replica, retaining and displaying the originals as a record.

Policy 17.5

Seek to interpret the surviving section of the rock cut cellblock and extensions to the kitchen block of the Soldiers Barrack and Guardhouse via platforms and walkways if possible.

6.18 Industry

Aim: *To encourage the reintroduction of appropriate light industry on the island.*

The penal settlement was established to undertake public works. Some, but not all of the industrial processes that occurred on the island could safely be re-established. Other activities such as quarrying, due to the nature of the processes involved, are no longer suitable to be undertaken in close proximity to residential areas and would further reduce the useable area of the plateau.

The following activities undertaken during the penal and institutional phase of occupation may be appropriate to continue:

- Timber working
 - Joinery, Furniture
- Blacksmithing
- Careening (ie maintenance of boats)
- Boat Building
 - Sail Making (a probable use, but one that occurred Garden Island in a similar Workshop).
 - Timber Steaming

The working areas were segregated from the residential areas and the prisoner's accommodation. Later changes to the plateau have removed the main working areas to the plateau, the Quarry and the Lumberyard. To the lower apron the working areas were substantially expanded during the Twentieth century. Whilst it is not necessary to re-instate the Lumber Yard, there is considerable potential to establish similar working areas and activities on the island. Such working areas could be more culturally based, as occurred at the now demolished boat sheds at Glebe or could concentrate on the traditional pattern of use of the dockyard, boat maintenance and subsequently boat building. The Fitzroy Dry Dock has the potential to be interpreted through the use for which it was intended, for the

repair and maintenance of hulls or for the display of vessels in conjunction with a maritime museum.

Policy 18.1

Encourage the re-establishment the building crafts traditionally undertaken on Cockatoo Island, particularly those related to boat building and maintenance.

Policy 18.2

Seek to re-establish working precincts on the island, ideally continuing the traditional range of crafts that occurred on island, such as carpentry, timber steaming and metal working.

Policy 18.3

Seek to conserve the Fitzroy Dock, allowing it to continue to be used as a dry dock, interpreting its use and construction and surviving fabric, and its relationship to the former pumphouse.

6.19 Conservation of the Fabric

Aim: *To conserve the significant fabric of Cockatoo Island in situ, in accordance with the Australia ICOMOS Burra Charter (1999)*

The revised Burra Charter (1999) contains an approach to the conservation of significant fabric similar to that adopted by the London based Society for the Protection of Ancient Buildings (SPAB). This conservation philosophy, which is largely based on the ideas of John Ruskin and William Morris, arose from a concern at the over-replacement of the significant fabric of St Marks in Venice, thus removing the patina of age and destroying the work of the original craftsman. In Australia the 'restoration' approach has long been employed for colonial buildings, particularly at the penal settlements. Render lined as ashlar has replaced the original harled finish of the penal settlement residences at Kingston on Norfolk Island and evidence of the Pitcairn phase almost entirely removed.

A desire to improve the aesthetics of the surviving penal phase buildings should not drive the future conservation works on Cockatoo Island, rather preservation and maintenance should be the main aim of future works. The sequence of photographs provides ample evidence as to the earlier forms of the buildings.

The penal phase stone buildings on Cockatoo Island were all hand-built by the prisoners. Replacement of this fabric breaks the continuity between the island as a place of confinement and the public works that were undertaken by the prisoners as part of their sentence. The buildings themselves document the types of trades undertaken by the prisoners and the high level of skill that was obtained. The strict SPAB approach of preservation is particularly appropriate on Cockatoo Island as is no longer possible to obtain either stone from the same quarry or find the same type of workman to carve the blocks and construct buildings. The plain blocks are no less significant than the carved voussiors. To retain the evidence of the public works undertaken by the prisoners every inch of it should be saved. The replacement of stonework that has occurred to the chimney at the western end of the Soldier's Barrack is not an approach that should continue.

The introduction of authenticity as a conservation policy draws on the work undertaken by ICOMOS leading up to and during the 1994 Nara Conference on Authenticity. David Lowenthal noted in his paper to that conference that:

Authenticity of materials, of form, of context or intention increasingly valorise heritage not only at the moment of its presumed beginning, but at every stage of its development. Instead of stripping away time's accretions and accident to reveal some [ancient] Ur form, we cherish its ongoing changes. This perspective is not novel, it goes back two centuries. But it is now more than ever accepted. And it calls

for skills and insights, and mandates actions and obligations, different from and more complex than heritage stewardship in the past...

Changes to conservation methodology and practice have led to changes in the Burra Charter, aimed at retaining evidence of all phases and interpreting past configurations of buildings. The 'patina of age' is part of the cultural significance of a place. Geoff Dawson, in his Conservation Analysis of the Hartley Historic site, which is also one of the proposed Convict serial sites, regrets that the importance of the appearance of age is often downplayed but that it is probably the most important part of the visitor experience.

At present the surviving shingle roofs on Cockatoo Island are not apparent, but the stonework is, both as a quarry face and in the blockwork of the surviving buildings. The aim of conservation works to the penal and institutional remains on Cockatoo Island is to maintain the appearance of age, and the surviving hand worked fabric. In this CMP the term 'preservation' is used in its strictest Burra Charter sense i.e 'maintaining the fabric in its existing state and retarding deterioration'. This should be the main aim of the conservation works to the surviving penal and institutional buildings. On no account should the penal and institutional phase fabric be restored to the extent that large sections appear, and are, new. Replacement of deteriorated fabric should only occur in small sections, when the significant fabric has deteriorated to such an extent that its condition is hastening the deterioration of the surrounding fabric. Examples of the original fabric should be retained for interpretive and research purposes.

