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**Sydney Harbour Federation Trust**

**Management Plan – Woollahra No. 1**  
Former Marine Biological Station  
(31 Pacific Street, Camp Cove)

**18th MAY 2004**



**Australian Government**

**Sydney Harbour Federation Trust**

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## Introduction

On 21<sup>st</sup> August 2003 the Minister for the Environment and Heritage, Dr David Kemp MP, approved a Comprehensive Plan for the seven harbour sites managed by the Sydney Harbour Federation Trust. The plan, which was prepared in accordance with the requirements of the *Sydney Harbour Federation Trust Act 2001*, sets out the Trust's vision for the harbour sites under its control. It also includes:

- A process for the preparation of more detailed management plans for specific precincts, places or buildings – see *Part 11*; and
- Objectives and Policies covering a range of matters such as Cultural Heritage, Biodiversity Conservation and Aboriginal Heritage that must be addressed when Management Plans or specific Activities are being considered on *Trust Land Sites* –see *Part 3*.

The Comprehensive Plan proposes the restoration of the former Marine Biological Station at Watsons Bay. It also proposes that the lower portion of the site is opened up as a small park that will provide public access to Camp Cove Beach. The Trust has identified this work as an important priority.

The Environment Protection and Biodiversity Conservation Act also requires that the Trust, as a Commonwealth agency, make written plans to protect and manage the Commonwealth Heritage values of Commonwealth Heritage places that it owns or controls. The former Marine Biological Station has been identified as having Commonwealth Heritage value.

Accordingly the purpose of this Management Plan is to guide the work proposed in the Trust's Comprehensive Plan and to satisfy the requirements of Schedule 7A of the EPBC Regulations, 2000.

## Commencement Date

This plan was adopted by the Trust on 18th May 2004 and came into force on that date.

## Land to which the Management Plan Applies

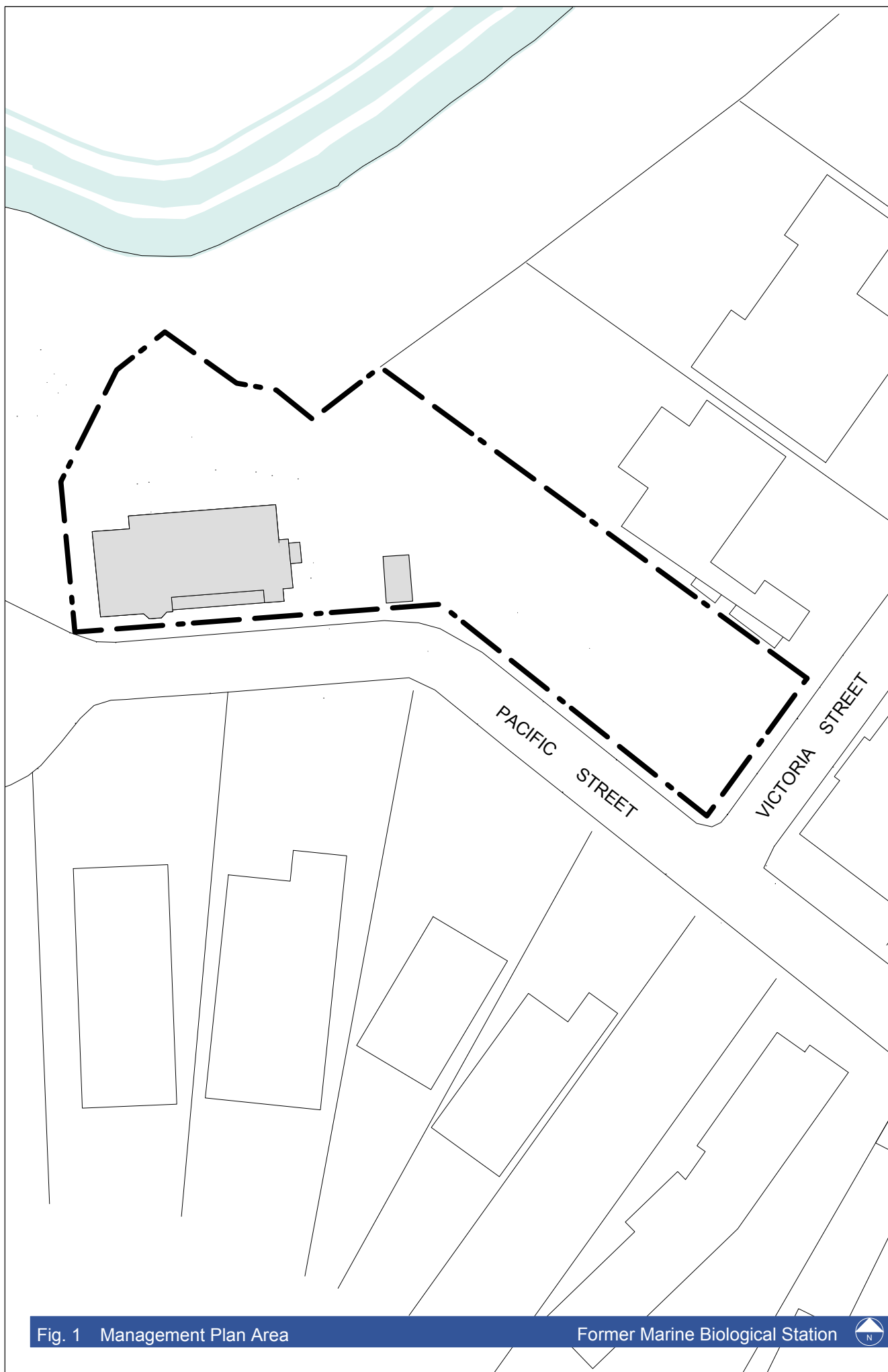
The land covered by the Management Plan is shown by broken black edging on the plan at *Figure 1*. All of the land is included within Lot 2 DP 536603 and is in the ownership of the Sydney Harbour Federation Trust.

## Aims of this Plan

The aim of this Management Plan is to:

- Conserve and interpret the Commonwealth Heritage values of the building, garden and site and to facilitate their continued residential use while providing for occasional public access to the house as well as permanent public access through the lower garden to Camp Cove Beach.





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In doing this it also aims to:

- Be consistent with Commonwealth Heritage management principles;
- Provide opportunities for visitors to understand and appreciate the totality of its heritage. This includes its early associations with Nikolai Miklouho-Maclay, its long residential occupation by senior army officers, its local context particularly the role of the area in the defence of Sydney and the pre-European landscape;
- Assist the conservation of the building's historic fabric by ensuring that it is occupied as a dwelling in a way that is consistent with the recommendations of the Conservation Management Plan;
- Protect the cultural landscape including the gardens and existing exotic plantings;
- Provide opportunities for visitors to understand and appreciate the natural terrain;
- Develop the lower portion of the site as a small park that interprets the original landscape, provides pedestrian access to Camp Cove and areas for picnicking and relaxation;
- Provide for views through the site to Camp Cove while maintaining privacy and security for the house;
- Provide for site interpretation, education and appropriate community, residential and other uses;
- Provide for better integration with Green Point Reserve (Laings Point);
- Realise the potential for easy access including access for the disabled;
- Improve the quality of stormwater runoff in order to reverse the adverse impact on the harbour;
- Apply the principles of Ecologically Sustainable Development (ESD);

## Relationship with the Trust's Comprehensive Plan

This Management Plan is the middle level of a three tiered comprehensive planning system developed to guide the future of the Trust's lands.

The other levels are:

- The Trust's Comprehensive Plan - this is an overarching plan that provides the strategic direction and planning context for all of the management plans; and
- Specific projects or *actions* - *actions* are defined in the Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) and are similar to the concept of *development* in the NSW planning legislation. Part 11 of the Trust's Comprehensive Plan requires a Management Plan to be in place before an *action* is determined by the Trust.

This Management Plan describes specific outcomes for the former Marine Biological Station. It interprets the Trust's Comprehensive Plan and guides its implementation by providing more explicit detail about the way the site and building is adaptively reused and conserved.

