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Heritage Consultants

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Cockatoo Island Dockyard

Conservation Management Plan

Volume I

Report prepared for the Sydney Harbour Federation Trust

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6.0 Conservation Policy

6.1 Introduction

6.1.1 Role of Conservation Policies

The policies in this section provide recommendations for the care and management of the Cockatoo Island Dockyard to ensure its conservation as a place of exceptional cultural significance. The policies take into account key issues and opportunities arising from the cultural significance of the place, Burra Charter guidelines, statutory requirements and the physical condition and integrity of major components. The policy recommendations and accompanying text also include all relevant requirements of the client brief (as identified in the previous section of the CMP).

The policies provide for the retention and enhancement, through appropriate conservation and interpretation, of the total heritage resource of the dockyard, including dramatic settings, topography, structures, uses, views and historical and social associations. Policies are also provided for appropriate adaptation so that the dockyard is able to live and be useful again, people have reason to visit and use the Island and resources can be generated for ongoing care.

6.1.2 Approach and Framework for Policies

Relationship to the Draft Management Plan

The conservation policies in this section of the CMP have been developed over a lengthy process of research (both historical and site based) and review of existing documentation and directed towards specific requirements identified in the Brief. They have also had to take into account the issues and requirements of the existing Draft Management Plan (DMP) for Cockatoo Island, and in particular its identification of the Sydney Harbour Federation Trust's (SHFT) 'Vision' and proposed 'Outcomes' for the future of the place. Both general and specific policy recommendations have been prepared relating to the key elements of the DMP 'Vision' and 'Outcomes' (as summarised in the previous section of the CMP) which are acknowledged and/or discussed in the accompanying text where appropriate.

Overall, the conservation policies:

- confirm the Island's six key 'values', as identified in the DMP (and which are, in turn, based on the 1997 CMP); and
- retain, add to and enrich the 'Outcomes' of the DMP (as discussed and summarised in graphic form Section 5.0 Opportunities and Constraints of this CMP).

Relationship to the Integration Workshop Outcomes

An important input into the development of conservation policies for the Cockatoo Island Dockyard has been the 'Integration Workshop' process carried out by the two teams preparing CMP reports (for Convict and Institutional related site components and the dockyard), representatives of SHFT and other specialists. From this process, a number of key requirements (or tasks) for the policies have been identified which have been used to underpin both the overall approach and detailed wording of particular conservation policies, and these are identified and discussed below:

- Policies for the Cockatoo Island Dockyard and for individual components and groups of components should be framed in a manner that is not overly prescriptive; ie works are not simply allowed or prohibited in all situations. Instead, the policies should establish fundamental principles relating to what is important and of significance about the place and seek to identify as wide a range of actions as possible which will still conserve these fundamental values.
- Policies for the dockyard should be robust enough to allow for unforeseen events and intervention (eg from political decisions that may override established procedures) so that these occur in a manner that allows all relevant heritage impacts to be identified and evaluated and the most important 'values' of the place as a whole conserved.
- The emphasis of management planning for the Island should be the creation of a 'policy environment' within which appropriate decisions are made based on a clear and balanced understanding of all impacts, positive and negative, of any proposed activity/intervention.
- While conservation policies generally need to take into account the differing gradings (or rankings) of significance of site components and attributes, the particular nature and degree of significance of the Cockatoo Island Dockyard requires a more sophisticated and integrated approach than simply ascribing particular outcomes to particular value rankings. In essence, two inter-related issues should be taken into account when evaluating decisions in terms of their potential impact on the heritage values of the site, these being:
 - The need to acknowledge that while components may have differing levels of significance, where they are part of an assemblage of Exceptional and/or High significance, they are essential contributors to this significance; and
 - The need to recognise the degree to which a component's significance is embodied in some or all of its fabric and the extent to which this needs to remain unchanged to retain its individual and/or group values.
- In addition, assessments of the level or degree of significance (ie relative heritage value ranking) should explicitly identify/include the nature of the significance or 'values' that are most relevant to the component/area and identify the 'sensitivity to change' ranking (relative to the significance identified) which takes account of the importance of part or all of the fabric of the item.

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- All decisions for intervention and change should be evaluated in terms of the nature of the proposal, its purpose (including motives relative to the life and use of the Island as a whole), long term context and how this relates to the identified 'values' of the dockyard. As adaptation and change to suit new functions (which give life and purpose to the Island) are themselves part of the historic and layered fabric (and associated heritage 'values') of the Island, the challenge for management is to avoid producing a 'museum piece' of limited purpose—by concentrating on preservation of fabric—instead of protecting and enhancing the more fundamental significances of the place through an ongoing process of sympathetic adaptation and change.

6.1.3 Format

The conservation policies are organised as follows:

- General policy statement relating to conservation of the cultural significance of the place.
- General policies relating to the role of the CMP and associated administrative requirements.
- General and specific policies for the conservation of the place including significant character, features and fabric and relationship to its wider setting.
- General and specific policies for use, managing change, new development and access for the site and particular components (including precinct groups). These include policies relating to the coordination of conservation requirements with other demands on the Island (such as functional, financial and environmental issues) to ensure appropriate solutions for the development and management of the dockyard in the short and longer term.
- Policies for interpretation, including education and research.

General policies are identified first to provide the framework for more detailed recommendations relating to specific aspects and components of the place which follow. Where policies specifically relate to, change and/or further develop recommendations in related documents (including particularly the Draft Management Plan (2005) and the 1997 CMP by Godden Mackay Logan), this is identified and discussed where appropriate.

The policies are numbered sequentially and written in italic script. They are accompanied, where appropriate, by explanatory text. The policies should be read in conjunction with the accompanying text to make the context clear and aid interpretation and application.

Policies relating to the historical archaeological resources of the site which are set out in the Archaeological Management Plan (Volume IV of this report) are not repeated in this document.

6.1.4 Terminology

Terms generally are used in accordance with definitions of *The Burra Charter: The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance 1999*, unless otherwise

specified. Thus *conservation* includes all the activities ascribed to it in the Burra Charter including *maintenance, restoration, reconstruction and adaptation*.

‘Place’ generally refers to the dockyard-related areas and elements which are the subject of this CMP unless otherwise indicated.

The nine ‘Precincts’ into which the site has been divided for the site analysis and Inventory assessment have been arranged into four ‘Precinct Groups’ which conform to the areas identified in the SHFT Draft Management Plan (DMP) for Cockatoo Island (DMP Figures 26, 28, 31, 34 and 36). These ‘Precinct Groups’ have the same names as in the DMP and are made up as follows:

- Southern Apron Precinct Group—Precincts 4, 5 and 6.
- Eastern Apron Precinct Group—Precincts 7 and 8B.
- Northern Apron Precinct Group—Precinct 8.
- Plateau Precinct Group—Precincts 1, 2 and 3.

‘Heritage Value Ranking’ and ‘Grading of Significance’ are generally used interchangeably and relate to rankings/gradings in the Assessment of Significance section of this CMP.

The ‘Brief’ refers to the ‘Revised Brief for Tender Information for a Consultancy to Prepare a Conservation Management Plan for the Dockyard Buildings and Remains on Cockatoo Island for the Sydney Harbour Federation Trust (T221/2002).

6.2 General Policy Statement

Policy 1—Retention of Cultural Significance

Cockatoo Island Dockyard has outstanding cultural significance in local, state, national and international contexts which should be retained and conserved.

Any change in ownership, future uses, maintenance, repair and/or adaptation works and asset management program should include retention and appropriate care of the significant elements and attributes of the place as a matter of highest priority.

All current and future owners, managers and consent authorities responsible for the care and management of the place and/or its setting should be advised of, and be jointly responsible for, the conservation of the heritage significance of the Cockatoo Island Dockyard.

Conservation of the place should accord with the definitions and principles of the Burra Charter of Australia ICOMOS and include all significant components and attributes of the place, including its setting, topographical and cultural landscape features, buildings and other structures, movable items, archaeological relics and non-tangible values.

The Statement of Significance and associated Gradings of Significance and Sensitivity to Change set out in this CMP should be used as the basis for future planning of and intervention in the dockyard.

Adaptation of areas and components of the places and the introduction of new uses are recommended where these further the conservation objectives for the place and conform to the principles and recommendations for the retention of heritage significance.

Appropriate statutory and non-statutory controls should be used as part of this process where they conform to the overall objectives and outcomes of the policies of this CMP.

6.3 Role of the Conservation Management Plan, including Adoption and Review of Policies

Policy 2—Adoption of Policies

The conservation policies set out in this document should be reviewed by all relevant parties and, after any required adjustment, the Conservation Management Plan (CMP) should be adopted as a guide to future conservation and development of the place.

The primary 'relevant party' in this context is the Sydney Harbour Federation Trust (SHFT), the current managers of the site under the provisions of the *Sydney Harbour Federation Trust Act 2001*. (No other Commonwealth, state or local government agency currently has the jurisdiction over or responsibility for the site's care, management or heritage protection.)

This policy is also relevant to the proposed tasks identified in Stages 3 and 4 of the Brief, including:

- Stage 3: Peer review, public consultation and revision of the draft report to accommodate the results of the review; and
- Stage 4: Production of fully integrated reports or a single integrated report (by coordinating the Dockyard CMP and CMP for the convict and institution related sites concurrently being prepared by the Government Architect's office of the NSW Department of Commerce).

In each of these stages, there are important opportunities to recognise and evaluate (with amendments where necessary) the intentions and outcomes of the policies (both individually and as a whole) and so identify priorities, gaps and/or where further detail or changes are required.

Policy 3—Coordination with Management Plans

The analysis and recommendations of the CMP should be checked against and coordinated with any associated management plans for the place to ensure consistency of aims, approach and outcomes.