The revised Burra Charter notes that a cautious approach is required, with Article 3 stating that:

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. Changes to a place should not distort the physical evidence or other evidence it provides, nor be based on conjecture.

Policy 19.1

Adopt a cautious approach to the conservation of the significant penal and institutional phase fabric, seek to preserve original fabric in situ, maintaining it in its existing state and simply retarding deterioration.

Policy 19.2

This cautious approach should include 'building-dentistry' rather than the replacement of whole stone blocks.

Policy 19.3

Interpret the range of building activities that were undertaken, by hand, by the prisoners incarcerated on Cockatoo Island.

6.20 Documenting and Undertaking Conservation Works

Aim: *To ensure that conservation works are documented appropriately and undertaken as necessary.*

There is considerable potential to interpret the sequence of development of the buildings through conservation works, revealing earlier fabric and configurations that are currently concealed beneath later fabric. In approving future works to the penal and institutional phase buildings on Cockatoo Island, the underlying conservation methodology and the methods proposed to be employed should be documented by a conservation specialist (rather than simply checked by one). In the surviving significant buildings, the documentation of future works should be by a conservation specialist who understands this

type of building. Too often works to significant buildings are documented by design architects and the role of the conservation specialist relegated to checking drawings. A conservation architect must also undertake the supervision of the works to the significant buildings, as decisions made during the construction phase have the potential to impact on significant fabric.

Policy 20.1

Ensure that conservation works are documented and supervised by a conservation architect.

Policy 20.2

Document future conservation works so as to include investigation of the earlier configuration of the building, identifying the survival of shingle roofing, roof framing, stone flagging and hearths. Interpret discoveries, where possible revealing earlier configurations.

6.21 Traditional Materials

Aim: *To encourage the use of traditional materials and methods in conservation works*

Article 4.2 of the Burra Charter states that:

Traditional techniques and materials are preferred for the conservation of significant fabric. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

The explanatory notes requires that 'the use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience'.

Traditional materials which are known to have been used in the construction of the penal and institutional phase buildings should continue to be employed, in preference to the use of modern materials whose long-term performance cannot be guaranteed and remains unknown. If a traditional method has proved unsuccessful, i.e. it has resulted in an unacceptable level of deterioration of the surrounding fabric, then it should be discontinued. Likewise details that result in deterioration rather than protection of significant fabric can be improved when the fabric is eventually replaced, provided the improvement remains unobtrusive. For example replacement sills should include a drip rather than permitting water to flow down original stone below. Such modifications to details should be recorded.

Traditional materials generally allowed moisture, in some degree to penetrate the buildings and the majority of materials used were not fully waterproof. None of the penal phase buildings were constructed with a damp proof course. The prisoners barracks as originally designed had no means of environmental control, no heating nor glazed windows. One section of the Prisoners Barracks, the infilled mess shed of the northern wing retains this characteristic, which should be retained for its rarity and its ability to demonstrate what the conditions were like. Such a lack of environmental control severely limits the potential use of the space, however there is considerable potential for interpretation.

The Steam Workshop and the Prisoners Barracks both had a very rudimentary floor, possibly tamped earth. Later photographs of the steam workshop show woodblocks, and the original finish has not been determined. The future uses of these buildings should respect the initial intention of the design and the surviving evidence. These buildings were intended to be utilitarian in character and the surviving detailing reflects this character.

In sections of the Prisoners Barracks and the Mess Shed, a higher timber floor has been installed, concealing the original floor. This technique of installing a higher floor over the original surface can be continued, preferably clear of the walls allowing them to breathe. Where possible evidence of the original floor surface should remain evident and the new floor be so designed as to not damage existing fabric, particularly flagging where it survives. The new flooring could also be designed to interpret the changing configuration of the penal

phase buildings. The walkways in the basement of the Louvre in Paris provide an example of how this can be achieved with very modern detailing, whilst revealing the earlier configurations of site.

Modern coatings, certain types of paint, waterproofing treatments and chemical damp proof courses will inhibit the established moisture regime within the buildings and should not be employed. Sacrificial render has been installed in part of the former Prisoner's Barracks, without solving the drainage problems externally. The position of the building and the exposure of the external wall to the elements will result in a continued salt problem. The amount of water penetrating the buildings can be controlled by repairs to the external envelope and the perimeter, rather than removing the salt once it has penetrated the walls. The movement of certain salt compounds through the stonework causes deterioration of the matrix of the stone.

The treatment of the perimeter of the penal phase buildings should be carefully detailed to avoid forcing moisture into the walls from the perimeter. Large trees should be removed and the level of garden beds and paving compared against the internal floor and where appropriate lowered. The buildings were designed to have a plinth course. Likewise roof drainage and roof cladding should be kept in good working order and repairs made to the concrete roof slabs.

Policy 21.1

Use traditional materials, details and methods for conservation works where appropriate.

Policy 21.2

Seek to maintain the external envelope to prevent water from entering buildings at both ground and roof level.

Policy 21.3

Retain and interpret evidence of the original floor surfaces in the penal and institutional phase buildings.