This Management Plan has to be interpreted in conjunction with the Trust's Comprehensive Plan. It must be consistent with the Comprehensive Plan and in particular must be consistent with the *Outcomes* identified in *Part 9* of the Trust's Plan and must address the *Objectives and Policies* in *Part 3*.



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The *Outcomes* diagram in *Part 9* of the Trust's Comprehensive Plan for the former Marine Biological Station is reproduced at *Figure 2*.

The *Objectives and Policies* most relevant to this Management Plan are those relating to the conservation of cultural and aboriginal heritage and of the natural environment, access, the adaptive reuse of buildings and stormwater management. These *Objectives and Policies* were addressed during the assessment of the site and are discussed in more detail in the relevant sections of this plan.

## Relationship with other Trust Management Plans

This Management Plan is the first to be prepared by the Trust for land within the Woollahra Local Government Area. All of the Management Plans must be consistent with each other and have regard for any other plans for neighbouring lands.

## Related Policies and Guidelines

There are a number of overarching Policies and Guidelines foreshadowed in the Trust's Comprehensive Plan that will also guide the conservation and adaptive reuse of the former Marine Biological Station. However, at this stage only a few have been prepared. As others are prepared they will also apply. Current relevant policies are:

- The Trust's draft Leasing policy;
- The Trust's draft Access policy

This Management Plan has to be interpreted having regard for these policies.

## Statutory Planning Context

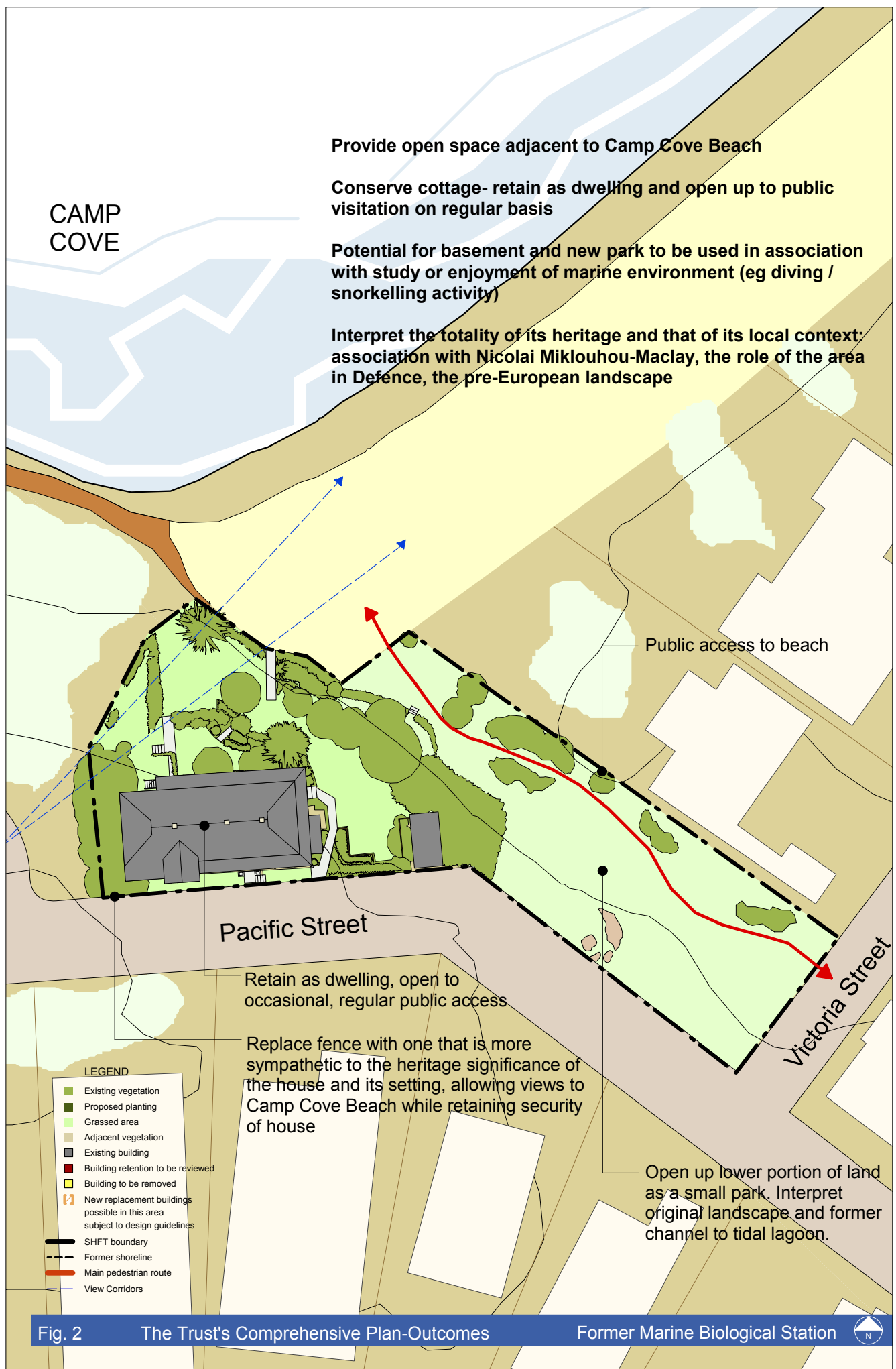
### Commonwealth Legislation

All "actions" on Trust land, undertaken by either the Trust or on behalf of the Trust, are controlled by the *Environment Protection and Biodiversity Conservation (EPBC) Act, 1999 as amended*.

Section 26 of the EPBC Act protects all aspects of the environment on Trust land from actions taken either on the Trust's land or on adjoining land that may have a significant impact on it. Section 28 protects the environment from any actions of the Trust that may have a significant impact. The environment is defined to include:

- (a) Ecosystems and their constituent parts, including people and communities; and
- (b) Natural and physical resources; and
- (c) The qualities and characteristics of locations, places and areas; and
- (d) Heritage values of places; and
- (e) The social, economic and cultural aspects of a thing mentioned in paragraph (a), (b) or (c)





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Section 341ZC of the Act requires the Trust to have regard for the Commonwealth Heritage values of a place before it takes an action and to minimise the impact that the action might have on those values. The Commonwealth Heritage values of the former Biological Research Station are described later in this Plan.

Section 341ZD requires the Trust to seek the advice of the Minister for Environment and Heritage before it takes an action that has, will have or is likely to have a significant impact on a Commonwealth Heritage Place.

### State Legislation

The *Sydney Harbour Federation Trust Act, 2001* specifically excludes any land owned by the Trust from the operations of state planning law. This includes Local Environmental Plans (LEPs) prepared by councils and State Policies (SEPPs) and Regional Environmental Plans (REPs) prepared by the State Government.

Notwithstanding this the Trust has prepared this plan so that it is consistent with both State and local plans. The relevant statutory plans are:

### Woollahra Local Environmental Plan (LEP) 1995

The site is zoned Open Space 6- General Recreation and is within a Harbour Foreshore Scenic Protection Area under Woollahra LEP 1995.

The building and grounds are also identified as a heritage item under Woollahra LEP 1995 and are within the Watsons Bay Heritage Conservation Area.

### Watsons Bay, Heritage Conservation Area, Development Control Plan 2003

Development Control Plans (DCPs) provide more detailed controls than those found in an LEP. The Watsons Bay, Heritage Conservation Area, DCP applies to the Heritage Conservation Area as identified in the Woollahra LEP 1995.

Land covered by the DCP is divided into precincts. The land covered by this Management Plan is in Precinct R, which also includes Green Point Reserve.

This DCP was developed to facilitate the implementation of the heritage objectives as set out in the Woollahra LEP 1995.

There are several policies in this DCP that are relevant to this management plan. These include:

### **Vegetation**

- New plantings should be species appropriate in scale, canopy size and character to those extant in the landscape;
- Mature trees and plantings should be retained, especially those that contribute to the cultural landscape; and
- New plantings should not obscure existing views and vistas in the precinct.

### **Aesthetic**

- The height of fencing in the precinct should be restricted to a maximum of 1.2m at the waterfront side and 1.8m at the sides and the rear; and





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- New paths throughout the precinct should be constructed using recessive colours and finishes.

#### **Parking**

- No additional public carparking is to be provided within the precinct; and
- Vehicular access to buildings within the precinct is to be via existing driveways only.