The primary role of this CMP, as identified by the SHFT Brief, is to provide conservation management input for current and future management plans for Cockatoo Island and its dockyard structures, uses and associations. As part of this task, the CMP and management plan(s) need to be

both theoretically and practically inter-related at all relevant stages, from their initial drafting through all phases of their implementation and subsequent formal reviews.

As many measures as possible, both formal and informal, should be used to ensure consistency of aims, approach and outcomes between CMP and management plan documents. Formal measures include ensuring consistency of terminology, organisation and descriptions (of areas, groups of structures, movable items etc) between documents, as well as specifically identifying 'up-front' the nature of their inter-relationship (including the role of each document and the specific areas in which they supplement each other). Statements relating to aims (including 'Vision'), key procedures (such as site management, planning for new works etc) and outcomes should not only be consistent but would benefit from sharing similar wording and layout.

Background material (including historical documentation, surveys of physical fabric etc in the form of text, illustrations, inventory forms, tables and bibliographical references), as well as detailed policies and recommendations, should be cross-referenced between documents where possible. Minimising repetition of information by such cross-referencing could also assist integration and more efficient use of each.

Policy 4—Distribution of the CMP

Copies of the completed CMP should be lodged with all relevant administrative, heritage and archival bodies/agencies, as well as being held by the Sydney Harbour Federation Trust, and be readily available for public reference.

This policy reflects the requirements of current good conservation practice (as set out in Burra Charter guidelines) for permanent records to be kept for sites of heritage significance which should then be available for ongoing consultation, review and use/modification over time. The policy also seeks to encourage ongoing community consultation and communication, which is critical to the implementation of any management plan for the Island (as noted in the current DMP), by making appropriate information readily available (including at the offices of SHFT and on site).

Copies of the final report are recommended to be lodged with the Department of Environment and Heritage (Canberra), the Mitchell Library (Sydney) and the NSW Heritage Office Library.

Policy 5—Monitoring and Review of the CMP

Implementation of the Conservation Management Plan should be continuously monitored and the document formally reviewed at intervals of three (3) to five (5) years to ensure management policies and works planned or being carried out conform to its recommendations and to take account of changed conditions.

The first review should be carried out within three years with subsequent reviews at no more than five year intervals. Review of the CMP should also be coordinated with reviews of the management plan for the Island which is recommended to occur at least once in every five year period after the

plan's adoption in accordance with Section 341X of the EPBC Act, as amended (as noted in the DMP). While general policies may well be retained with little change, specific policies may need to be amended in the light of new circumstances (including political decisions).

In between reviews, the implementation of the CMP policies should be continuously monitored as part of the required monitoring of the management plan to ensure consistency with identified objectives and Commonwealth Heritage management principles.

Policy 6—Professional Advice on Policies

Appropriate professional advice from heritage practitioners with experience in the areas required should be obtained to help review and/or amend specific policies when required.

Policy 7—Records of Intervention and Maintenance

All conservation works to site components and areas should be appropriately recorded and permanently stored as part of the archival recording of the history and significance of the item.

'Conservation' work includes all activities ascribed to it in the Burra Charter, from basic maintenance and repair works through to opening up, reconstruction and adaptation. Site components include all buildings and other structures, open areas as well as movable items, industrial heritage and archaeological sites/resources.

6.4 General Principles

6.4.1 Conservation Principles

Generally

Policy 8—Conformity with National and International Conservation Principles

The future conservation and development of the place should be carried out in accordance with the nationally and internationally recognised heritage conservation principles including:

- The Burra Charter: The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance 1999;
- *the Guidelines for the Protection, management and Use of Aboriginal and Torres Strait Islander Cultural Heritage Places; and*
- *the ICAHM Charter for the Management of Archaeological Heritage.*

Policy 9—Excellence in Heritage Management

Cockatoo Island should provide a national example of excellence in heritage conservation management and practice.

Cockatoo Island's combination of heritage attributes and resources of exceptional value, management under the SHFT Act and wide ranging opportunities for work, recreation and cultural tourism provides a unique opportunity to implement and actively promote the highest standards of heritage conservation management and practice. This goal, however, needs to be specifically recognised, built into and supported by all relevant management and works planning and procedures.

Interpretation, research and educational activities should also include promotion of its role in implementing 'best practice standards' as part of the conservation and management of the Island and (in the context of this CMP) of its dockyard components, uses and associations in particular.

Relationship to Significance

Policy 10—Relationship to the Assessment of Significance

The statement of cultural significance and assessments of the significance of components and sensitivity to change set out in this CMP should guide all planning for, and carrying out of, work on Cockatoo Island Dockyard.

These assessments of significance and sensitivity to change should generally guide conservation activities to and use of areas, components, fabric and non-tangible attributes of the place, including key visual and functional relationships. (More detailed policies relating to the application of the assessments of the significance of components (summarised as relative heritage value rankings) and sensitivity to change rankings are included in following sub-sections.)

This policy, however, should be implemented within the context of the recommendations set out in Section 6.1.2 Approach and Framework for Policies, particularly the need to take more into account than just the particular ranking of components and groups of components. As noted previously, there are two inter-related issues to take into account when evaluating decisions in terms of impact on significance, namely:

- acknowledging that while components may have differing levels of significance, where they are part of an assemblage of Exceptional and/or High significance, they are essential contributors to this significance; and
- recognising the degree to which a component's significance is embodied in some or all of its fabric and the extent to which this needs to remain unchanged to retain its individual and/or group values (ie its 'sensitivity to change').

Policy 11—Conservation of Dockyard Related Layering

The significance of the complex layering of fabric, uses and associations of Cockatoo Island Dockyard should be recognised, appropriately conserved and enhanced/interpreted wherever possible as part of the future use and management of the place.

In essence, this policy embodies and emphasises the importance of conserving (and interpreting) the legibility and centrality (in visitor's experiences of the Island as a whole) of its dockyard-related uses and associations. As part of this process, there is a need to recognise and retain wherever possible the 'idiosyncrasies' of the dockyard's character relating to its physical fabric and relationships to the Island's historic uses and associations.

Throughout the dockyard, the physical layout and fabric of components is able to tell a complex series of stories of past events, changes (in use, economic circumstances, industry and society) and technology (including structural and machine related systems). This can be read in many areas in the layering and juxtaposition of spaces and materials, the patina of different materials and evidence of previous mechanical fit-outs. In this context, conservation of the dockyard requires recognition and appropriate protection/interpretation of these subtle but important stories.

Policy 12—Minimising Impacts of Change

Any adverse impacts related to proposed change/development on the heritage values of the place, as a whole or particular components, should be minimised by:

- *exercising caution and reviewing the necessity and/or role of any decision with potentially detrimental heritage impacts;*
- *examining options and their relative impacts to determine the outcome with least detrimental effects; and*
- *ensuring, where possible, that changes (to use, layout and fabric) are reversible and/or have minimal impacts on the significance of the place, its spaces and elements.*

Decisions about works, intervention, new uses etc which may have detrimental impacts on the significance of the dockyard as a whole or particular components should always carefully review the nature of activity, possible siting options and the extent of physical intervention etc to ensure that options with the least heritage impact are identified and implemented.

In situations where an appropriately balanced outcome is not achievable and the major heritage 'values' will be adversely impacted on, heritage conservation requirements should prevail over the proposed change/development.

Policy 13—Removal or Damage to Significant Aspects

Removal or works which would adversely impact on significant areas, elements or fabric or other aspects of significance of the place should only be permitted where:

- *the work makes possible the recovery of aspects of greater significance not otherwise appreciable;*
- *the work helps ensure the security and viability of the place;*

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- *there is no feasible alternative (eg to meet safety and/or legal requirements);*
 - *the area, element, fabric or other aspect of significance is adequately recorded and, where appropriate, interpreted; and/or*
 - *full assessment of alternative options has been undertaken to minimise adverse impacts.*

This policy, in conjunction with policies relating to the role of the assessments of significance and managing change, recognises that change is inevitable in the life of a place such as the Cockatoo Dockyard and so seeks to ensure that all intervention in the place (ranging from maintenance and repair works through to removal/replacement of components and new infill development) recognises and appropriately conserves the greater and more important heritage values of the component or attribute as part of the dockyard and its Island setting as a whole.

This policy also takes into account the variable physical condition of many site components and varying 'sensitivity to change' of some of the components and/or later modifications that have been made to early layouts and fabric. While many of these changes have contributed to the historic layering of the place, others (particularly in recent years), as well as ongoing deterioration, have added little to the more significant values of the place.

6.4.2 Management Policies

Generally

Policy 14—Single Ongoing Management Structure

Management of the complex character, functions and significances of Cockatoo Island should be carried out by a single management body which has appropriate authority and ongoing resources (human and financial) to implement the policies of the CMP and related management plan for the place in both the short and longer term.

This management structure/body needs to be responsible for coordination and implementation of the many and varied requirements and recommendations arising from the relevant Acts, related documents (such as the CMP and management plan) and other statutory requirements within a context that appropriately conserves, interprets and presents to the public the site's key heritage values.

SHFT Board members and staff should be informed and consulted about heritage management procedures and requirements as these relate to the heritage 'values' of the place, at all levels and parts of the organisation.

Policy 15—Integrated Approach and Implementation

Management decisions and procedures should ensure an integrated approach to planning for and implementation of work/change to any part of the place to ensure that the significant 'values' and components of the place as a whole are adequately recognised and conserved.

This policy identifies the central role of the heritage 'values' of the Island to its management and the need for the management authority to adopt a 'total resource approach' which takes into account all identified site areas, components, attributes, uses and associations and their contribution to the overall significance of the place.