6.22 Treatment of the Landscape

Aim: *To preserve and maintain the character of the landscape, including the cultural plantings.*

The Burra Charter notes that places of cultural significance enrich people's lives, connecting them to community and landscape, providing tangible evidence of the past. As such the landscape is also a historical record. The previous Conservation Plan for the Penal and Institutional Remains by James Kerr advocates (in the assessment of significance) the reconstruction of the Guardhouse, returning components that currently form part of garden and retaining walls on the plateau and its approaches. The published guide to the preparation of Conservation Plans also recommended the re-instatement of the guardhouse. The cannibalisation of the penal phase buildings for building materials indicates both a phase in the pattern of use of the island and an attitude to historic buildings that is no longer appropriate. Surviving fabric from all phases of occupation, with the exception of intrusive fabric should be retained. Leaving the cannibalised stone in place has value as an interpretive tool, showing the changing approach to conservation of the built environment post World War II.

Sections of the former guardhouse are built into the retaining wall to the main approach road, and their removal would lessen the story this fabric tells. It is only the numbered loop holes that the exact position can be determined, and the remainder of the stones may not all be identifiable. In contrast the stonewalling above the Sutherland Dock has all been numbered and is to be re-instated.

There has been considerable alteration to the natural landscape of Cockatoo Island, with all traces of the original vegetation removed, and the natural landform actively quarried and terraced. The surviving natural elements are an integral part of the complex cultural landscape of the island, serving to indicate past patterns of use. The Australian Natural Heritage Charter contains similar provisions for conservation of the natural environment as the Burra Charter contains for the built environment. The processes and actions of looking after a place so as to retain its natural significance include protection, maintenance and monitoring.

The island is characterised by being a working place, with areas set aside for specific functions such as productive gardens, storage areas and industrial areas. The modification of the natural landscape commenced immediately upon settlement, the collection and storage of water and the storage of grain both remain evident. Considerable additional evidence of the modification of the natural landscape as building platforms and for the collection of water is likely to survive on the plateau, beneath later structures. This past pattern of use of the landscape is not a pattern of use that it is intended to be re-activated, but evidence should be conserved and interpreted.

Gardening, or rather enjoying the gardens, was also a leisure pursuit, the historic photographs show extensive gardens to the quarters, during both the penal and the institutional phase. The prisoners undertook the actual work. These once extensive gardens have been reduced through later quarrying, the individual cottage gardens to the quarters have been further eroded by the removal of the dividing fences, although some evidence of the plantings survives.

The continued tradition of productive gardens on the island should be interpreted. In addition to the productive gardens the quarters also had a small front garden, for display. Should any of the former quarters be returned to a residential use, then the associated reconstruction of both the garden fencing and front and rear plantings should occur. A number of the gardens, particularly to Building 2, Building 20 and the front garden and rear court to Biloela House can easily be re-instated so that the relationship between the house, the verandah and the substantial garden setting is retained. Each of these residences had extensive harbour views that could be gained, across the garden, from the verandah. In each case the verandah faced away from the institutional complex, thus providing a degree of privacy. It is not simply residential uses that would benefit from the re-instatement of the verandahs and the gardens. Where these buildings are to have other low-key and low-impact uses, then the gardens could also be reinstated. The removal of the Twentieth Century infilling to the verandahs is recommended in each case, or at least modification of the design in order that the verandahs can be opened weather permitting. The late nineteenth century photographs give a clear indication of how pleasant the gardens made the areas outside of the institutional compounds.

A continued use of the natural environment on Cockatoo Island has been for bathing (and subsequently swimming) and for sports, both social and for exercise. A range of leisure activities are known to have taken place on the island during the penal and institutional phase, predominantly intended for the staff. The following activities are appropriate to continue.

- Swimming
- Tennis
- Ball Sports (predominantly cricket and football)
- Croquet

There are currently no swimming facilities on the Island. During the Penal and Institutional phase sea-water baths were established on the south and eastern side of the island. In

addition to their swimming baths, there was a play area for the boys during the Institutional phase. The island was not simply a place of work, but was home to many residents who made good use of the outdoors.

Policy 22.1

Ensure that the aims of the Burra Charter and the Australian Natural Heritage Charter are met, including protection, monitoring and maintenance of the landscape, including the cultural plantings.

Policy 22.2

Interpret the modification of the natural landscape for productive gardens, grain storage and water collection and storage.

Policy 22.3

Re-instate the individual gardens to the former quarters, including the dividing fences and front garden beds.

Policy 22.4

Re-open the verandahs and prune existing vegetation to provide the intended extensive views of the harbour from residences.

Policy 22.5

Encourage the use of the island for sporting and leisure activities, particularly those for which there is a historic precedent on Cockatoo Island.

Policy 22.6

Ensure the perimeter surface levels are below floor level and that water drains away from the plinth of each building.

Policy 22.7

Remove trees with large roots in close proximity to the walls of the Prisoners Barracks compound.

Policy 22.8

Garden beds adjacent to the penal phase stone walling can be retained in the locations shown on the late nineteenth century plans, provided there is no new plantings with roots with the potential to cause the deterioration of the stonework.

6.23 Infrastructure

Aim: To upgrade the infrastructure whilst conserving the archaeological resource.

The capacity of the existing infrastructure to accommodate new uses is beyond the scope of this study. At present the only toilet facilities are the portable cabins at the wharf. The upgrading of the existing utilities and the installation of new services to the buildings to be adaptively re-used has the potential to impact considerably on the significance of the cultural landscape unless the installations are carefully monitored. There is potential to impact on both the archaeological resource and the surviving built fabric of the penal and institutional phase buildings. The routes of service lines will need to be very carefully considered, and determined in conjunction with a heritage specialist.

Within the Steam Workshop the service lines were surface mounted, both externally and internally. The running of lines internally dates from the penal and institutional phase, and the external lines reflect twentieth century modifications. It is considered appropriate to continue to surface mount service lines within the Steam Factory, provided that the fixings have been carefully designed to minimise impact and follow the hardwood beam and facing

as intended. Existing penetrations connect the series of workshops that could be re-used.