#### **Public Access**

- Existing public access is to be retained to all foreshore areas and the creation of new public access linkages to the harbour foreshore is to be encouraged;
- Continuous public access (included disabled access) linkages should be retained and created to the harbour foreshore; and
- Opportunities should be retained and created for pedestrian circulation throughout the Watsons Bay area.

#### **Heritage Conservation**

- New development and alterations to existing buildings should be consistent with the policies contained in an adopted Conservation Management Plan;

#### **Public Carparking**

- No additional public car parking should be provided in the precinct.

General principles about the public domain are also relevant to publicly accessible areas in this precinct. These are as follows:

- Signs should be provided for the interpretation and identification of heritage items and sites, walks, parks and other significant public sites; and
- Interpretative signs should also include brief historical information to assist in the comprehension of specific areas.

These policies have been considered in the preparation of the design concept for the site. However, there are some policies recommended in the Eric Martin and Associates Conservation Management Plan, 2002 that are inconsistent with Council's DCP and this Management Plan and are, therefore, in conflict with the DCP policy requiring compliance with an approved CMP. These inconsistencies include the possibility of a new building within the proposed parkland area, a prohibition on new internal fences and large scale tree planting. This Management Plan mostly adopts the CMP recommendations but as it is the more recent policy document it prevails to the extent of any inconsistency.

### **Plans Prepared for Neighbouring Lands**

In addition to the Trust's policies there are plans and policies prepared by neighbouring land managers that provide a context for this Management Plan. Most of these plans are identified in *Part 9* of the Trust's Comprehensive Plan. However, the following is particularly relevant to this Management Plan:



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### Sydney Harbour National Park Management Plan

The former Marine Biological Station adjoins Green Point Reserve (Laings Point) and this is part of the Sydney Harbour National Park. The National Parks and Wildlife Service has prepared a Management Plan that applies to the whole of the National Park including this reserve.

The Management Plan outlines general and specific objectives for the National Park with the overall strategy for the park being the protection and restoration of the park's natural vegetation and the maintenance and adaptive reuse of important historic places. The following strategies are relevant to Green Point Reserve:

- A link walking track between Gap Bluff and Inner South Head, either through to Cliff Street or behind Cliff Street staff residences, will be investigated; and
- Picnic tables may be provided on the point at Camp Cove.

### **Site Description**

The site is located at 31 Pacific Street, Watsons Bay at the corner of Pacific and Victoria Streets. It adjoins Camp Cove Beach to the north, Green Point Reserve (Laings Point) to the west and single-family dwelling houses to the east. The site has an area of approximately 2100m<sup>2</sup> and is an undulating block that slopes down towards the water.

There are two distinct elements to the site. One is the elevated portion of the land containing the residence and landscaped gardens. The other is the lower part of the site that forms an edge to Camp Cove Beach and contains grassland with some mature trees within a natural drainage area.

There are two buildings located on the upper level of the site. The main building is a two-level house constructed in 1881. The top floor of the house is of weatherboard construction while the basement level is constructed of rough-faced sandstone. A verandah that has been partially enclosed wraps around three sides of the top floor. The building has a simple hipped roof that is clad in corrugated iron. The upper level contains eleven rooms with the bathroom and kitchen having been stripped out prior to the house being transferred to the Trust. The flooring has also been removed from one room. There are three basement rooms and a functioning toilet and sink.

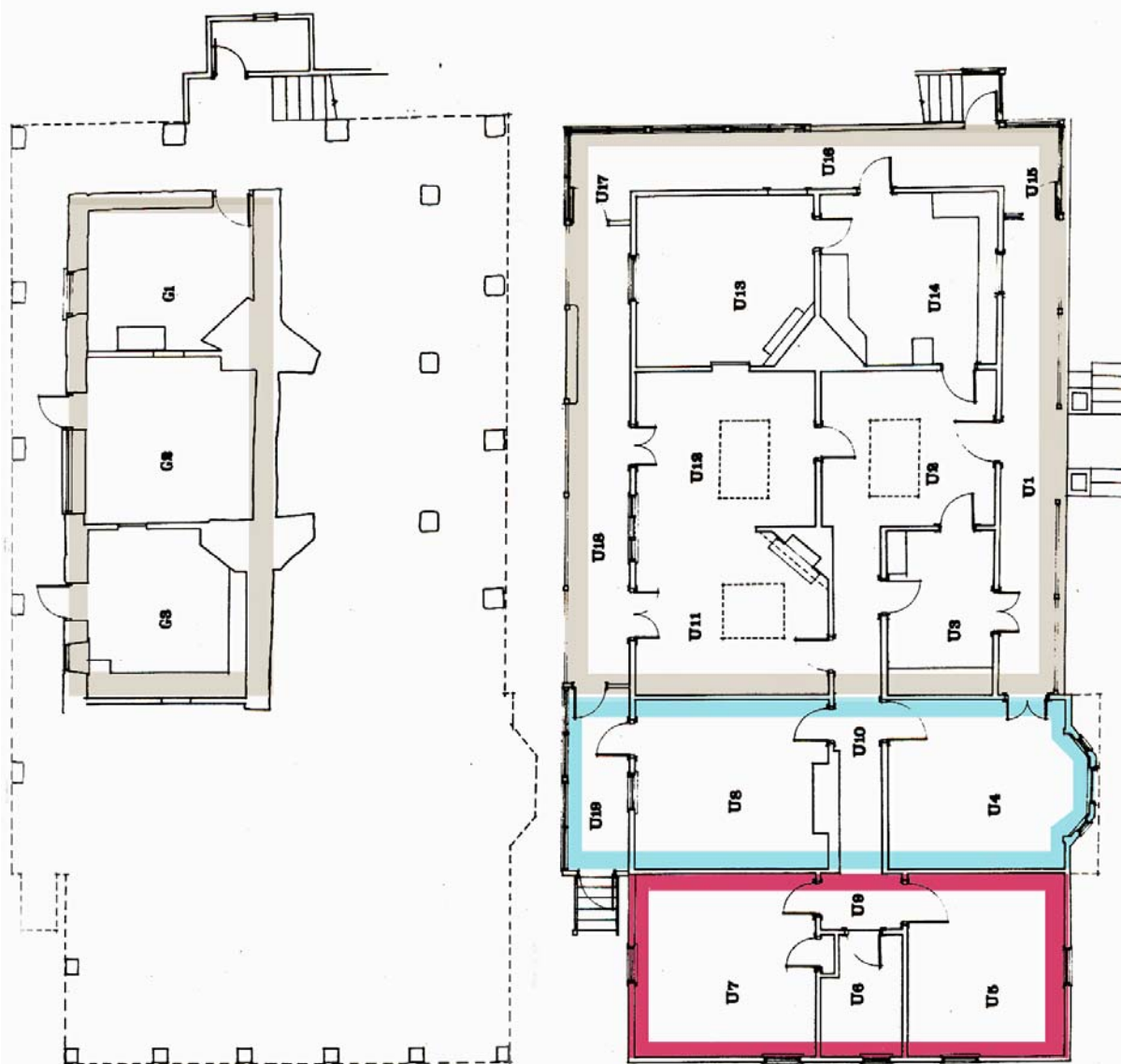
The second building on the site is a c.1930s single garage, detached from, and to the east of the residence. It has a level street frontage and substantial stone retaining walls to accommodate the change in levels. It is a timber-framed structure clad in corrugated iron with a simple gable roof lined in asbestos sheeting.

### **Site Analysis**

#### Heritage Conservation – Archaeology, Buildings, Places and Plantings

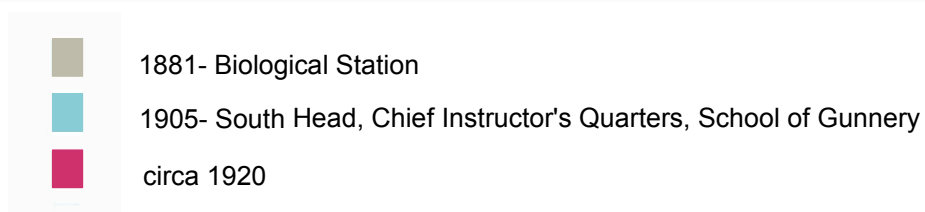
The cottage is recognised as being an important heritage item – this is because of its association with the Russian scientist, Nikolai Miklouho-Maclay, its long occupation by senior Army officers, its association with the surrounding defensive systems and the aesthetic qualities of the house, its garden and setting.