Proposed changes to the use or fabric and/or new development of any part of the site should also be considered as part of a co-ordinated and documented plan for the whole, to facilitate an orderly approach to both ongoing care and management of change. Alternatives for uses and/or change (including upgrading of service, adaptation for new functions, additional development etc) should always be adequately researched to ensure potential adverse impacts are minimised.

In this manner, decisions relating to appropriate siting, use, adaptation and/or the physical character of change and new development can be made within a context that explicitly acknowledges the significant character, components and 'values' of the place as a whole.

Policy 16—Specialist Advice

Relevant specialist heritage advice should be obtained as part of the decision making process for managing the care of, and changes to, the dockyard, as well as the development of detailed proposals for areas/components and the carrying out of work on significant elements and fabric.

An essential part of the Trust's management role of the Island should be to ensure that appropriate specialist expertise is obtained for both management decisions and all relevant procedures relating to site features and components. All areas, components and significant non-tangible attributes of significance (including uses, views etc) should be subject to this policy. Relevant specialist advice may range across a range of skills from investigation/research to maintenance and repair works, adaptation and the design of new development.

Specialist expertise should include a combination of in-house professional staff and external consultants and may, at any particular time, include historical or prehistory archaeologists, industrial equipment specialists, historians, conservation architects and/or engineers and interpretation, cultural tourism and education specialists.

Policy 17—Financial Resources

Adequate financial resources should be provided for the ongoing conservation and management of the Island in a manner which shares this responsibility between the government, SHFT, private commercial users and other relevant stakeholders.

One of the fundamental decisions facing current and future management structures is the extent to which Cockatoo Island (including the dockyard) ‘pays its way’. As the historical account demonstrates, the Island has not done so in the past but rather has been used in ways requiring significant financial resources from a variety of sources (primarily from the Commonwealth). This attribute is, in fact, a part of the Island’s significant history, character and use, and needs to be understood and interpreted as part of future long-term management and use.

Within this context, the management body should establish financial structures/parameters that acknowledge this past reality in relation to care of major features (eg access and service infrastructure, maintenance of historic features/structures etc) and prioritise operational and capital financial resourcing. At the same time, existing and/or new components and uses should be investigated for ongoing income generation (as discussed in Section 6.4.3 New Uses and Development below).

Heritage Management Policy Environment

Policy 18—Priority of Heritage Issues in the Management Policy Environment

Management planning for the Island should create a ‘policy environment’ within which appropriate decisions are made based on a clear and balanced understanding of all heritage impacts, positive and negative, of any proposed activity/intervention, and measures are taken to remove and/or minimise adverse impacts on significant ‘values’ of the place.

Policy 19—Conservation through Management of Adaptation and Change

All decisions for intervention and change should be evaluated in terms of the nature of the proposal, its purpose (including motives), long term context and how this relates to the identified ‘values’ of the Dockyard. Protection and enhancement of the fundamental significances of the place through the processes of appropriate adaptation and change for new functions should be a key management goal rather than seeking to produce a ‘museum piece’ by concentrating on preservation of fabric.

Adaptation and change to suit new functions (which give life and purpose to the Island) are themselves part of the historic and layered fabric ‘values’ of the Island and, in this context, the challenge for the place is not to conserve it as a ‘frozen in time’ museum piece, but rather to protect and enhance the more fundamental significances of the place through an ongoing process of adaptation and change.

6.4.3 New Uses and Development

Generally

Policy 20—‘Living Island’ Goals

Cockatoo Island should be conserved, managed and enhanced by compatible new uses and development to return and maintain it as a ‘living Island’ actively used, occupied and visited for a wide range of functions, at all times of day and year and by as many different people as possible.

This policy embodies and presents in ‘overarching’ form, two of the key ‘Vision’ themes identified in the DMP for the Island, viz:

- the desirability to ‘breathe life back into the Island’ by reviving former uses/activities and introducing new ones which will bring people back to use, enjoy and celebrate the particular character and values of the place; and
- the importance of ‘weaving the Island back into the fabric and cultural and commercial life of the city’ by making it an important part of a network of public foreshore spaces along the harbour and providing a range of activities to participate in (relating to work, active and passive recreation, cultural and commercial ventures and education).

This policy should, however, always be read and applied in the context of the Island’s significant character of ‘separateness’ and ‘isolation’ and its associated heritage values which should not be sacrificed for inappropriate (and often unnecessary) change (as discussed further below).

Policy 21—Conserving the Values Associated with the Island’s Isolation

The Island’s physical, visual and functional isolation and associations with being ‘separate from’ the activities and administrative structures of the adjacent mainland should be deliberately and carefully conserved as part of any planning for new uses and site components.

The high level of significance given to the Island’s isolated, remote and separate character and historical associations requires that much careful thought and appropriate action be directed towards its conservation. The complexity of factors contributing to this value, however (including historical uses and associations, limited access by water, government ownership and former security issues etc), and difficulty in defining just how to retain what is an essentially non-tangible heritage value, make this task extremely challenging. The added requirement to bring new activities and uses to the place to integrate it into the life of the surrounding city further increases the planning challenge.

In this context, planning goals and outcomes need to be regularly monitored against the policy objective and feedback from user/visitor experiences and public perceptions/marketing. Measures to help conserve the Island’s special and isolated place include:

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- Maintaining and explicitly identifying the administration of the place as a separate entity to the mainland (in a pragmatic, straightforward manner without gimmicks).
 - Explaining and positively exploiting the isolation of the place as a venue for specific events (ie in advertising which emphasises the 'special' nature of both).
 - Clearly interpreting and providing background information on key contributory attributes (such as the cleared/somewhat desolate landscape character, the separation of areas and access points (ie wharves), the need for security for particular functions (prison, submarine manufacture etc).

Policy 22—Conservation of the Unique Physical Character of Island

The Island's unique physical character that contributes to it being perceived as 'remote' and 'isolated' should be actively conserved and exploited as part of any new uses and development of the place.

Key attributes of the Island's unique physical character include its visual sparseness, numerous and often large open-spaces, abrupt changes in terrain, limited soft landscaping and remains of former structures scattered about and the pragmatic, 'hard-edged' industrial/institutional aesthetic of its buildings.

This policy identifies the need to retain, interpret and actively exploit the resultant, somewhat windswept/open visual character of the Island as much as possible rather than 'beautifying' or 'enhancing' it with extensive landscaping (hard and soft) and numerous and/or elaborate structures (including shade structures, decorative street furniture and banners etc). Appropriate design and siting of new structures, new and upgraded access and public facilities are also required (as discussed further below).

Policy 23—Roles of New Uses and Development

Future use and development of the site should provide for:

- *retention of significant values and attributes of the Cockatoo Island Dockyard;*
- *enhanced opportunities for presentation and interpretation of the Island and its history for public appreciation;*
- *maintenance of the industrial character of the Island;*
- *retention, interpretation and possible additions to existing historical layering;*
- *conservation (including ongoing maintenance) of significant components; and*
- *linkage with other harbour islands and foreshore areas (via interpretation, related activities, transport routes etc).*

Policy 24—Economic Role of New Uses and Development

New uses and/or development of existing areas and structures which will generate income to support the maintenance of essential infrastructure and help provide a nucleus for other activities, uses and visitation should be actively encouraged, subject to compatibility with the broader conservation policy framework of the CMP.

Both temporary and permanent uses are recommended to provide effective nuclei for attracting additional commercial uses and workers, services, customers and visitors for short and longer term activities. Examples of income generating uses identified in the DMP and endorsed in this study include commercial hire of existing buildings, dock/slipway structures and associated open areas for boat building and associated maritime activities, possibly including new buildings where appropriate. Elsewhere (eg in the former workshops), buildings or parts of buildings could be leased for hand-craft and/or small scale industrial manufacture (especially parts for maritime functions), function/convention use and gallery/museum functions. Undeveloped areas have the potential for use for events (entertainment, cultural, civic etc), such as the 2005 Easter weekend of popular music.

Policy 25—Relationship to Significance of the Dockyard as a Whole

Any proposal for change of use or uses should be assessed in the broadest sense to determine whether the proposed changes respond to and support the significance of the Cockatoo Island Dockyard as a whole.

Adaptation and change for new uses and the incorporation of new development has been the historical reality for much of the life of Cockatoo Island, and so one of the key opportunities and challenges for the future is to recognise and protect the core values of the place **through** the process of adaptation and change. In this context, the acceptability of proposed new uses, adaptation and development should be related as much to its purposes and motives and how these relate to the essential ethos and values of the Island's past.

Policy 26—Subservience of New Uses/Development to Significant Character and Values

Future uses and associated activities and development should not dominate the existing, significant character and historic layering of the dockyard, including evidence of significant associations and non-tangible value of the place.

Policy 27—Relationship to Significance of Components

Any proposal for new uses for the place and site components should be considered in the context of the potential impacts on the significance of the particular area and components affected, their assessed 'sensitivity to change' and role within the dockyard as a whole.

This policy builds on the previous recommendations (relating to the need to take into account the significance of the dockyard as a whole in decisions about change of use and new development) by

highlighting the fact that the components of the place have the potential to deal with change in different ways and with varying degrees of impact. By having to take into account all three issues relating to each component (ie significance, sensitivity to change and relationship to the place as a whole), a range of use, adaptation and new development options can be explored with different relative impacts on the dockyard.

When applying this policy, for example, to a utilitarian industrial building such as one of the simple brick store buildings on the Southern Apron (with a lower 'sensitivity to change'), consideration might be given to a proposal that required more comprehensive changes to the fabric which would significantly enhance the operational viability of a desirable or compatible use/development for the site as a whole.

6.4.4 Designing for New Uses and Development

Policy 28—Relationship to Historical Change and Development

Cockatoo Island's long history of additive and adaptive processes should provide the essential philosophical framework underpinning future conservation and management of change, including changes of use and new development.