Considerable upgrading of the services within the buildings used as quarters has occurred post World War II. These existing routes should be re-used, with no further penetrations of the original stonework of the building permitted. Earlier roof structures survive in a number of locations that should be retained and not cut through.

Policy 23.1

The upgrading of the utilities should be undertaken in consultation with an archaeologist, with monitoring or excavation occurring where appropriate.

Policy 23.2

Where possible utilise existing service routes to minimise the impact on significant fabric and the archaeological resource.

Policy 23.3

Do not fix service lines to, or core through penal phase building components, particularly sandstone walling and roof framing and shingling. Limited fixing into joints can occur, but only with the prior approval of a heritage specialist.

Policy 23.4

Continue to surface mount services internally within the Steam Workshop, using the existing penetrations, following the alignment of the hardwood facing beam and posts intended for mounting equipment.

Policy 23.5

Do not surface mount services across carved details internally or externally.

6.24 New Work

Aim: *To ensure the future development of Cockatoo Island is based on an understanding of the historical pattern of development of the place.*

New facilities will be required on site to accommodate visitors and for the day to day operation of the place. The second kitchen block within the Prisoners Compound could continue to operate as such, with a connection re-opened to the mess hall / refectory. The toilet block and cell block located to the south has the potential to be re-configured as a toilet block, retaining the significant sailors and officers stalls. The John Rylands Library in Manchester is unusual in retaining its toilets in almost original condition and in working order. The surviving facilities, which today are such a curiosity, causes much comment amongst visitors.

It is envisaged that in addition to the adaptive re-use of the use of a number of the more robust existing buildings, new buildings will be constructed, on the apron, and to a lesser degree, on the plateau. These facilities should be designed in a simple modern manner. It is appropriate to locate new facilities that require a high degree of services in a new block, e.g. toilets (particularly disabled toilets), and commercial kitchens. The form of any new building should not be intrusive in the cultural landscape.

The detailed design of new work (that is not within the existing buildings) should be undertaken in conjunction with a heritage specialist, to ensure that the impact on the cultural landscape is minimised. Specialist advice will also need to be sought regarding building regulations, fire safety and disabled access and a particular solution developed for each significant building, a solution aimed at retaining the significant fabric of the cultural landscape, including the archaeological resource.

Policy 24.1

All new buildings should be designed in a simple modern manner and not be intrusive in the cultural landscape.

Policy 24.2

Detailed design of new work should be undertaken in conjunction with a heritage specialist.

Policy 24.3

Seek to use the 1890s cookhouse in the Prisoner's Compound as such.

Policy 24.4

Continue to use the toilet facilities in the former cell block to the south of the Mess Hall as such.

6.25 Managing Works by Others

Aim: *To ensure that building works by others are managed appropriately by the consent authority*

If the process of seeking Expressions of Interest is followed, then, in all likelihood, contractors on behalf of the prospective tenants will undertake building works. This process will need to be carefully controlled to ensure that the extent of conservation work and new work that occurs corresponds with the approved documents. Regular liaison between the proponent and the consent authority will be required to ensure that conservation aims are met. Requirements such as the need for recording, monitoring and retention of samples will need to be incorporated into the agreements with tenants.

The mechanism for controlling change within the penal and institutional phase buildings should be in the form of a heritage LEP or DCP. In addition a guide to the standard of maintenance and the underlying conservation philosophy should be prepared. In addition to the inventory sheets, such information should be referred to when the expressions of interest are first called.

Policy 25.1

Develop specific heritage planning controls, and guidelines that outline the requirements for the long term conservation of the fabric.

Policy 25.2

When seeking Expressions of Interest, include both the inventory sheet and the detailed maintenance requirements in the initial documentation given out.

Policy 25.3

Ensure that a high standard of conservation works is maintained and that works conform to the approvals given. A sign-off should be incorporated into each approval.

Policy 25.4

Ensure that a record of all works undertaken is maintained and archived, including noting all service installations and other modern fabric.

6.26 Mock Heritage

Aim: *To ensure that any new works on the site are not designed in a 'mock heritage' manner.*

It is not appropriate either within the existing heritage buildings or externally to introduce mock heritage detailing such as street furniture, fireplaces or light fittings. Within existing heritage buildings, the majority of the joinery has been replaced in the early Twentieth century, and in some cases accompanied by an enlargement of the opening. Very little evidence of the original joinery survives on the Island and examples of output of the lumberyard may survive elsewhere, particularly at Victoria Barracks.

Joinery, fittings and other internal details for which there is physical and/or documentary evidence can be re-instated if required. In some cases evidence from other buildings on island with a similar use will provide a clue as to the joinery. If detailing based on other heritage buildings on Cockatoo Island is to be employed then it must be clearly recorded as not having a provenance to the building in question. In the case of Gother Kerr Mann, it is known that he was familiar with buildings designed by the Royal Engineers, and his papers in the Mitchell Library contain details of doors, fireplaces and verandahs at Victoria Barracks. Mann's drawings and the surviving original details from the buildings designed by George Barney could inform conservation works to the surviving penal settlement buildings.

There is no need to recreate interiors using details selected from other buildings of a similar age. Where there is no evidence simple modern detailing should be employed, and it is essential that modern fabric is identifiable as such. Other than the individual quarters, the penal phase buildings were intended to be very austere and this should be reflected in their fit out. What survives should be interpreted, and what has vanished should not be reconstructed. Other than for buildings 9, 10 and 11 the surviving documentary evidence is incomplete as to the original configuration of the buildings.