Ground Floor Plan

Upper Floor Plan



source: McDonald, B. *Conservation Plan for Former Biological Station, 31 Pacific Street, Watsons Bay*, 1986

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Nikolai Miklouho-Maclay, arrived in Sydney in 1878 and convinced the NSW Government and the scientific community of the importance of setting up a marine biological station. At the time Green Point - lots 2 to 8, was in government ownership and had been earmarked for military use. In 1879 the NSW government agreed to set aside part of this land - lots 6,7, and 8, for a biological station.

The building was designed by the architect John Kirkpatrick and was completed in 1881.

Miklouho-Maclay subsequently lived and worked at the station until 1886. Early visitors to the station commented that it was very spartan but he explained that the building was "*not intended for a scientific clubhouse, or a warehouse for a collection of curiosities.*" (Sydney Mail 14.5.1881 p.779).

In 1886 Miklouho-Maclay returned to Russia and for the next 114 years the property was occupied exclusively as a residence.

Following Miklouho-Maclay's departure the house was resumed for military purposes and the School of Gunnery was established at South Head. The house was first occupied as senior artillery officer's quarters in 1899 and one of its early occupants, WA Coxen (1904-1908) subsequently became Chief of the Army General Staff.

The house was extended twice during the Army's occupation - once in 1905 and again c1920 to create two additional bedrooms and a bathroom. The sequence of construction is shown at *Figure 3*.

The house continued in use as army quarters until c2000 when it was transferred to the Sydney Harbour Federation Trust. The house has been unoccupied since then.

In addition to its occupation as an Army residence the house has close associations with the defence of Sydney Harbour. It adjoins both the South Head fortifications and Green Point Reserve (Laings Point). Green Point Reserve contains the remnants of a submarine mine firing station that operated from 1871 to 1892 as part of an electronic minefield that was strung between Laings Point and Georges Head. More recently the World War 2 anti-torpedo boom net that figured prominently in the midjet submarine attack on Sydney was also fixed from this point.

*Figure 4* shows the general context of the site.

The house is listed on the *Register of the National Estate* – see *Australian Heritage Database Number 2534*. As of January 1<sup>st</sup> 2004, changes to the Commonwealth heritage legislation mean that the EPBC Act now regulates all actions relating to Commonwealth Heritage places. These controls are described in the section of this plan dealing with the Statutory Planning Context.

The house is also listed on the National Trust of Australia *Register of Classified Places* and as previously mentioned, the building and grounds are individually identified as heritage items under Woollahra LEP 1995 and are within the Watsons Bay Heritage Conservation Area.





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### Aboriginal Heritage

The area's original inhabitants were the *Gadigal* clan. Their land was on the south side of Port Jackson, extending from South Head to Long Cove (Darling Harbour) The Aboriginal place name for Watsons Bay is probably '*Kutti*.' The Watsons Bay area provided abundant fish, shellfish and food for the Aboriginal community in a sheltered environment.

In January 2004 the Trust commissioned a consultant historian to review available documentary evidence of Aboriginal occupation of the area. This research has identified a number of pictures and accounts of Aboriginal occupation. One of the most evocative is a description by George French Angas, who visited Camp Cove in c1845-1846. He described watching Aboriginals fishing at Camp Cove:

*"It is a wild and picturesque site to watch a party of natives spearing fish by torch-light in the sheltered bays around Camp Cove and in Camp Cove itself. They wade into the water until about knee deep, each man brandishing a flaming torch, made of inflammable bark; this attracts the fish and with their four-pronged spears they strike them with wonderful dexterity. The glare of the lights upon the gently undulating surface of the water, and the dark figures moving rapidly about, in strong contrast with the torch-light produce a lively and romantic effect"*

Angas went on to describe rock carvings in the area and a small number of Aboriginals camped amongst the bushes on the margins of a small fresh water lake close to Camp Cove. The outlet from this lagoon to Camp Cove ran through the lower section of the Trust site.

A number of archaeological sites have also been identified in the area. These include rock engravings depicting a range of marine creatures such as whales and fish and a rock shelter that shows evidence of habitation by Aboriginal people.

Due to the potential for areas of archaeological sensitivity to be disturbed when works are undertaken at the site, a monitoring program for archaeological material will be carried out during subsurface exposure or removal of superficial layers. A qualified archaeologist will undertake this monitoring.

### Bush Land and Natural Values

When it was built in 1881 the cottage sat on a bare windswept peninsula. It lies at the southern end of Camp Cove on a sandstone spur created by the forces of coastal processes, particularly wind, water currents and wave action. The western portion of the site contains sandstone outcrops.

Early settlement and the introduction of domestic goats stripped the area of native vegetation. What remained was a landscape of rock faces, scattered sandstone rocks, grass and small plants, and the outlet to a freshwater lagoon.

The house and site have been occupied since 1881 and throughout this time the grounds have been maintained as areas of lawn and exotic gardens. The site has also



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been partly filled. As a consequence it is not identified as a site that is likely to support any significant flora or fauna.

### Stormwater

In March 2003 Woollahra Council commissioned a Drainage Management Study of Camp Street and Victoria Street, Watsons Bay. The purpose of the study was to identify existing stormwater management issues and identify drainage strategies to either solve or minimise the problems. The draft study does not make any specific recommendations relating to the site.

However, council has identified the proposed parkland area as an overland flow path for storm water. Existing development in the area has partly impeded the overland flow, so it is proposed that the lower parkland area provide for this during storms greater than a 1% AEP event, or in a lesser event, should the existing trunk system fail.

The Trust is aiming to ensure that the future use of the site will be consistent with the stormwater management controls contained in Woollahra Council's Watsons Bay HCA DCP 2003. These controls provide the framework for protecting the water quality of the harbour and for minimising impacts upon adjoining properties.

The specific controls in the Watsons Bay Heritage Conservation Area DCP relevant to stormwater management on the site are:

- Stormwater control systems are to be located to retain existing trees; and
- Where sufficient space is available, stormwater detention basins are desirable and are to be integrated with open space areas.

### Hazardous Materials

Asbestos roofing on the garage and deteriorating lead based paint in both the house and garage are the only hazardous materials to be found on the site.

These materials will be stabilised and remediated to conform to the relevant standards for the intended use of the site.

### Services

The condition of the water service, sewer, electrical service and stormwater service to this site have not been fully surveyed. It is anticipated that all of the services are in poor condition and will require replacement.

The site is connected to the electricity supply via an overhead cable. The condition and extent of this service has yet to be fully surveyed. Telephone cables enter the site from Pacific Street but the service is not connected.

When repaired and updated, the level of services will be appropriate for the proposed residential use of the house.

### Building Repairs and Compliance with the Building Code of Australia

Given that the building was being used as a residence until as recently as 2000, relatively little work will be required to ensure that it complies with relevant codes.



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The following are the main compliance issues:

- The height of the verandah balustrades.
- The stair connecting the two floors will need to be redesigned to comply.
- Some of the windows have unusually low sill heights, requiring the existing glazing to be replaced with safety glass.

The house also requires substantial maintenance work particularly to the roof, joinery, stone and services, as well as painting. Prior to vacating the site, the Defence Housing Authority (DHA) had begun some minor repairs such as the replacement of the internal floorboards and the electrical re-wiring. A new kitchen, bathroom and laundry will be required as these were stripped out as part of this work.

Given the marine location and the choice of building materials (timber, stone and metal) a strict regular maintenance regime will be adopted by the Trust.

### Accessibility

To allow safe public access to the grounds and the house repairs to paths and steps will have to be undertaken. Additional signage and lighting will also be required on the site.

### Transport Management, Traffic and Parking

The Watsons Bay area is constrained in terms of parking and access. The garage provides one dedicated parking space for the house. However, the Trust's proposed residential occupation of the former Marine Biological Station is a continuation of its past residential use and this is unlikely to generate extra traffic in the area.