As the historical account of the Island's development shows, it is the process of adding to and adapting existing structures, areas and the site topography/landform itself, rather than removing/clearing away elements (until the final phase, in which the Commonwealth progressively closed down and removed dockyard associated facilities), that has so strongly shaped the present significant character of the place.

The importance of maintaining this characteristic feature of the Island is also reflected in the fact that more than one of the six key 'values' of the Island identified in the 1997 CMP and current DMP relate to this attribute, including:

- the layering of uses and history (evident in the layout and fabric of the place);
- the values and examples of innovation and 'making do' evident in many of the dockyard buildings; and
- the tradition of adaptation associated with the dockyard.

This philosophical framework/approach also underpins the detailed conservation policies for the dockyard in this CMP to help ensure that change within the place as a whole meaningfully reconnects areas, structures and fabric with human interaction via work, education and recreation.

Policy 29—Priority of Retention and Adaptation

Retention and adaptation of existing structures is generally to be given priority, wherever possible, over new development. Existing structures should not be removed for new development except in limited and specific circumstances.

This policy needs to be cited and applied with care because:

- There are certainly some examples of buildings whose removal would be beneficial to the use, character and interpretation of the place (eg the public toilets near the Parramatta Wharf) but their removal needs to be carried out within a context that clearly identifies and plans for specific outcomes/objectives linked to the removal (eg better use and interpretation of main arrival area).
- The construction of new buildings/structures may, in some cases, be more appropriate to the heritage values of the place and particular components than significant adaptation (eg where extensive plumbing or other services are required).

Policy 30—New Development Generally

New structures, including buildings, may be constructed within certain areas of the Island provided they are appropriately located, sympathetic in form, scale and architectural character, removable and/or highly adaptable for a range of long term uses.

The complex layout and long, varied history of pragmatic building construction on the Island provides considerable scope for further evolutionary change, including the addition of new structures and alteration of structures/components identified as having a 'low sensitivity to change'. In each of these situations, and in conformity to good conservation practice, changes and new development should acknowledge and relate sympathetically to existing building forms, massing and character (including modulation, materials etc) without mimicking or visually dominating existing elements.

Areas potentially able to accommodate new structures are discussed further in the detailed policies for precincts and precinct groups included below. In general terms, appropriate locations include sites of former/recently removed structures adjacent to existing structures where they would form part of the overall complex of buildings.

Policy 31—Design of New Development

New development should relate sympathetically to and seek, where appropriate, to interpret the hard-edged industrial character of the dockyard areas and components as well as provide high quality contemporary design.

This policy deals with the need to recognise, and take advantage of, the particular 'gritty industrial' character of the dockyard areas and components. It is, for example, this existing character which makes possible the erection of simple 'sheds' (of a traditional corrugated iron or factory brickwork aesthetic) as sympathetic responses (in certain contexts) to the place. At the same time, the policy

allows (and indeed encourages) the highest quality contemporary design working, for example, within a 'minimalist' and 'machine/industrial' aesthetic.

6.5 Archaeology

Policy 32—Conservation of Archaeological Resources

Archaeological resources should be conserved and managed as part of the cultural heritage of Cockatoo Island. Management actions should seek to minimise adverse heritage impacts on the identified values of archaeological resources by adopting a cautious approach and having regard to the relative significance of different archaeological features and precincts, as well as the principles and policies of the Archaeological Management Plan.

A separate, comprehensive Archaeological Management Plan (AMP) for the Cockatoo Island Dockyard has been prepared and is presented as Volume IV of this CMP. The AMP provides detailed assessments, principles and more extensive policies for management of the archaeological resources of the place.

The AMP recognises that the heritage values of the archaeological resources of Cockatoo Island are reflected and expressed in their location, contents, form and fabric and relationship to the other archaeological resources and built, landscape and other heritage values of the Island.

- Decision-making for archaeological resources should be based upon proper understanding of heritage values and significance, including relative heritage value of individual elements (in their own right and as contributory elements).
- Specific operational works or maintenance actions should be planned to minimise impact on the identified heritage values of archaeological resources of Cockatoo Island and its individual archaeological elements.
- Future development concepts and options for Cockatoo Island should respect and appropriately conserve identified archaeological heritage values as expressed and embodied in the site as a whole as well as individual archaeological elements of significance.
- The functional relationships between archaeological resources and landscape, built and other elements should be interpreted, respected and maintained in future developments. Evidence of the ways in which the site has developed over time and how the use and functions of buildings and spaces has changed should be retained and/or interpreted.
- The significance of the archaeological resources of Cockatoo Island should be actively presented and interpreted to the wider community.

6.6 Conservation Policies for Precincts and Site Components

6.6.1 Introduction

Approach

The layout and approach of the policies in this section of the CMP take as their starting point the conservation and site management recommendations of the 1997 CMP for Cockatoo Island and, in particular, the six key heritage values subsequently incorporated into and used to underpin the policies of the Trust's DMP for the place, viz:

- the quality of isolation inherent in the Island;
- the layering of uses and history;
- the hard-edged industrial character;
- the bleakness of the stone convict compound and associated buildings;
- the values and examples of innovation and 'making do' evident in many of the dockyard buildings; and
- the tradition of adaptation associated with the dockyard.

The second major strand woven into the policies are the 'Outcome' recommendations of the current DMP, as summarised in text and graphic form earlier in this report.

In the case of each document (and in response to the project Brief), previous recommendations have been reviewed, retained as is, added to, amended, deleted and/or supplemented by new policies where appropriate.

Precincts and Precinct Groups

The division of the site into 'precinct groups' conforms to the site break-up into four areas identified in the Trust's DMP for Cockatoo Island (including The Plateau, Northern, Eastern and Southern Aprons). This arrangement, which allows ready correlation with the DMP, also groups together one or more of the nine smaller sized precincts/zones into which the Island has been divided for analysis and inventory purposes in this CMP.

6.6.2 The Cockatoo Island Dockyard Site Overall

Generally

Policy 33—Sensitivity to Change

The assessments of the sensitivity to change of components set out in this CMP should be used as the basis for managing change to these parts of the site and their immediate settings.

As noted in the 'Assessment of Significance' section of this CMP, it is usual with large and complex heritage places to use gradings of significance to help determine appropriate outcomes for proposed intervention by ensuring that positive conservation actions are directed to components of greater significance and greater negative impacts are confined to areas and elements of least importance overall.

In the context of Cockatoo Island, and the need to appropriately protect and interpret its identified heritage values (especially those relating to historic layering, traditions of adaptation and 'making-do'), an additional measure of heritage attributes related to particular components of the site has been identified—the item's 'sensitivity to change'—as a means of aiding decision-making about change and new development. In general terms, this measure identifies the extent to which the form, architectural character, fabric and/or functions of an area or component are able to tolerate change without adversely affecting the nature or degree of significance of the component within the dockyard as a whole.

Individual gradings of significance and sensitivity to change are set out in tables in the Assessment of Significance section of this CMP.

Policy 34—Existing Circulation Patterns

Existing circulation patterns, including roads, paths, tunnels and stairs, should be retained and appropriately conserved and interpreted.

While future uses of the site and the different reasons for site visits will influence the particular routes followed by individuals, future formal and informal thoroughfares should be specifically planned for as a matter of priority to:

- reinforce the functional and symbolic roles and associations of existing circulation patterns and components;
- establish use of these as 'habitual patterns of travel' which are then reinforced by repeated use; and
- facilitate the conservation of evidence of past thoroughfares in danger of being lost (because of its fragmentary nature, weathering/deterioration, lack of use and/or being obscured by natural or human made elements).

An essential starting point for site access planning should be the conservation (including all activities from simple repair through to reconstruction and adaptation for improved safety), use and interpretation of the existing network of roads, paths, tunnels and stairs etc in all their variety. This process may also be usefully accompanied by reinstating (or interpreting) components of routes which have effectively disappeared but allow a more complete ('connected') story/understanding of the site to be presented.

This process should also be coordinated with the preparation of an Interpretation Plan for the site (as discussed below) to identify:

- where and how past circulation patterns developed, changed and can be understood today;
- historic, thematic or other associational links between different routes and/or components of a particular thoroughfare; and
- the relevance of these routes to understanding and appreciating the significance of the place as a whole.

Wharfage

Policy 35—Use and Re-use of Wharfage

Existing wharfage should be retained and re-used where practicable, given the physical requirements of their intended use. Existing wharves may be added to and extended in order to increase their utility and new wharves may be re-established in locations where wharves have been removed. Existing wharves may be removed if their physical condition becomes sufficiently poor but, if so, their location should receive priority for re-use for wharf purposes in the future.

Many of the existing wharves surviving around the Island are constructed of concrete and are in a reasonably stable condition. However, timber wharves and wharves which use piles of concrete or timber degrade in their environment and their components are regularly replaced in service. Further, most were designed for berthing ships of certain sizes and are not able to be used by all types of vessels. As the future use of the Island envisages the use of various wharves for different purposes, adaptation of the existing structures, particularly by additions, would be preferable to the replacement of the existing wharf with a new structure.

Remediation

Policy 36—Remediation of Contaminated Areas

All future remediation works to remove site contaminants should be preceded by an appropriately comprehensive assessment of the nature and extent of contamination and techniques and approaches which would minimise the impact on significant physical fabric. Specialist heritage conservation advice should be included as part of this process to identify suitable measures to minimise heritage impacts, record works carried out and/or provide advice on repair/reinstatement works on completion.

This policy applies to all buildings, other structures and areas of archaeological potential.