Although they conceal earlier fabric, later joinery and ceilings within the hospital wing of the prisoner's barracks, are still significant in their own right and tell the story of the continued use of the place. These rooms should not be reconstructed to an earlier configuration at the expense of this earlier Twentieth century fabric. Rather the evidence of the cutting off of the window bars and the enlargement of openings to form French doors should be retained.

Policy 26.1

Do not introduce reproduction 'heritage' style street furniture, lampposts, light fittings, fireplace surrounds or other internal fittings or details.

Policy 26.2

Missing fittings such as the external lights to the Mess Hall can be reconstructed however these elements are not to be used in locations that they were not used in the past.

Policy 26.3

Retain and conserve current joinery and other incongruous fabric; apparently mismatching elements shows progressive changes to buildings.

Policy 26.4

Where window or door opening has been enlarged, retain the 20th Century joinery.

Policy 26.5

Retain joinery where it has been modeled on an earlier configuration and placed within the original opening dimensions. If, at the end of the useful life of the current fabric, there is sufficient documentary evidence to re-instate an earlier configuration this may occur provided that it assists the overall interpretation of the building.

Policy 26.6

Details copied from other buildings designed by the Royal Engineers may be judiciously used when detail is lacking, provided the use of the building used as a template is the same.

6.27 Maintenance Works

Aim: *To preserve and maintain the significant fabric and character of the penal and institutional remains on Cockatoo Island.*

Maintenance is a key conservation process, seeking to prolong the life of the original fabric. There is now a specific Burra Charter article relating to maintenance:

Maintenance is fundamental to conservation and should be undertaken when fabric is of cultural significance and its maintenance is necessary to retain that cultural significance.

On-going maintenance of the complex cultural landscape of Cockatoo Island should include regular inspections, outline who is responsible for arranging the necessary maintenance works and provide for prompt repairs to occur when necessary. Routine inspections and regular and preventative maintenance should occur in preference to infrequent maintenance which invariably results in the need for major works and higher costs.

In the longer term, detailed maintenance plans should be prepared for each building. Until the uses have been finalised, maintenance work should concentrate simply on preventing deterioration of the fabric, with keeping the water out being the highest priority. These policies recognise that continued maintenance is an important process in the long-term conservation of the place, aiming to conserve the significant fabric in situ.

In general the repairs to the penal and institutional buildings should be undertaken using the same materials as originally employed. Repairs should be detailed so as to 'chaperone' the surrounding fabric, deteriorating first. This applies in particular to mortar which should be softer than the surrounding stonework. Those responsible for undertaking maintenance works to the historic buildings on Cockatoo Island should have a thorough understanding of building conservation in general and sandstone buildings in particular. Skilled tradesmen should always be employed, with proven experience in working on buildings of this age and character.

It would be beneficial on Cockatoo Island to set up a builder's yard, conservation store and workshop, to ensure that items salvaged from the penal and institutional phase buildings remain on site. From a security point of view, and to enable materials to be transported to the island in reasonable quantities by barge, it would be desirable to have a lockable compound, as the lumberyard once was.

On Norfolk Island, the repairs to the compound walls and historic buildings have been undertaken by a works team that has been in existence for decades. They operate from within the historic site and their yard is the former blacksmiths yard, their tearoom, a former overseers cottage. The works team undertakes restoration projects as well as maintenance and landscaping works and team members have learnt traditional skills such as shingling roofs. A photographic collection of works (and storm and flood damage) is kept. The building up of a detailed knowledge of the buildings over time is invaluable in undertaking maintenance works.

Policy 27.1

Preserve the significant building fabric and overall cultural landscape of Cockatoo Island through routine inspections, a cyclic maintenance program, and undertaking remedial repairs as required.

Policy 27.2

When fabric has deteriorated beyond repair replace like with like, dating replacement fabric.

Policy 27.3

Ensure that fabric used in repairs 'chaperones' existing fabric, deteriorating in preference.

Policy 27.4

Modify external details that are contributing to the deterioration of the surrounding significant fabric.

Policy 27.5

Ensure maintenance works, including the cyclic maintenance program, is based on an understanding of the hand-built nature of the penal settlement buildings.

Policy 27.6

In the longer term, develop maintenance plans for each building or area to occupied by a tenant, that ensure the long term conservation of the significant fabric. Clearly delineate responsibilities for maintenance works.

Policy 27.7

Develop an on-island works team to obtain and store appropriate materials and undertake regular maintenance as directed by a Conservation specialist.

Policy 27.8

Re-establish a lockable lumberyard, incorporating a conservation store, workshop, builders yard and building materials stockpile.

6.28 Interpretation

Aim: *To interpret the cultural and natural significance of the penal and institutional remains on Cockatoo Island.*

Cockatoo Island is a site of national and international significance, a unique maritime setting on an island in Sydney Harbour, with a rich and fascinating history. Its location, natural features and surviving structures make it a place of unusual character and memory. Together, the original early fabric and the subsequent overlay of nineteenth century additions on the site provides rich evidence of military, penal and reform philosophy and customs in NSW. Cockatoo Island is an evocative cultural landscape and a site with powerful potential for multi-layered interpretation.

Policy 28.1

The former functions of the building structures and zones identified on Figure... should be respected and used to determine the interpretation of the former occupation and use of building structures, sites and zones; and as a guide to the future re-use of the site.

Policy 28.2

Integration of interpretation into future re-use and development must be an essential component of development consents and must be executed in a manner which is sympathetic to the conservation policies

Policy 28.3

The interpretation of Cockatoo Island will use primary documentary and photographic source material to present an accurate and authentic account and analysis of the history of the site and where possible, facilitate public access to an on site resource of documentary and pictorial

material.