It is anticipated that public access from Victoria Street through the lower portion of the site to Camp Cove Beach will cater to visitors arriving by foot from the ferry and existing parking areas and local residents. Such a link would act as a shortcut for residents in the area who currently walk down Pacific Street through Green Point Reserve and onto Camp Cove Beach via the foreshore of the site.

A ferry service operates from Watsons Bay ferry wharf to Circular Quay. The ferry wharf is a 600m walk from the site.

Government buses also operate from Watsons Bay to the city. The bus stop on Military Road, Watsons Bay is a 915m walk from the site.

## **Commonwealth Heritage Values**

The EPBC Act provides that a place has Commonwealth Heritage value if it meets one of the criteria prescribed in the Regulations. The following Statement of Commonwealth Heritage Values is derived from the 1986 Brian McDonald Conservation Plan and the 2002 Conservation Management Plan prepared by Eric Martins and Associates. The statement demonstrates that the site meets several of the criteria specified in the EPBC Regulations, 2000.

The primary sources of significance for the place are:





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1. It was the first Biological Research Station to be built in the Southern Hemisphere and was built at a time when there were very few such facilities worldwide.
  2. It has strong associations with Nikolai Miklouho-Maclay who even at that time had gained a formidable reputation as a marine biologist, explorer and anthropologist. During the period 1881-1886 Maclay did much of his work there and was, if not the only scientist to use the building, its main user.
  3. Its long use as married quarters for senior Army officers and its association with the South Head School of Gunnery. One of its occupants during this phase, WA Coxen, became Army Chief of the General Staff.
  4. The structural remnants of the former Biological Station which are a tangible record of its association with Miklouho-Maclay and the architect, John Kirkpatrick, who was a prominent architect responsible for the design of major buildings in Sydney.
  5. The collection of pressed metal wall, ceiling and cornice panels which were installed during the Army's occupation and are illustrative of interior decoration of the early 20<sup>th</sup> century. Such a collection is uncommon today
  6. It is one of the earliest buildings in Watsons Bay and was integral to the development of the settlement and the growth of the community. It was also a landmark on Sydney's harbour foreshore.

## Outcomes

The proposed outcomes are summarised in *Figure 5*.

### Heritage Conservation

The building is an important heritage item that must be conserved and should also be accessible to the public. It is proposed that the house and the garden on the upper level are leased and that the lessee will be responsible for implementing the conservation and restoration of the house. The length of the lease will reflect the lessee's need to amortise the cost of restoration. The lease will also need to stipulate the frequency and nature of public access to the house and upper garden.

The restoration of the house must satisfy the recommendations of the 2002 Eric Martin and Associates Conservation Management Plan and the Building Code of Australia and will be carried out under the supervision of an architect with appropriate heritage conservation experience and qualifications.

The upper level of the garden is to be kept as private open space associated with the house because this arrangement respects the cultural landscape and allows the house to be considered in relation to the space around it including the publicly accessible area of the site.





Fig. 5

Outcomes

Former Marine Biological Station



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### **Conserving the house by finding a use that interprets its significance**

The general principles that were used to guide the selection of a use for the house are uses that:

- Best responds to the place and provides a positive contribution to the enjoyment and understanding of the place and its heritage;
- Are compatible with managing transport and traffic demands; and
- Are compatible with the heritage, environmental, transport and amenity requirements of the site and its locality.

The primary objectives for the use of the building are set out in *Part 9* of the Trust's Comprehensive Plan.

The Trust needs to find a balance between the requirements to restore, conserve and maintain the fabric of the house and garden, and the desire to interpret and convey its significance as a marine biology station, as senior Army officer's quarters and its relationship with the defence installations at South Head and Laing's Point.

The relatively intact nature of the house, its scale, general layout and size of rooms, and the small scale of the gardens all suggest that the most sympathetic use would be its continued occupation as a single family dwelling.

The site's association with Nikolai Mikhoulo-Maclay can be interpreted and conveyed in a number of ways that relate both to the building as well as its setting - on a headland overlooking the waters of the harbour that still support a rich and diverse aquatic habitat. These could include public open days, events and interpretative information such as signage, brochures etc.

Converting the house to a museum, training or research establishment would neither be in keeping with the modest way in which the house was used, nor could the likely additional servicing and access requirements be sympathetically accommodated in the building fabric and gardens. Converting the lower portion of the house for a permanent public display area would not provide an adequate venue of itself, to generate enough interest to warrant the additional, intrusive works that would have to be carried out to separate the public area from the dwelling. Moreover, to be successful it would require additional on-site visitor parking and this would significantly compromise the garden setting of the house. For a site of this scale, a regular program of open days or tours, focusing on particular aspects of the site's heritage would attract more interest and be more sympathetic to the site and the local area amenity than a permanently dedicated museum. The section of this plan on "*Interpretation*" gives additional detail on the proposed interpretation program.

Other, more public uses such as a tea house, café or an out-of-school teaching facility would also be difficult to accommodate because of the scale and layout of the rooms and the traffic and parking requirements.

The use of the house as a base for diving or snorkeling tours would be of little value due to its distance and climb from the beach and car park. However, these activities may be enhanced through access to the proposed park and the use of the stepped edge



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between the park and the beach. These areas could provide assembly and orientation points for divers and other groups.

These considerations set a number of conditions associated with the continued use of the house as a single-family dwelling. These include opening up the house and gardens to the public on a regular basis for tours, and using the design of the park and the house setting to convey its heritage, supplemented by interpretation programs such as publications, signage, education programs and events. The selection of a suitable tenant will be in accordance with the processes outlined in the Trust's Leasing Policy.

### Design Objectives

The primary objectives of the design are to:

- Conserve the house, the grounds and the setting and to convey their historic significance to the general public;
- Open up the land to the public by providing a small park adjacent to Camp Cove Beach and by improving pedestrian linkages to Green Point Reserve and Camp Cove Beach from Watsons Bay.

### **The setting of the house and garden**

The design needs to respond to the location, the terrain and its natural heritage. The land is on a rocky hillside that culminates at Laings Point, falling to what used to be the beach dunes and tidal channel linking a lagoon that used to be where Camp Cove Reserve is now.

The site needs to be opened up visually, to enable the line of the terrain to be better appreciated, and to allow for views to Camp Cove Beach from Green Point Reserve (Laings Point) and from the neighbouring street approaches. The configuration of the site allows a clear and unobtrusive definition to be created between the house and its associated garden and the proposed public park by changes in level, terracing and plantings. This can be achieved while still retaining the integrity of the whole site. *Figure 6* shows the house in its setting.