As noted in the DMP, a draft Environmental Management Plan (EMP) prepared for the Island documents current environmental management requirements and provides broad strategies for remediation goals and the design of specific works. As this document will be required to provide

further advice (on issues such as additional assessments, management controls and contamination removal methods), it is timely and appropriate that its policy framework, approach and detailed procedural recommendations be reviewed in the context of the analysis and policies of this CMP and that amendments to recommendations (which would mitigate potential heritage impacts) be made where possible.

6.6.3 Precinct Groups

Southern Apron Precinct Group—Precincts 4, 5 and 6

Generally

Policy 37—Uses

Maritime-related activities such as boat building/repair/servicing and associated activities should be encouraged as much as possible in this precinct. Differing uses and activities (including maritime and non-maritime related) may be co-located within the Southern Apron as this would reflect the multiple activities previously carried out in this area.

The Southern Apron Precinct Group contains the dry docks and their working areas, remains of the timber Boatshed and Sawmill, stores and facilities for the Ship Painters and Dockers, specialist Naval Stores, the Southern Shipyard and boat and yacht slips. This range of activities provides a template for a wide range of future adaptive re-use of the area. New uses, however, including maritime uses, should not obscure the original function and spatial qualities of the area, particularly the dry docks. Where the maritime use is of a commercial nature, it should be subservient to the overall heritage management objectives and enhance conservation of the heritage values of the precinct.

Policy 38—Conservation of Dry Docks

No works or actions should be undertaken which would permanently compromise the ability of the dry docks to be re-used as docks.

The two dry docks are large facilities that have a commercial potential within the shipping industry, and although there appears to be no demand for them at present, it is possible that they may be required for particular uses in the future.

Policy 39—Conservation and Adaptation of Existing Structures

Existing structures, including buildings, wharves and slipways, should be conserved and appropriately adapted for new uses.

Appropriate new uses should preferably be those able to occupy and fit out (with relatively little radical change) the wide range of workshop buildings, sheds, hardstand areas, wharves and slipways which make up this area (and by so doing, effectively 'interpret' the area's past functions and significant character). Flexibility for adaptation and change is generally possible given the lower

'sensitivity to change' rankings of many structures, allowing them to be upgraded for current fit-out, technology and OH&S requirements.

Policy 40—Independent Landing Facilities

Independent access to, and landing facilities for workers in, the Southern Apron Precinct may be provided but use is generally recommended to be restricted to workers and other users of this area and not the general public. Any new wharf arrangements for this purpose must have an accompanying 'Muster Station' or access control facility.

The current proposals for replacement ferry wharf and pontoon facilities (eg at the southern end of Camber Wharf, as currently proposed in the DMP) are generally supported by this CMP, subject to appropriate resolution of the design of the adaptation and new development works. The wharf formerly had an accompanying Muster Station and a similar facility to provide secure access control must be established in association with this wharf.

This would allow separation and control of visitor access from an arrival point elsewhere on the site (the reasons for this separation including visitor safety, site interpretation and security of commercial enterprises etc).

Particular Components

Policy 41—Powerhouse

The Powerhouse should be retained and conserved (possibly as a working artefact) with appropriate interpretation. The management of the Powerhouse should be accordance with the separate Conservation Management Plan for the Powerhouse.

Further detail is provided in the Powerhouse Conservation Management Plan (draft completed by Godden Mackay Logan in September 2005). The future management of the Powerhouse is subject to overall policy decisions relating to the future use of the docks, as it contains the dock pumping equipment.

Policy 42—Integrity of Fitzroy and Sutherland Docks

The existing character and integrity of the Fitzroy and Sutherland Docks, their immediate setting and inter-relationships should not be compromised by new structures unless these are of limited impact and/or it is demonstrated that they are essential for the conservation of the precinct group as a whole.

The open spaces around the two docks and adjacent cliff/escarpment faces are included as part of the 'immediate setting' of the docks. The docks also provide an effective barrier separating the working area of the Southern Apron from the rest of the Island, thus allowing it to be more readily managed as a contained, separate and secure working area. Views from open areas of the Plateau

(on top of the escarpment to the north of the Southern Apron) provide opportunities for public appreciation of dockyard works below.

Use of the docks for a marina facility is not recommended in this report, as it would obscure the spatial qualities of these site components and their original function and associated history. (Any future use of the docks by vessels should allow for the presence of Keel Blocks remaining on the floor of the docks.)

Policy 43—Dock Caissons

The two dock caissons should be kept in reasonable operating condition for the foreseeable future despite any short-term proposals for the use (or not) of the docks, as their inoperability would compromise a range of potential future use options.

The caissons are both presently in position at the head of their docks and are believed to be in fair condition, the Fitzroy Caisson (built 1932) having been recently repaired and the Sutherland Dock Caisson was replaced with a new structure in the 1975.

Policy 44—Cranes, Machines/Equipment and Dockyard Fittings

As many cranes of the dockyard cranes as possible should be retained and appropriately maintained. Surviving industrial relics including machines and equipment and smaller dock fittings such as bollards and winches should also be retained and conserved, preferably within their original (or existing) locations.

Cockatoo Island Dockyard retains the best collection of historic cranes in Australia. Although conservation of such elements for heritage reasons is difficult, conservation of the dockyard's cranes is even more important now that they are recognised as having a significant aesthetic role to play as 'landmarks' and 'icons' of the Island's distinctive character within the harbour (in addition to their historical and technical values relating to past uses).

Policy 45—Cliff-face Setting to Sutherland Dock

No structure or other permanent physical intervention should be erected between the Sutherland Dock and nearby cliff face.

Existing pipe-work and extraneous service conduits are evidence of the long history of industrial operations on the Island and should be left in place. They may, however, be removed from the cliff-face above the dry docks if required for operational or safety reasons.

Eastern Apron Precinct Group—Precincts 7 and 8B
*Site Entry***Policy 46—Location**

The existing Parramatta Wharf should remain the primary public entry point to the Island and be appropriately upgraded to accommodate increased visitor numbers.

Policy 47—Control of Entry

Appropriate visitor reception and associated facilities should be provided adjacent to the wharf to provide waiting areas and control visitor access, distribution and experiences of the Island.

Current facilities at and near the wharf are not particularly successful in providing a type and quality of reception appropriate to the proposed 'Vision' and desired outcomes for new activities and life on the Island. Key functions that an upgraded entry area/facility should provide include the provision of attractive and 'enticing' initial views (even if limited in scope by topography and structures), initial orientation, site background and interpretation information, discretely sited but readily available toilets, drinks, shaded seating etc.

In addition, the facility can become an active part of the interpretation of the site, controlling initial access and direction of movement for travel through the site, as well as dealing, in its own context, with key themes relating to the site's isolation, relationship to the harbour (physically, functionally and historically) and 'controlled' nature of historical uses and related access.

*Workshops***Policy 48—Conservation of the Engineering Workshop Complex as a Whole**

The existing engineering workshop complex should be conserved in its entirety and interpreted to demonstrate the layering of features and fabric and its relationship to past historical events/associations and changes of use. Changes to individual components with a low 'sensitivity to change' may be permitted where this does not adversely affect this overall conservation objective.

This policy departs from the proposal in the DMP relating to possible removal of an addition to the original Convict-built Workshop (Building 138) and reconstruction of earlier features. Instead, it proposes to retain as much as possible of the later, generally dockyard-related additions and adaptations, each having a historic association relating to the expansion of activities or relocation of activities around the dockyard. The Engineering Workshops play an important role in the site's key heritage values (notably the 'layering of uses and history', the 'hard-edged industrial character', the site's 'values and examples of innovation and 'making do' and its 'tradition of adaptation associated with the dockyard'.

Policy 49—Compatible Uses for the Workshops

New uses for the workshops should seek to maintain and enhance previous functions and traditions (of manufacturing, craftsmanship, specialist/small scale industrial processes etc) and match uses with the appropriate building type/envelope to minimise physical changes, particularly to components of Exceptional/High Significance and High sensitivity to change.

This policy seeks to provide as wide a range of new use options as possible within this large and complex building group without being overly prescriptive about exactly how it should be done. It seeks to do this by:

- adopting a flexible approach to matching uses with existing spaces (so that functions requiring large open spaces can share/overlap the larger spaces, for example);
- allowing adaptation of areas and spaces generally (particularly where this can be in an ‘additive’ form capable of future removal/reversal); and
- permitting more radical changes to fabric of low sensitivity to change so that essentially compatible uses requiring contemporary standards of safety and amenity (eg natural lighting levels) can be accommodated.

Policy 50—New Development in the Workshops Precinct

New development may be permitted in this precinct if:

- *it is appropriately sited relative to the existing historic thoroughfares and buildings, the archaeological evidence of earlier structures and the general historic character of land use in the vicinity.*
- *its design acknowledges and works with the existing form/massing/scale and gritty hard-edged industrial character of the precinct’s dockyard-related development;*
- *it does not adversely affect key views from the Plateau to the east, southeast and south and towards the Island from neighbouring vantage points; and*
- *it retains views from the precinct of the cross-section of the grain silos in the man-made cliff face to the southwest.*

The Workshops Precinct has been a place of functional activity and ‘work’ for the 135 years of the dockyard’s operation and its physical features and elements are the result of that activity. Any new development in this precinct should be of this nature or of a form which is consistent with it.

Policy 51—Conservation of Cranes

The cranes currently located within the workshops buildings and on the Bolt Wharf are of heritage value and should be conserved as part of the future conservation and use of the building or area in which they are located. They may be reinstated to operation, subject to a Conservation Plan review of the details of their refurbishment and future operation.

The Electric Overhead Travelling Cranes installed in most workshop buildings are themselves of varying degrees of engineering significance and historic interest. Their significance is, in some cases, greater than the building in which they sit. Portal Cranes (plus the dismantled crane from HMAS Perth) on the Bolt Wharf form significant components of the overall collection of cranes on the Island. They may be mothballed or reinstated to use, subject to safety inspections.