Policy 28.4

The interpretation of Cockatoo Island will adopt 'best practice' methods in respect of the pre-contact, built, movable and natural heritage history of the site. In particular, the interpretation of Cockatoo Island will be developed in such a way as to:

- *respect the special connections between the former occupants of Cockatoo Island;*
- *understand the importance of Cockatoo Island and convey its significance;*
- *explore, respect and respond to the target audience;*
- *make reasoned choices about the multiplicity of the theme, ideas and stories conveyed in the interpretation of Cockatoo Island and communicated to the public;*
- *stimulate thought and discussion, provoke debate and response to enhance the understanding of the site;*
- *extend the understanding of the context in which the physical, historical, spiritual and contemporary significance of Cockatoo Island is appreciated;*
- *develop interpretation which engages with the audience to strengthen and support the significance of Cockatoo Island and highlights its unique character and significance;*
- *integrate interpretation in the conservation planning and commercial development of Cockatoo Island;*
- *provide for on-going management including regular maintenance, and evaluation and review of interpretation on Cockatoo island;*
- *involve specialists with professional experience and relevant skills, knowledge and experience in interpretation, historical analysis and conservation planning; and*
- *endeavour to collaborate with the local community*

6.29 Conservation Workshop

Aim: *To establish an on-site conservation workshop and collection.*

At present there are building elements intended to be re-instated in their original location stored within the former Soldiers Barrack and beside the kitchen. This collection includes a cell block door and two drip stones which have been removed from the location that they were in when surveyed by James Kerr. In the future any building components removed from their position should be properly labeled, noting their provenance, and stored so that deterioration does not continue.

The surviving building fabric contains evidence as to the original configuration concealed below later modifications. During future building works evidence of the shingles roof to the quarters is likely to be uncovered. Although it may be possible to largely retain this fabric in-situ a sample of the material should be kept and its location recorded. Currently there are few moveable items that relate to the penal and institutional phase of occupation. There is however the potential for artefacts to be recovered during archaeological excavations and displayed throughout the site.

In the longer term the inventory sheets and measured drawings should be updated to record the location of relevant stored building components and archaeological artefacts and features such as drains that specifically relate to it. Ideally this collection should be used for interpretative purposes and as a teaching collection, recording the continuing conservation of the cultural landscape of Cockatoo Island. It may also be possible to undertake the physical conservation of some of the elements, particularly the metalwork on island.

Traditionally repairs to buildings and vessels have been undertaken both in the dockyard workshops and in the Lumberyard on the plateau.

The collection should also include copies of the CMP, including a full copy of the inventory sheets.

Policy 29.1

Maintain a working copy of the measured drawings, the CMP and the inventory sheets on Island.

Policy 29.2

Establish a conservation workshop and teaching collection, including both building materials and archaeological artefacts.

Policy 29.3

Establish a program of conservation of the exposed metalwork, particularly to the former Guardhouse and Soldiers Barrack.

Policy 29.4

The storage of stone and other building materials should not occur in spaces that can potentially be used for interpretive purposes.

Policy 29.5

Update the inventory sheets and the measured drawings to indicate significant fabric stored in the collection.

6.30 Archaeology

Aim: *To understand and conserve the archaeological resource*

The current site configuration of Cockatoo Island is the result of building activities from 1839 with the establishment of temporary buildings and tents, followed by the construction of the stone built Prisoners' Barracks, Military Guard House and Residences for staff. This constructional history can be traced through plans of the island available from the 1850s. The potential archaeological resource on the site relates directly to these plans and the buildings they show. There are no known records of the pre-European settlement environment of the island and while there must have been Aboriginal use of the island prior to 1839, however European activities on the island including construction, quarrying and land reclamation, are likely to have destroyed all evidence of the pre-European environment.

Many of the buildings and features constructed and used during the first penal phase, the institutional use and the second penal phase are still present on the island today. However, much of the evidence of the convict establishment now exists only in the archaeological record. This is particularly the case for the parts of the system on the island relating to work (as opposed to accommodation). The archaeological record complements the extant buildings on the island by completing the set of evidence for all key activities carried out on the island during the convict and institutional period of use. As well as providing information about life on the island and the use of specific precincts, the archaeological resources also have value in their ability to provide a direct experience and understanding to visitors that is not available from other built elements or written records. In many cases the archaeological resources have rarity value.

There is the potential across the Island for archaeological evidence to be found that is not on any historic plan or referred to in any historic document. All archaeological finds that can not be related back to the archaeological overlay plan and inventory descriptions contained in this report (with the exception of drainage, steps and pathways) should be investigated by an archaeologist as they have the potential to be highly significant, particularly if they relate

to the convict period use of the Island. Once the item has been identified and the significance assessed the archaeologist can then recommend a suitable management action.

An ongoing archaeological research program should be established by the Sydney Harbour Federation Trust and any subsequent authorities to investigate key elements of the convict system on the Island now only evident in the archaeological record and other areas of high archaeological potential. This research program should occur above and beyond archaeological work undertaken as part of any redevelopment programs. The investigated sites and findings should be used to enhance interpretation of the convict system across the Island. The program should aim to compare the results with other research programs currently running, particularly (but not limited to) those at Port Arthur and Norfolk Island. As many elements of the convict system are now only represented through the archaeological resources, this sort of program will really enhance interpretation. It's also an important opportunity to explore rare physical evidence of this period of Australia's history.