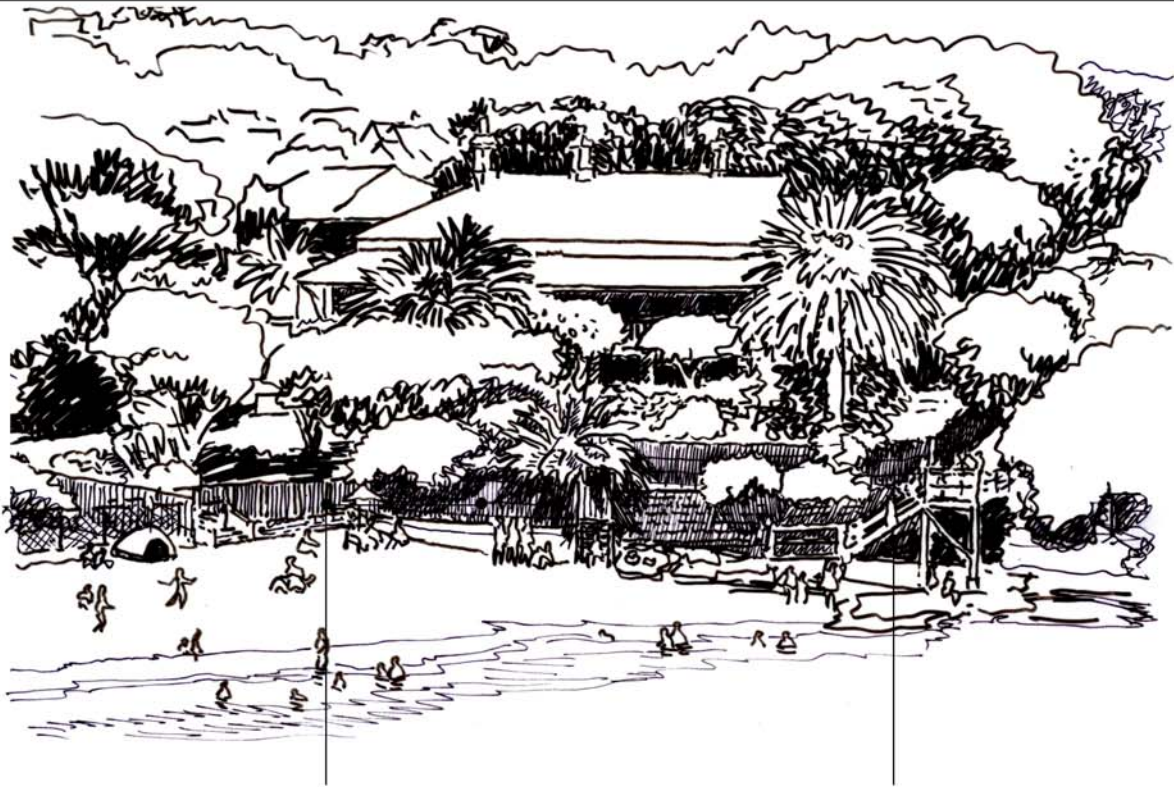
The existing solid fencing around the house will be removed and replaced with a palisade fence. This will improve the setting of the house in the landscape as well as the visual integration of the headland. *Figure 7* shows the existing and proposed views into the site from Green Point Reserve.

The jarring relationship of the house to Pacific Street can be improved despite the constraints of a narrow footpath, carriageway width requirements and abrupt level change. However, little would be gained by relocating the retaining wall into the public footpath area as the carriageway width would not allow a significant increase in the space adjacent to the house, the wall would need to be slightly higher and it would require a safety rail or barrier along the top.

The proximity of the ground level to the floor of the timber framed house has resulted in poor sub-floor ventilation. As a consequence it is proposed that the adjoining concrete paths and entrance stairs will be removed, the ground level lowered in places and given a soft, permeable treatment. This will improve both stormwater drainage and sub-floor



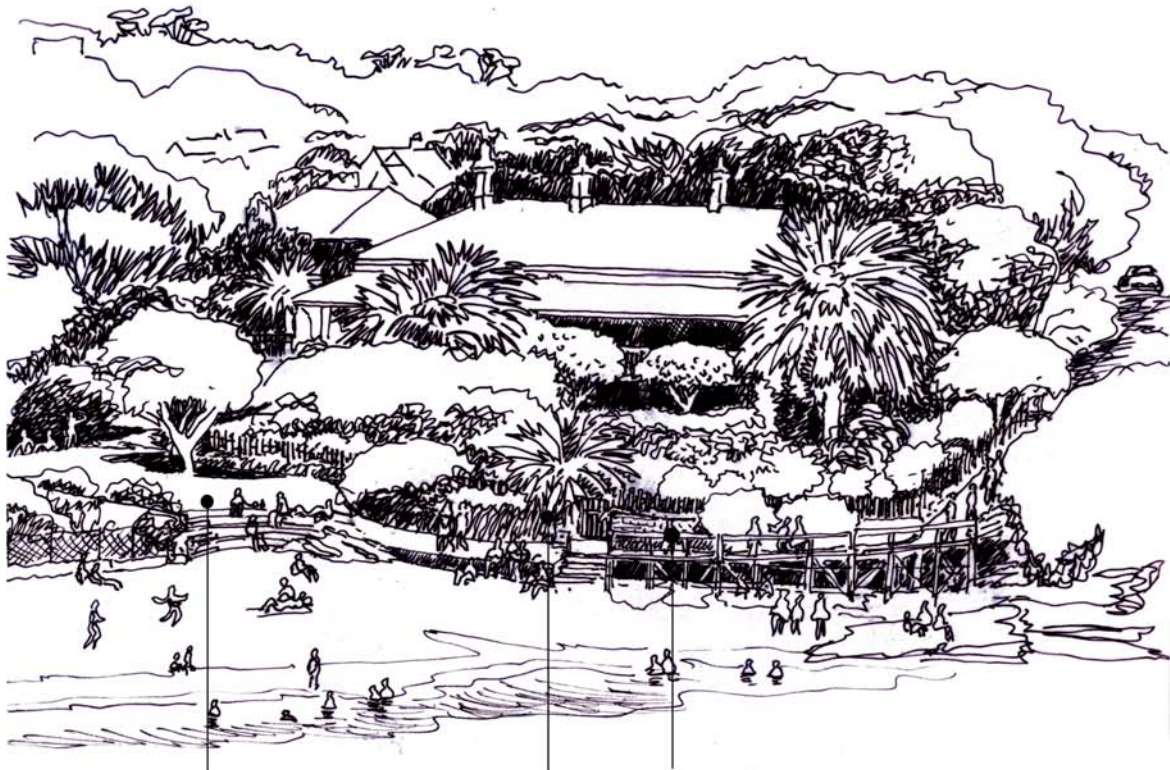




Existing solid barrier

Stair access from Green  
Point Reserve, limited in  
high tide

EXISTING



Open up new  
parkland to beach

Relocate fence  
and open views  
to house

Possible link  
between Green Point  
Reserve and new  
parkland

PROPOSED

Fig. 6

House in its Setting





Solid fence obstructs views  
from Green Point Reserve

Solid fence conceals  
house from surrounds

EXISTING



Open up views through  
garden and beyond  
to Camp Cove Beach

Palisade fence and  
landscaping to top  
and bottom of  
retaining wall

PROPOSED

Fig. 7

View from Green Point Reserve

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ventilation and as a consequence help conserve the house. It will also improve the visual relationship of the house and Pacific Street.

Planting or gravel mulch at the bottom of the existing retaining wall along the Pacific Street footpath level would also help to meld the house with the landscape. Similarly landscaping within the street verge would also improve the relationship between the house and the street. *Figure 8* shows the proposed landscaping treatment.

### **The park design**

The park is intended to provide a small, passive recreational open space associated with the beach and improve the legibility of access to Camp Cove. The design treatment will be used to convey the terrain and the pre - European environment. The significance of the area to the Aboriginal people will also be reflected in the design and through an interpretation program. The gentle, north facing hillside will provide opportunities for resting and picnicking under a variety of trees that provide shade and frame views towards the beach and the harbour. The level change from the street will help to reinforce its quality as a haven and garden while still allowing views into the park for personal safety and security. The lower portion will interpret the tidal channel and sand dune by the selection of planting and alignment of the pathway. The grading and landscaping will accommodate Council requirements for overland flow of stormwater.

The topography, terracing and location of some of the mature plantings provide a “natural” boundary between the garden and the park. A low unobtrusive fence set within the planting above the embankment will maintain views of the house from the proposed park and beach while retaining the integrity of the gardens and the security and privacy of the house. *Figure 9* shows existing and proposed views of the parkland from Victoria Street.

The gardens of the house will be restored and enhanced. The existing vegetation analysis (*Figure 10*) shows a number of trees and shrubs that will be removed over time. Some of these, such as the coral tree (*Erythrina indica*) at the southwest corner of the house and the *Eucalypt st johnii* on the footpath, will be monitored because of their adverse impact on the house structure and retaining wall and in the case of the eucalypt its poor health. These trees will be removed over time. Other plantings such as the oleanders and two small palms will also be removed because of their adverse impact on other, more established trees, on the stability of embankments or on views through the gardens. Other coral trees will be removed over time, as new trees that are more environmentally appropriate become established. The replacement trees will be of a similar form to the coral trees so that the cultural landscape is not altered in an unacceptable way.