Policy 52—Site Access for Workshop Users

Restricted access for users/tenants of the workshops could be provided by reinstatement of Ruby Wharf and steps at the southern end of the precinct.

This policy essentially conforms to one of the proposed 'Outcomes' in the DMP. The provision of independent access would also seek to encourage the sense of a 'precinct community' within this part of the site, encouraging inter-related trades/activities and engaging with businesses of substantial size for whom a dedicated landing/offloading area would be attractive.

Eastern Apron

Policy 53—Compatible Uses

Uses for this area in the short-term should generally seek to maintain the open-space nature of the site and may include large scale one-off or short-run entertainment or civic events catering for large numbers of people which require removable/portable structures.

This policy essentially supports the precedent established by the Trust relating to the use of this part of the Island for a popular music event. It also takes into account the nature of the changes that have occurred to this part of the site—generally related to recreation and/or work activities on a large scale—and its rugged physical character (including remains of past development), as well as its size and potential as an outdoor gathering space/entertainment venue for attracting large numbers of people to the Island.

Policy 54—Interpretation of past uses and structures

Surviving evidence/features relating to previous structures should be appropriately conserved and interpreted in a manner that still retains and exploits the open, undeveloped nature of this part of the site and its use for large scale events/uses.

Conservation and interpretation of the physical remains and past uses of this part of the site needs to take into account a wide range of physical, functional and interpretation issues ranging from the exposed location and potential for ‘heavy wear’ on remaining site features, potential contamination and other safe-access issues (trip hazards etc), the use of the area for through-site access (particularly to the workshops) and the apparent lack of physical ‘hooks’ on which to hang interpretation for the first time visitor.

At the same time, it is of crucial importance that the area retains its rugged, somewhat ‘abandoned’ character which embodies and reflects so many events and themes of the Island’s history (including its final, inglorious closure) and so must avoid actions which attempt to over-beautify (by landscaping, including hard-landscape paving and outdoor furniture), over-improve and/or over-interpret (ie let the space and remaining evidence speak for itself).

Policy 55—Waterfront Use and Development

New wharf access may be provided along the eastern edge of the Eastern Apron to provide access for greater numbers and/or sizes of boats. The construction of additional marina facilities for private boat berthing is not appropriate to this side of the Island.

New wharf facilities may be linked to workshop uses and/or passenger craft as well as providing increased loading and unloading facilities for large scale events. Any new wharf should acknowledge the former location and associations of the former Cruiser Wharf.

Policy 56—New Development

New building development within the Eastern Apron may occur, providing it is:

- *appropriately sited relative to the existing historic thoroughfares and existing buildings, the archaeological evidence of earlier structures and the general historic character of land use in the vicinity;*
- *its design acknowledges and works with the existing form/massing/scale and gritty hard-edged industrial character of the precinct’s former development; and*
- *it does not adversely affect key views from the Plateau to the east, southeast and south and towards the Island from neighbouring vantage points.*

The Eastern Apron was densely covered for most of the twentieth century by large horizontally-orientated buildings with gable roofs and clad in corrugated-iron sheeting. Any future development should be broadly consistent with this historic context.

Northern Apron Precinct Group—Precinct 8A
*Generally***Policy 57—Conservation of Unified Use of the Precinct**

The historic integrity of the Northern Apron relating its unified use and development in the past should be conserved and interpreted as part of future use and development.

The Northern Apron formed a single operational area when it was part of the Northern Shipyard and this attribute of its past use should be appropriately protected. The policy, however, is not meant to prevent different activities and groups of uses/functions within the area but requires any break-up in the uses of the area to be designed in such a manner that it maintains a sense of a single, integrated precinct with different but compatible activities within a larger, defined whole.

Site Uses**Policy 58—Public Open Space/Recreation**

The existing area of lawn adjacent to Parramatta Wharf should remain a public park for passive recreation. Adaptation to accommodate increased visitor numbers should be carried out in a manner which conforms to the general policies of this CMP. Consideration could also be given to reinstatement of the historic artefacts from the Island that were transferred to Spectacle Island for storage in 1992.

Although only developed in the 1970s, this small area with its historic artefacts became a popular feature of the Island for visitors, particularly as they waited for ferries. Recognition of this social role and upgrading to accommodate increased numbers of visitors would also represent a useful contribution to the proposed uses for the Island generally. Reinstatement and strengthened interpretation of historic artefacts (previously removed) would serve a number of amenity, functional and conservation goals.

Policy 59—Use of Wharf and Slipways

The two shipbuilding slipways and the Plate Wharf at the western end of the precinct should be adapted and re-used for maritime-related activities where possible.

Use of these components should not obscure the ability to read their original functions and spatial qualities, particularly in the case of the slipways. Where the use is of a commercial nature, it must be subservient to the overall heritage management objectives and enhance the conservation of the heritage values of the precinct as a whole.

Policy 60—Retention of Existing Open-space Character

The future management of this precinct should appropriately conserve the character and the scale of its former use and its large open spaces interspersed with large building footprints and remnants of previous use.

The existing building remnants and physical remnants of the shipyard are remnants of the former shipyard structures which were of a massive scale and physically dwarfed the humans carrying out the work. Future development should respect and express these contrasts.

Policy 61—Compatible Uses Generally

Uses for this area in the short-term should seek to maintain its present open-space character and may include camping facilities and amenities catering for large numbers of people which require removable/portable structures.

This policy essentially supports the precedent established by the Trust relating to the use of this part of the Island for public overnight camping. It also takes into account the nature of the changes that have occurred to this part of the site and its rugged physical character (including remains of past development) as well as its size and potential as an outdoor gathering space, entertainment and/or accommodation venue for large numbers of people on the Island.

Policy 62—Compatible Uses for Buildings 34, 46 and 49

New uses for these building should seek to maintain and enhance their previous functions or adapt them for compatible re-uses consistent with the future use of the area overall.

This policy seeks to provide as wide a range of new use options as possible, whilst recognising that, in their context, these buildings represent the human element amongst the massive industrial activities. Their industrial character is an important aspect of their historic significance.

Policy 63—New Development in the North Apron Precinct

New development may be permitted in this precinct if:

- *it is appropriately sited relative to the existing historic thoroughfares and buildings, the archaeological evidence of earlier structures and the general historic character of land use in the vicinity;*
- *its design acknowledges and works with the existing form/massing/scale and gritty hard-edged industrial character of the precinct's shipyard-related development; and*
- *it does not adversely affect key views from the Plateau to the north, northwest and northeast and towards the Island from neighbouring vantage points.*

The Northern Apron Precinct has been a place of shipbuilding for the eighty years and its physical features and elements are the result of that activity. Any new development in this Precinct should be of this nature or of a form which is consistent with it.

Specific Components

Policy 64—Conservation of Cranes

The cranes within the Northern Apron Precinct should be conserved as part of the future conservation and use of the precinct. They may be reinstated to operable condition subject to appropriate detailing of refurbishment works.

The two gantry cranes and travelling portal crane currently located in the Northern Apron area are of considerable engineering significance and historic interest. Whether they are mothballed—with appropriate conservation of fabric—or reinstated to use, their retention on the site needs to be accompanied by adequate safety inspections/monitoring. Where works are carried out (to maintain/repair fabric and/or reinstate operability), adequate, specialist heritage advice should be provided to ensure all works carried out are in accordance with the CMP and good conservation practice.

Policy 65—Site Access for Slipway Users

Restricted access for users/tenants of the slipways area could be provided by adaptation and re-use of the Plate Wharf at the western end of the precinct.

The provision of independent access would encourage the sense of a ‘precinct community’ within this part of the site, encouraging inter-related trades/activities and providing a discrete tenant facility. Plate Wharf may also be physically adapted to make it useful for general wharfage purposes subject to appropriate design, detailing and conservation procedures.

Interpretation

Policy 66—Interpretation of Past Uses and Structures

Surviving evidence/features relating to previous structures should be appropriately conserved and interpreted in a manner that still retains and exploits the large-scale nature of this part of the site.

Conservation and interpretation of the physical remains and past uses of this part of the site needs to take into account a wide range of physical, functional and interpretation issues ranging from the exposed location and potential for ‘heavy wear’ on remaining site features, potential contamination and other safe-access issues (trip hazards etc) and the use of the area for through-site access (particularly to the tunnel).

At the same time, it is of crucial importance that the area retains its rugged, ‘abandoned’ character which embodies and reflects so many events and themes of the Island’s history (including its final,

inglorious closure) and so must avoid actions which attempt to over-beautify (by landscaping including hard-landscape paving and outdoor furniture), over-improve and/or over-interpret (ie let the space and remaining evidence speak for itself).

Plateau Precinct Group—Precincts 1, 2 and 3

Uses and New Development

Policy 67—Compatible Uses for Precinct

Uses for this area in the short-term should generally seek to maintain the cultivated parkland setting of the precinct and the general nature of the historic use of the individual buildings.

This policy recognises that there is a range of building types within the precinct, some domestic in nature, others area of administrative (office) form and others are large industrial workshops. In each case, the futures uses of the buildings and the area generally should be compatible with the design and historic character of the precinct. The ‘white-collar’ character of the precinct is an important aspect of its historic significance.

Policy 68—Compatible Uses for Individual Buildings

New uses for the individual buildings should seek to maintain and enhance their previous dockyard functions or adapt them for compatible re-uses consistent with the future use of the area overall.

This policy seeks to provide as wide a range of new use options as possible, whilst recognising that, in their context, the domestic and former Prison buildings represent the human element and the intellectual aspects of the massive industrial activities elsewhere on the Island.