Sites that could be considered for priority investigation include:

- the basement of the cookhouse and external entrance in Areas E and F.
- the Free Overseers Quarters/Post Office/Deputy Governor's Quarters in Area N
- the Lumber Yard/Female Gaol in Area M
- the middle of the three Married Officer's Quarters in Area J
- the morgue and sentry boxes in Area F
- extensions to the north of the guard house/kitchen
- pollen sampling from area O to investigate potential evidence of crops grown in this area
- further investigation of the warehouse and civil buildings on the East Apron.
- underground components of the workshop buildings associated with Fitzroy Dock.

It would be preferable to begin with sites that illustrate aspects of the convict system on the Island that are not already evident from existing structures or standing ruins. Archaeological evidence could also be used to support planning for conservation works to remaining convict period buildings or reinstatement of gardens etc.

Policy 30.1

Archaeological resources identified as having 'exceptional' heritage significance in this plan should be retained and interpreted. Archaeological features or structural remains of exceptional significance can be exposed and recorded but should not be removed. The only exception to this is when partial removal of a feature has been recommended by an archaeologist in order to reveal important information about the feature itself/to aid in interpretation of the feature or to reveal more significant resources below. Such decisions should be made balancing the significance of the information gained against the loss of the fabric.

Artefact deposits of exceptional significance will best represent their significance by being investigated and the information they contain revealed and therefore could be removed as part of an archaeological research program, conservation or interpretation work. This should only occur if the deposits are recorded by an archaeologist, cleaned, catalogued analysed and appropriately conserved, stored and interpreted.

Policy 30.2

Archaeological resources identified as having 'neutral' heritage significance in this plan should be retained as the preferred option, but could be recorded by an archaeologist and removed if necessary.

Policy 30.3

Do not undertake any excavation on the Island, no matter how minor, without first checking the archaeological potential of the area on the inventory sheet and understanding the conservation policies. The definition of excavation here includes but is not limited to major and minor excavation, work inside building cavities, land-clearing and other gardening activities.

Policy 30.4

Reconsider the significance of archaeological resources as they are uncovered and further investigated

Policy 30.5

Immediately investigate unexpected archaeological finds.

Policy 30.6

Establish an archaeological record plan. This master plan should be established in hard copy or as GIS layer to record the location of all archaeological evidence as it is found through the research program or during the course of conservation/development. This should be added to each time an archaeological feature or deposit is uncovered.

Policy 30.7

Establish an archaeological artefact database. To ensure all archaeological artefact collections recovered from the Island can be compared and analysed holistically over time, a set of minimum cataloguing requirements or a standard database should be established. All collections should be catalogued within these parameters.

Policy 30.8

Establish an archaeological research program.

Policy 30.9

Establish a collections storage facility. Artefact storage and display facilities should be made available on the Island to house collections resulting from archaeological investigations.

6.3 Implementation of the Conservation Policies

PRECINCT	CURRENTLY	BUILDING NO.	PENAL & INSTITUTIONAL PHASE USE	SUITABLE USES	RECOMMENDED IMPLEMENTATION
Precinct A	Ruins of Military Guard House and Punishment Cells	Building 1	Guard House and Soldiers Barracks	Interpretation Viewing Platform	Preserve ruin, Interpret form guardhouse and kitchen block. Interpret cannibalisation by 'treasure hunt' Re-locate stored materials
Precinct B	Area west of former Military Officers Quarters	N/a	Guardhouse privy, fenced garden	Potential for low scale structure set into hillside	Re-instate dripstone and interpret their use.
Precinct C	West Exterior Area	N/a	Forecourt	Forecourt Temporary uses Sport and Recreation	Re-instate stonework to South Wall, supplement height if necessary without blocking view.
Precinct D	Former Military Officers Quarters and Yard	Building 2	Quarters	Residential (2 units or single). Ground floor also suitable for office or café.	Investigate earlier configurations during conservation works and interpret. Upgrade kitchen /bathroom. Re-instate open verandahs.
Precinct E	Former Prisoners Barracks	Buildings 3, 4 & 5	Dormitory accommodation, cookhouse, messhall and hospital	Interpretation	North Range Investigate lower storey of cookhouse, & rework entrance roadway. Interpret former mess shed and cookhouse focusing on convict phase. Retain and ignore bombproofing. Insert raised floor and permanent interpretation. Remove trees and roots from perimeter. Adjust surrounding paving level and drain away from building.
Precinct E				Interpretation Gallery Passageway	East Range Re-instate volume of dormitory to southern end, interpret surviving evidence institutional colour scheme and wall plugs. Incorporate large copy of internal view. Retain and ignore bomb proofing at southern end. Interpret northern end – focusing on WW 1 & II, including bomb proofing . Adjust surrounding paving level and drain away from building.

PRECINCT	CURRENTLY	BUILDING NO.	PENAL & INSTITUTIONAL PHASE USE	SUITABLE USES	RECOMMENDED IMPLEMENTATION
					Retain passage through buildings. Seek to reveal U shaped form of prisoners barrack.
Precinct E				Offices, Board Room, Seminar or Function Room	South Range Conserve later modifications ie larger window openings and French doors. Interpret where bars have been removed. Incorporate large copy of internal view. Adjust surrounding paving level and drain away from building.
				Temporary uses to Courtyard	Investigate subsurface features – well, tank, drainage under dormitory blocks. Design new hard paving to drain courtyard. Retain verandahs if need wet weather access between buildings.
Precinct E				Mess Hall Functions, hall or canteen.	Retain verandah and modified openings and partitioning. Investigate survival of earlier floor finishes, re-use or reveal as appropriate. Re-instate roof and ceiling vents. Preserve stonework. Interpret changes to configuration: Lighting, Belfry, Blind Windows, Stone Flagging. Incorporate large copy of internal view.
Precinct E			Cookhouse II	Kitchen or other ancillary services.	Re-instate as a commercial kitchen, re-open connection with mess hall. Incorporate large copy of internal view.
Precinct E			1930s Cellblock	WC	Convert to Male and Female WC. Potential to reopen access directly into the prisoners yard.