### **Access**

Opening up the beach to access and views from the park and from Pacific and Victoria Streets will be achieved by the treatment of the edge along the beach as much as by the design treatment of the park itself. The retaining wall and paling fence will be removed and a gradual, stepped seating edge incorporating an accessible ramp will be provided as a softer transition and a more generous and inviting access to the beach. The new retaining wall will be designed with regard to the possibility of storm surges occurring at this point. This will also provide a small gathering area that can be used by the diving or





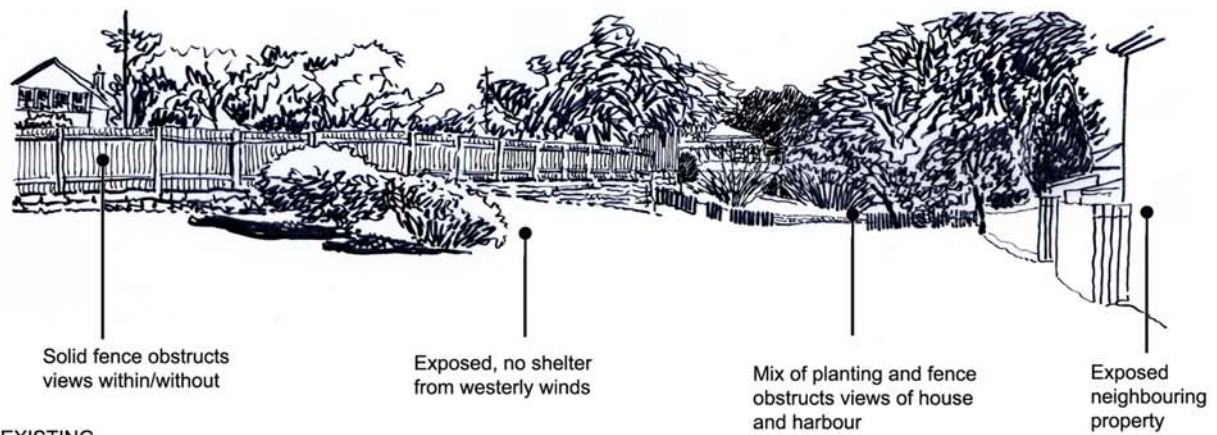


Landscape verge to better  
integrate the house and  
streetscape

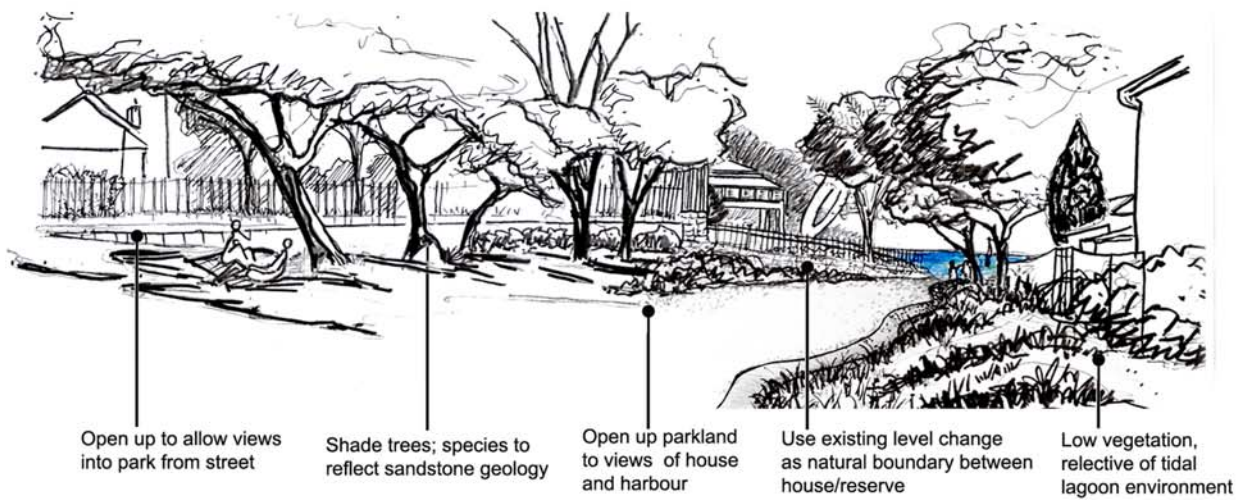
Groundcover or gravel mulch to  
improve drainage and subfloor ventilation

**Fig. 8** Proposed landscaping and palisade fence along Pacific St





EXISTING



PROPOSED

Fig. 9

Parkland from Victoria St

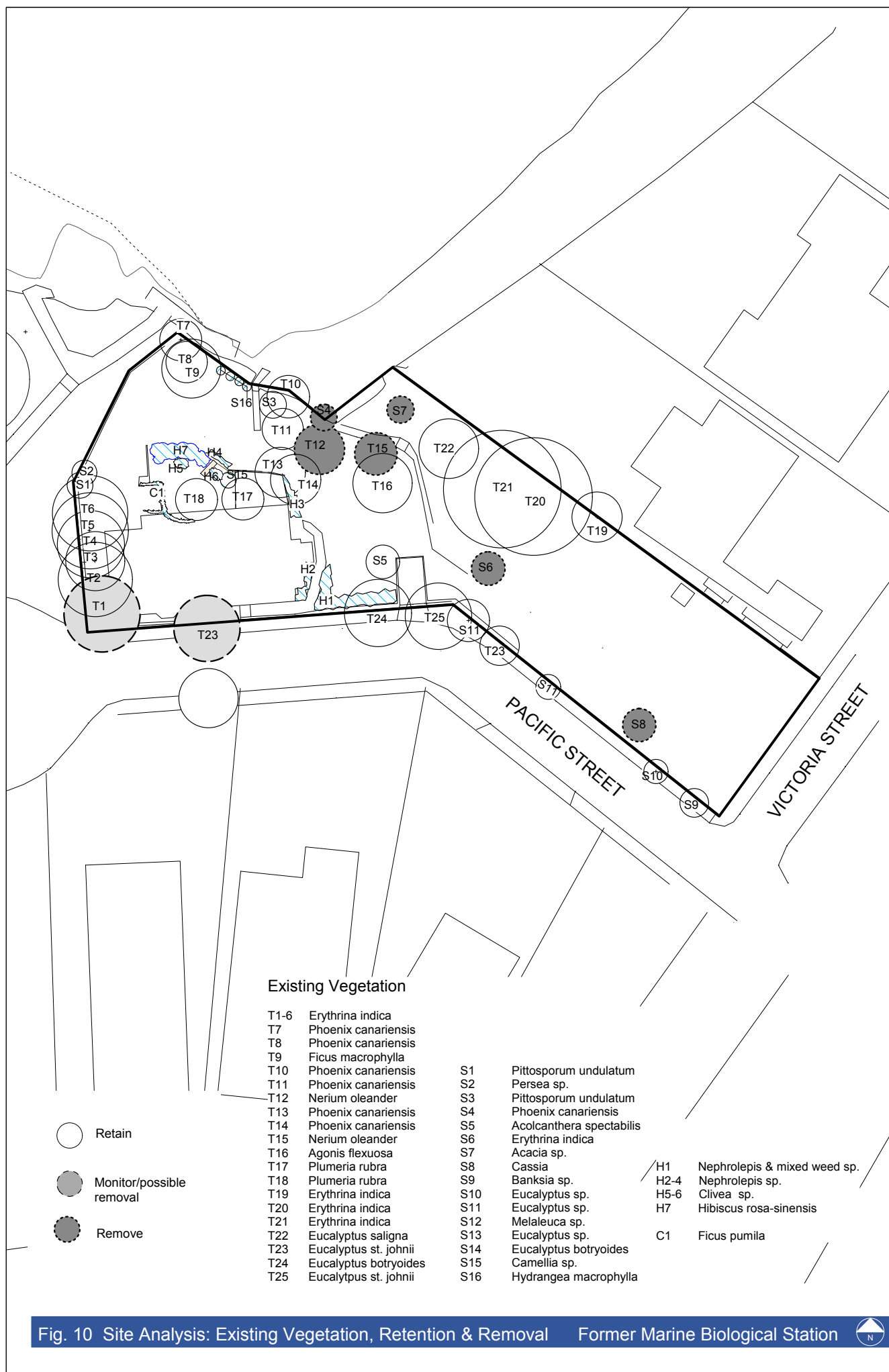


Fig. 10 Site Analysis: Existing Vegetation, Retention & Removal Former Marine Biological Station



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snorkeling groups for introductory briefings and presentations, at the beach, where they can put on or take off their flippers and masks.