Policy 69—New Development

New building development within the Plateau Precinct Group may occur, providing it is:

- *appropriately sited relative to the existing historic thoroughfares and existing buildings, the archaeological evidence of earlier structures and the general historic character of land use in the vicinity;*
- *its design acknowledges and works with the existing form/massing/scale and institutional, industrial or residential character of the precinct’s former uses; and*
- *it does not adversely affect key views from the Plateau to the east, southeast and south and towards the Island from neighbouring vantage points.*

The intention of this policy is essentially to recognise the range, diversity and layered evidence of the historic uses and development of the Plateau area in all detailed planning for future conservation, use and associated development. The policy also needs to be coordinated with the recommendations provided in the CMP for the Convict and Institution-related components of

Cockatoo Island (and the Plateau in particular) so that all relevant issues relating to the conservation of this area are taken into account.

Interpretation

Policy 70—Interpretation of past uses and structures

Surviving evidence/features relating to previous structures should be appropriately conserved and interpreted in a manner that still retains the redeveloped aspect of these building and this part of the site.

Conservation and interpretation of the physical remains and past uses of this part of the site needs to take into account the historic significance of their pre-dockyard use without diminishing or obscuring their role as part of the dockyard.

At the same time, it is of crucial importance that the area retains its institutional character which embodies and reflects so many events and themes of the Island's history.

6.6.4 Machinery and Equipment

Generally

There is a wide range of machinery and equipment on the Island, consisting of items identified as being of High or Exceptional significance in previous heritage studies. These items were subsequently withheld from disposal sales for heritage reasons. The resulting unique collection includes items that are rare and exceptional in their own right, items which contribute to an important collection and items important for associations with particular processes of the Cockatoo Island Dockyard.

Care and management of this machinery and equipment should be aimed at the conservation and interpretation of the major features and associations of significance.

Specific Policies

Policy 71—Conservation of Significance

All surviving machinery and equipment should be retained and conserved in accordance with the policy recommendations included in the Inventories for individual items which form part of this CMP.

Conservation of surviving machinery and equipment on the Island should include:

- ongoing maintenance;
- repair/reconstruction of fabric based on appropriate conservation/specialist advice;

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- measures to protect and enhance the historic integrity of items (both individually and as part of particular groups); and
 - measures to interpret both the role of the item and its relationship to the history, uses and associations of Cockatoo Island Dockyard as a whole.

Policy 72—Relocation of Machinery and Equipment

Machinery and equipment should be retained in its historic (if not current) location. If machinery or equipment need to be removed, relocated or altered for functional, safety or other specific reasons, the particular item(s) should be recorded in detail prior to the change. Measures should also be put in place, where possible, to allow items to be reinstated in their original locations at some future time.

A number of items have been relocated several times as part of their storage for the past decade and are not in their original context (which may, in fact, no longer exist). Machinery and equipment is generally recommended to be returned to and/or conserved in its original location wherever possible. Where not possible, information relating to original contexts and functions should be assembled and used as part of the interpretation of the machine or piece of equipment.

Policy 73—Interpretation

The history and heritage significance of significant machinery and equipment should be actively and innovatively interpreted throughout the site.

This should include interpretation of the role of particular items in their workshop and/or dockyard contexts, their operation and products (or outcomes) produced. The important role of these elements in representing the character and functions of former industrial workplaces, technologies and labour practices should also be integrated into the interpretation.

Policy 74—Reinstatement of Operation

Some items of machinery and equipment are suitable for reinstatement to operational condition and others may have a potential for future use if appropriately refurbished. Reinstatement of any item of machinery and equipment should be subject to specific conservation/adaptation policies and detailed recommendations (including schedules of work) prepared in accordance with the policies of this CMP and with appropriate specialist heritage input.

A Conservation Management Plan would provide an appropriate framework for the preparation of detailed works recommendations for individual items or groups of equipment/machinery.

6.6.5 Maintenance and Repair

Ongoing maintenance should be a fundamental priority for the ongoing care and management of the significant components and fabric of the dockyard. This is due not only to the age and periods of

neglect of the various elements but also the harsh nature of the physical environment (and the corrosive environment for machines and equipment that an island location essentially provides).

Policy 75—Maintenance and Repair Works Generally

Appropriate repair and maintenance works should be carried out, on an ongoing basis, as a matter of priority on significant components of the dockyard. The works should seek to secure fabric against further deterioration and also to retain as much as possible of the integrity and historical evidence/layering of the place.

Structures, machinery/equipment and other components of the site should be regularly inspected and maintained in a manner appropriate to their needs, use and significance.

Maintenance and repair works should be directed towards 'doing as much as necessary but as little as possible'. This includes retaining existing significant attributes and fabric layering by additive processes (ie patching) wherever possible, rather than replacing elements. New work should take particular care to retain (by restoration and/or reconstruction) original/early detailing as well as the historic patina and particular idiosyncrasies of existing fabric and features. Works should be supervised by appropriately experienced conservation specialists and evidence of previous elements, fabric and detailing should be recorded during the works.

Policy 76—Maintenance Program

A long term maintenance program for the dockyard (including all site components) should be prepared to assist ongoing care and management, and ensure the place meets the minimum standards of maintenance and repair required for items of identified Commonwealth significance.

The maintenance program should be prepared by appropriately qualified heritage professionals and include both inspection checklists and works specifications for all relevant areas, elements and fabric of the place. The maintenance and repair works recommendations should be based on an understanding of the significance of the place, the policies of this CMP and appropriate conservation philosophy and repair techniques. (As a useful starting point, the program should seek to meet the minimum standards of maintenance and repair for items of identified state significance as required by Section 118 of the NSW Heritage Act.)

The maintenance program checklists and schedules should be prepared following completion of the CMP and related management plan for Cockatoo Island. These should be available for inclusion with any documents relating to use and/or lease of parts of the site by outside groups and/or individuals.

The maintenance program should be reviewed at the same intervals as the CMP and management plan. It should also be reviewed if there are significant changes of use of the place and/or a notable change of condition (eg following a fire etc).

Policy 77—Specialist Advice

Consultants and tradespeople involved in specifying and/or carrying out maintenance and repair work should be appropriately experienced in their fields with knowledge of good conservation practice. Care should be taken during all work to ensure significant fabric and features are not damaged.

This policy should be included as part of the Maintenance Program for the site.

6.7 Setting and Access

6.7.1 Generally

Policy 78—Maintaining Perceived Isolation of Site

The quality of isolation due to the location of the Island within the harbour, and difficulties of access by water, should be maintained and interpreted.

Contributors to this 'quality of isolation' which are relevant to this policy include:

- the need to travel by boat to and from the Island;
- the extent/duration/timetable coordination requirements for boat journeys;
- the limited number of embarkation and disembarkation points; and
- the particular topographical features and limited views at the major entry points (particularly Parramatta Wharf) which effectively constrain/slow down access into and through the Island.

Retention of this 'quality of isolation' as part of the experience of visitors/regular users essentially requires a balancing of measures to make the place accessible (eg by increasing the frequency and formal timetabling of ferry trips) while still maintaining controls on landing and associated access (eg by limiting public and/or other usage to specifically designated wharves), as well as the overall experiential qualities of the site.

Policy 79—Maintaining Key Views of the Island in its Setting

The significant physical and visual character of the Island within its harbour setting should be appropriately conserved.

Key attributes which contribute to the significant physical and visual character of the Island in its harbour setting include:

- the overall size of the Island (with its substantial areas of reclaimed land which contribute to this);
- its dramatically contrasting topographical character (particularly in views from and across the harbour);

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- the predominance of human development (such as wharves/slipways, hard-standing, buildings and other structures) over natural features in general views towards the Island (and particularly from the east, south and west); and
 - the landmark role of the tall structures on the Island, most notably the cranes on the water-fronting edges of the site (particularly to the south and east).

In the context of the policy requirements, these site attributes should be specifically acknowledged, protected and interpreted in future planning for and development of the site, particularly areas/components visible in key views from the harbour. Proposed changes and/or development that would significantly affect/alter these attributes or their inter-relationships (and thus affect the extent to which they help locate and distinguish the Island within its harbour setting) should also be prohibited and/or strictly limited.

6.7.2 Relationship to Harbour Management

Policy 80—Coordination with NSW Maritime Authority Requirements

The policies of this CMP and associated management plans for Cockatoo Island should be coordinated with the relevant requirements and guidelines of the NSW Maritime Authority. Potential areas of conflict between these documents which relate to conservation requirements/imperatives should be subject to discussion/negotiation to ensure appropriate, balanced performance outcomes.

Implementation of this policy may need to include assistance from appropriately qualified specialists with heritage as well as the relevant technical qualifications (eg in structural or mechanical engineering, etc).

6.7.3 Access Through the Site

Policy 81—Retention of Established Access Routes

Established access routes and contributory components (including roads, paths, steps, tunnels etc) should be appropriately conserved, used and interpreted as much as possible.

This policy addresses the fundamental need to integrate the location, character and fabric of past access-ways and their inter-relationships into the ongoing, active life of the Island. While the fabric of many areas/components may need repair, partial replacement and/or supplementation, it is the layout and linkages and the stories they tell about past uses and associations that is generally of greater importance and needs to be conserved through ongoing use and interpretation.

In this context, thoroughfares such as the North–South Road should be conserved in a manner that reflects both its former importance as a thoroughfare and the ‘gritty’ industrial character of the area it served. Overly ‘beautifying’ this thoroughfare and/or obscuring its role in carrying large, noisy industrial ‘heavy traffic’ are both inappropriate outcomes relative to its significant heritage values.

Where repair/replacement of fabric and/or additional trafficable paths and/or steps are needed, these should be modelled on the character of existing access routes—including relationship to topography and ground surface, width and configuration (eg straight, naturalistically curved etc), materials and construction—rather than introduce new forms and materials not previously found within the particular area/precinct or Island as a whole. Upgrading of access routes for new functions and increased usage should also ensure that size (particularly the narrowness of paths) and characteristic features, such as informal edging, juxtapositions and/or variations in treatment according to site location and topography, are retained and actively interpreted.