PRECINCT	CURRENTLY	BUILDING NO.	PENAL & INSTITUTIONAL PHASE USE	SUITABLE USES	RECOMMENDED IMPLEMENTATION
Precinct E				WWI Cellblock	Conserve surviving fit out. Some potential for use as male toilet.
Precinct F	North Exterior Area, former Prisoners Barracks	N/a	Approach Road	Approach Road Potential excavation and interpretation of basement to cookhouse Potential for new facilities to the east.	Conservation and interpretation of former approaches to prisoners compound. Interpretation of cannabalisation of guardhouse stonework. Potential lower level entry into former cookhouse and potential conservation of basement to cookhouse
Precinct G	South Exterior Area, former Prisoners Barracks	N/a	Yard	Yard and viewing area. Entrance point to Prisoners Compound.	Interpret views of docks. Interpret changing external configuration of the prisoner's barracks. Alter levels of external paving to drain away from the building.
Precinct H	Yard	Sheds	Yard	Yard and entrance point to Prisoners Compound.	Interpret Quarrying Interpret changing external configuration of the prisoner's barracks. Incorporate large copy of view looking W to prisoners' barracks. Relocate machinery with no provenance to this location Conserve surface drains, Alter levels of external paving to drain away from the building.
Precinct I	Site of stoneyard and Quarry	Later buildings over (6 and 10)	Mould Loft and Drawing Office	Adaptive Re-use later structures, interpretation of earlier phase	Interpret Quarrying No above ground penal and institutional phase fabric, archaeological potential.
Precinct J	Former Free Overseers Quarters	Building 9	Duplex	Residential use, either as duplex or single residence. Duplex acceptable for short term stay, single residence if	Re-instate associated garden, dividing wall, interpret outbuildings. Re-open verandahs. Install new kitchen and bathroom. Retain evidence of original room layout Investigate extent of survival of flagging and roof shingling and framing.

PRECINCT	CURRENTLY	BUILDING NO.	PENAL & INSTITUTIONAL PHASE USE	SUITABLE USES	RECOMMENDED IMPLEMENTATION
				for staff.	Remove accretions from south.
		Building 11	Duplex	Interpretive use	Interpret duplex, its extension and then conversion to air raid shelter.
Precinct K	Site of water storage tanks	Later building 13 (part) over	Water storage and purification	Adaptive Re-use later structures, interpretation of earlier phase Potential site /management office. Lift? Disabled Access?	Interpret water tanks, quarrying and blasting of Fitzroy Dock along new stairway. No conservation works for penal and institutional phase fabric, archaeological potential.
Precinct L	Former Task Work Residence	Building 19	C20th timber store	Adaptive Re-use later structures, interpretation of earlier phase Potential conservation store.	If use as conservation store, relocate building items currently stored in Guardhouse.
Precinct M	Former Lumber Yard, Female Gaol	Later Buildings 12 and 13 over	C20th pattern and joinery shops	Adaptive Re-use later structures, interpretation of earlier phase.	No conservation works for penal and institutional phase fabric, archaeological potential. Interpret penal and institutional phases of use.
Precinct N	Former Foreman of Mechanics/Free Officers Quarters/Post Office	No extant buildings	C20th access way	Retain as access way.	Interpret terracing and quarrying Interpret former buildings
Precinct O	Former gardens (Military Officers then Engineers)	Buildings later phase	Productive gardens Flagstaff	Viewing point Gardens	Interpret former use, archaeological potential. Retain panoramic view of the harbour from northeast corner of plateau. Interpret NSS Vernon, harbour signaling, cutting back of cliff and removal civil quarters.

PRECINCT	CURRENTLY	BUILDING NO.	PENAL & INSTITUTIONAL PHASE USE	SUITABLE USES	RECOMMENDED IMPLEMENTATION
Precinct P	Biloela House and grounds	Building 22 Building 22A	Residence and Kitchen Block	Residential Use or central facilities for other residences, ie lounge, dining room and terrace. Potential new service wing to north and west of present kitchen block. Utilise garden terraces and kitchen courtyard in conjunction with the house.	Return to a single unit. Investigate earlier configurations during adaptive re-use. Interpret growth of the house. Interpret siloes. Reassemble fallen garden walls and interpret missing pieces of guardhouse.
Precinct Q	Former Clerk of Petty Sessions Residence and grounds	Building 20		Residential Use	Re-instate open verandah and view of the harbour. Reinstall a route to east apron. Interpret siloes and graffiti
North Apron	Approach road and landing point				
East Apron	Fitzroy Dock and Steam Workshop			Interpretation of Fitzroy Dock alternating use as dry dock and berth. Maritime exhibits (possibly in conjunction with the maritime museum),	Conservation of the surviving fabric of the Dock to allow continued use. Interpretation of operation of the dock
	Engine and Pump House			Workshop / Art space / Interpretation. Possibly in association with courtyard (former Chimney yard)	Re-instatement of gantry crane. Archaeological Potential, conservation and interpretation of sub floor elements associated with operation of the pumphouse should occur. Potential use as workshop, exhibition area, function area.