In some areas, the combination of topography/landform, existing development (including structures, hard-standing/slipways, machinery/equipment etc) and evidence of past structures provides an opportunity to add/insert new access-ways as part of the 'built form' of the place. Thus, for example, steel 'industrial' ramps may be provided adjacent to industrial buildings (eg for handicapped access or general access across difficult topography) and/or open timber 'wharf/jetty' type structures might be reconstructed along sections of the water-edge to serve as a 'boardwalk' path.

Policy 82—Safety and Security of Access

Upgrading of the safety and security of access to and within the Cockatoo Island Dockyard should be carried out within a coordinated plan for the place as a whole and incorporate the policies of this CMP to guide specific recommendations.

This policy identifies the importance of coordinating decision making about basic access routes with the heritage conservation objectives (and opportunities) of the Island. Within a 'whole of Island approach', performance outcomes for safe and secure access can be coordinated to ensure that standards are uniformly applied and/or certain areas are restricted in access in various ways (eg requiring guided accompaniment, roped off to the general public, sign-posted with warnings etc).

Areas with private tenancies which need to be separated from public access for security and/or safety reasons should also take into account the policies of this CMP for maintaining significant character and values. More generally, as long as key views of privately tenanted areas from publicly accessible spaces continue to be provided, public access does not have to be provided to all areas of the site (although established routes and/or evidence of past routes should be maintained in situ in these areas).

6.8 Interpretation, Research and Education

6.8.1 Interpretation

Generally

Policy 83—Interpretation Requirements Generally

Measures to appropriately interpret the major aspects of significance of the Cockatoo Island Dockyard should be incorporated into all conservation and development proposals for the site.

A variety of methods should be used to interpret the significant values and associations of the site as identified in the Assessment of Significance. Methods of interpretation include conserving original features and fabric, reconstructing missing or damaged elements based on documentary and/or archaeological evidence, introducing interpretative devices such as discrete labelling, the use of historic photographs, preserving evidence of original finishes, fit-out (including equipment) and fabric, and allowing access for specialist study and/or presentation in publications.

Other interpretation recommendations are included in specific policies in this CMP.

Policy 84—Preparation of an Interpretation Plan

An Interpretation Plan should be prepared by (or on behalf of) the Sydney Harbour Federation Trust as an essential component of the development of detailed site management policies and decision making about future site use and development. The recommendations of the Interpretation Plan should be implemented as an essential component of all planned activities and works for the place.

This policy identifies the fundamental need for an appropriately detailed Interpretation Plan for the Island as part of the input into the development of site management and planning policies. Such a document should be completed before the preparation of detailed planning schemes or works proposals. It would also be preferable to be able to refer to such a document (and its recommendations) as part of documents calling for 'Expressions of Interest' (relating to use/development of the site), rather than the present situation which provides no guidelines or focus for such matters.

Because of the unique nature of the site as well as the complexity and high ranking of its significant values, the preparation of a comprehensive and detailed Interpretation Plan is of particular importance for its meaningful inclusion into site and management planning at the earliest possible stage. Just as high standards of conservation work and management ('Excellence in Heritage Management' policy) and innovation in building adaptation and new construction ('Design of New Development' policy) are recommended, active and innovative measures to interpret the site's past and heritage values provide an important measure of distinguishing the Island within both national and international contexts.

Because of the size and complexity of the site and the long-term planning required to meet current DMP objectives, staging of the Interpretation Plan (IP) is recommended, including:

- preparation of an overarching IP establishing general directions, policy framework etc;
- development of a framework for staging of more detailed IP documents for specific areas, functions etc, in conjunction with SHFT's timetable for overall management planning;
- preparation of components within the framework of the overall IP relating to specific areas, functions, events and/or clients; and
- participation in Management Plan and CMP reviews (as recommended) which should include review and amendment of the IP.

By retaining the flexibility to prepare a range of different types of interpretation measures at different times, greater opportunities exist to spread the costs between different groups, explore a range of different approaches (by different people etc), keep up to date with relevant issues and innovation, and target the outcomes to specific circumstances. Thus, for example:

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- certain ‘interpretation goals’ could be identified in the IP which need to be met by all groups/individuals wishing to work and/or hold an event on the Island;
 - a range of ‘interpretation options’ could also be included identifying ways in which these goals could be met (and paid for) and relating these to the function, size and cost of the activity (eg a light and music show may add an ‘interpretation’ component to the performance and/or record this for archival purposes; short walking tour leaflets may be prepared by commercial tour guides; functions held on the Island may be required to provide photographs and ‘feed back’ on their experiences as part of an oral history collection; commercial enterprises may be required to provide more formal identification/interpretation (by photo boards etc) of the areas/buildings they occupy.); and
 - the priority of different types of interpretation (eg a particular use of the Island as a whole or a precinct or building or association such as war-time ship repairs) could be adjusted to meet changes in need, funding availability and public interest (eg funding for military related history or Union history may be available at particular times).

Policy 85—Interpretation through Conservation Works

Preservation, restoration and reconstruction of key significant elements, areas and fabric is the preferred method of meaningfully interpreting important attributes and associations. Where adaptation is part of the conservation work, measures should be incorporated to show the location, character and/or role of removed or altered elements where appropriate.

Some examples of interpretation measures which accord with this policy are included in the preceding policies for specific areas and components. These should also be used to inform similar measures throughout the site, as appropriate.

Revealing previously hidden elements and fabric, and defining new fabric and elements used as part of reconstruction and adaptation (as recommended in the Burra Charter and general policies section of this report), are associated methods of interpretation in this context.

Policy 86—Interpretation as Part of New Development

Appropriate measures to interpret the history and significance of the site as a whole should be incorporated into the proposed new development on the lower site area.

Interpretation measures may include physical site elements (such as interpretive artworks, openings in floors/walls etc to reveal previously hidden features etc) which reflect past attributes of the site as well as more formal means such as historic photographs and brief historical accounts (as part of interpretation plaques etc).

Policy 87—Interpretation through Use and Management

Use and management of the Island should encourage/support the presentation and explanation of the various historical strands of the Island's past to all site users.

Policy 88—Interpretation through Control of Access

Control of access to and through the site should be used to help interpret both the tangible and intangible heritage values of the place.

Careful and thoughtful control of access to and through the site are valuable ways of providing an evolving, involving and structured interpretation of story of site (or part of site) and its development, associations and significant values.

Different pathways/routes may be used to tell different stories but each should, to some degree, identify how their story is set within the integrated context of Island as a whole (eg a computer game which gives different end points following choices that are made by the user, different combinations of access might be possible for different stories while also emphasising the dynamic quality of visitors' interactions with the environment). In such a context, the visitor comes to understand the areas and elements visited but is tempted to return for experiences of other areas/elements. Reinstatement and/or control of particular paths/access routes would also help keep the 'surprise around the corner qualities' which moving through the site provides. Dramatic and controlled uses of the tunnels would also be particularly popular.

6.8.2 Community Consultation and Participation

Policy 89—Establishment and Maintenance of Community Consultation and Participation

Ongoing community consultation and participation in site use and interpretation should be carried out as part of the overall management of the Island.

This policy essentially relates to the requirements in the DMP for ongoing communication and consultation with various community representatives and groups in the whole of site planning process.

6.8.3 Education and Research

Policy 90—Education Role in Site Interpretation

Site interpretation should include a deliberate education component relating to the full range of significant historical components of the Island's past.

Cockatoo Island Dockyard has significant evidence of and associations with many important and diverse strands of Australian history, including issues/histories from British colonial and maritime history of the eighteenth and nineteenth centuries, nineteenth and twentieth century industrial history,

histories of work practices (including apprentice and labour organisations), and themes/events of civic/national history.

Key components of the place also reflect some of the complex inter-relationships between these historic themes and events (including, for example, changes to labour organisation and economic priorities in times of war and/or imperial ambition). The varied nature of the site also provides many opportunities for presenting educational programs (to all types of audiences) using different media and approaches (eg worker education may be focused on different themes and components of the place to programs on its ecological history or relationship to penal institutions throughout Australia).

Policy 91—Exploit Educational Potential and Uses of the Island

Opportunities to use Cockatoo Island for educational purposes should be actively pursued as part of the wider policy to incorporate the Island into its social context and serve a range of useful functions for the wider community.

Education-related uses of the Island may include temporary and/or long-term use of buildings and/or open areas for various teaching, training and/or vocational guidance functions. The Island may even be able to be used by one or more educational institutions on an on-going basis. The Island's historical, scientific and social significance should also be used to integrate it into education programs and curricula in schools and universities. Programs to support a 'Historian in Residence' could also be developed and/or an annual Cockatoo Island research grant or prize for study of one of the key aspects of Island's (and therefore Australia's) history (along the model of the current NSW Premier's Prizes for particular types of writing, including history).

Policy 92—Incorporation of Research into Ongoing Management

Further research of the various historical strands of the Island's past should be included in the overall management of the place and adequate budgeting should be allowed for this as part of the overall financial management of the place.

Coordination with other bodies that deal with historical research should be established to increase opportunities for research on Cockatoo Island and help integration of its histories with context/events of city, state and nation. Examples include state government agencies with past links with the use of the site (such as Ministry for the Arts, Culture etc, Department of Labour and Maritime Services Board, etc), public and private agencies who carry out historical research and/or education programs as part of their 'core business' (eg Historic Houses Trust, the various museums, National Trust of Australia (NSW)), academic and professional organisations involved with research and dissemination of information on historical research projects (eg universities, Royal Australian Historical Society and Professional Historians Institute).