Improved pedestrian access between Laings Point and Camp Cove Beach can be achieved through a combination of boardwalk and changes to the boundary fence alignment below the garden of the house. Such a design treatment would also provide a better visual setting to the house from the beach as well as improved seating ledges along the existing retaining wall edges.

The National Parks and Wildlife Service owns the beach area between the house and High Water Mark – see *Figure 4*. Accordingly, the provision of any new pedestrian access will require the agreement of the Service. The Trust will also consult Woollahra Council on the proposed design.

### **Car Parking**

Council's Watsons Bay, Heritage Conservation Development Control Plan has a specific policy of not providing any additional, public car parking within the precinct. This has clear implications for new, traffic generating land uses and was one of the reasons for this Management Plan proposing that the house should be occupied as a single dwelling.

On-site, private parking is currently limited to one space and on-street parking is prohibited at the front of the house. This is unlikely to be adequate even for a single dwelling and the potential for additional on-site spaces and the relaxation of the on-street parking restrictions need to be investigated. Additional on-site parking is problematic both in terms of its heritage conservation and visual impacts. Any additional on-site parking will need to be sited and designed so that it consistent with Commonwealth Heritage management principles (as described in the *EPBC Regulations 2000*) and does not significantly:

- Detract from the heritage values of the house, the garden, the spaces between the house, the garage and the public domain and any archaeologically significant parts of the sites;
- Impact on the views of the house and gardens from the beach, the proposed park and surrounding public places;
- Impact on the views through the site to the beach and to other public places; or
- Detract from the public enjoyment of the proposed park.

### **Interpretation**

One of the primary objectives of the Trust, in conserving the heritage of its lands and opening them up to public access, is to convey their rich natural and cultural heritage in a meaningful, relevant and engaging way to the general public.

The proposed use of the building, the creation and the design of a new park and the development of public open days, events, and publications will all be considered as part of an Interpretation program to convey the totality of the significant values of the house, the site and the setting. The interpretation program will need to appeal to the general public, casual passers by, school and special interest groups.



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The elements of the interpretation program will include, but will not be limited to:

- Landscape design and signage, primarily in the park, that will be used to explain the land form, pre-European landscape and Aboriginal heritage, to the casual passer-by and the general public;
- Landscape design and signage, that is visible from the park and to visitors to the house on open days, and which conveys the emerging ideas of garden design in the garden associated with the house;
- Signage and possibly public art that conveys the site's association with Nikolai Mikhoulo-Maclay and the marine environment of the harbour and Watson's Bay; and
- Interior furnishings and removable signage to depict the lifestyle and significant layers of the house's history.

Open Days will need to be supported by talks, presentations, publications, displays, and/or small-scale cultural events that depict, in each case, specific aspects about the significance of the site through a co-ordinated program agreed between the house tenant and the Trust. There will be at least four open days per annum, of which one may be for specialist educational, scientific or cultural interest groups. These open days will be a requirement of the proposed lease agreement.

## Implementation

The restoration and occupation of the house and the provision of the new parkland are high priorities for the Trust. It is envisaged that the implementation of this Management Plan will:

- Facilitate the ongoing occupation of this culturally significant building as a single family dwelling house;
- Provide full time public access to the lower garden and regular public access to the building and the upper garden;
- Provide environmental improvements through the provision of new access paths, open space area, re-vegetation and stormwater controls; and
- Ensure that the community can experience the park and gain a greater understanding of the natural and cultural values of the place.

As identified in the Trust's Comprehensive Plan, the implementation of this Management Plan will take place over a number of years and the Trust has the discretion as to when and what work is carried out. Priorities for implementation have been determined in a manner consistent with *Part 11* of the Trust's Comprehensive Plan.

The following table summarises the outcomes to be achieved through the implementation of this Management Plan. The table identifies individual elements of the project and prioritises those elements in a manner consistent with those priorities identified in the Comprehensive Plan. The relevant sections of the Management Plan and supporting studies which detail each element are also included in the table as a quick reference point.



**Implementation and  
Action Plan**

	Outcomes	Elements	Priority	Relevant Management Plan or Supporting Study
Public Domain	Increased Public access - pedestrian links, open space	<ul style="list-style-type: none"> <li>Open up lower portion of land as a small park and provide open space adjacent to Camp Cove Beach</li> </ul>	High	<ul style="list-style-type: none"> <li>Design Concept</li> </ul>
		<ul style="list-style-type: none"> <li>Retention of culturally important plantings within the site</li> </ul>	High	<ul style="list-style-type: none"> <li>Design Concept</li> <li>Conservation Management Plan</li> </ul>
		<ul style="list-style-type: none"> <li>Replacement of the perimeter fence along Pacific Street with one more sensitive to the heritage significance of the site and its setting</li> </ul>	High	<ul style="list-style-type: none"> <li>Conservation Management Plan</li> </ul>
		<ul style="list-style-type: none"> <li>Replacement of the fence on the western boundary to allow views from Green Point Reserve (Laings Point) through the site to Camp Cove</li> </ul>	High	<ul style="list-style-type: none"> <li>Design Concept</li> <li>Conservation Management Plan</li> </ul>
		<ul style="list-style-type: none"> <li>Landscape works, signage and public art to interpret site heritage</li> </ul>	High	
		<ul style="list-style-type: none"> <li>Provision of a pedestrian link between Green Point Reserve and Camp Cove Beach – NB this is proposed to be located outside the Trust's land and will require the approval of National Parks and Wildlife Service</li> </ul>	Medium	
	Improved Environmental Conditions	<ul style="list-style-type: none"> <li>Allow for water flow from the former lagoon area in Camp Cove Reserve during a 1% AEP storm event.</li> </ul>	High	<ul style="list-style-type: none"> <li>Stormwater Management Strategy</li> </ul>
	Works to enable use/ leasing of buildings and services	<ul style="list-style-type: none"> <li>Re-vegetation and screen planting</li> </ul>	High	<ul style="list-style-type: none"> <li>Design Concept</li> </ul>
		<ul style="list-style-type: none"> <li>Provision and/ or upgrade of on site services for building uses</li> </ul>	High	
		<ul style="list-style-type: none"> <li>Repair and conserve building fabric</li> </ul>	High	<ul style="list-style-type: none"> <li>Conservation Management Plan</li> </ul>



	Outcomes	Elements	Priority	Relevant Management Plan or Supporting Study
Building uses, adaptive reuse and building removal	Improved interpretation of the natural and cultural heritage and improved public access	<ul style="list-style-type: none"> <li>▪ Restoration and conservation of the building and garden to facilitate its continued use as a dwelling with regular public visitation</li> <li>▪ Landscape improvements that respond to and convey the site's natural and cultural heritage</li> <li>▪ Definition and separation between public spaces and private areas</li> <li>▪ Develop programme of open days, presentations, displays and publications</li> <li>• Full time public access and enjoyment of the lower garden and access to Camp Cove Beach</li> <li>• The provision of interpretative material including signage in public domain area</li> <li>• Replacement of the perimeter fences along Pacific Street and the western boundary to allow the house and garden to be more easily viewed and to improve the visual relationship with the surrounding areas</li> </ul>	<p>High</p> <p>High</p> <p>High</p> <p>High</p> <p>High</p> <p>Medium</p> <p>High</p>	<ul style="list-style-type: none"> <li>▪ Conservation Management Plan</li> <li>▪ Conservation Management Plan</li> <li>▪ Conservation Management Plan</li> <li>▪ Conservation Management Plan</li> <li>▪ Conservation Management Plan</li> <li>▪ Conservation Management Plan</li> <li>▪ Design Concept</li> <li>▪ Conservation Management Plan</li> </ul>



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## Unforeseen Archaeological Discoveries

Archaeology includes: buildings, structures, objects and relics, landscapes and other remains, both above and below the ground. All of these items have enormous potential to contribute to our knowledge of the place by revealing information about how people lived and worked there.

All relics are protected by Commonwealth legislation and the intentional uncovering of relics, without a permit, is forbidden.

Appropriate provisions will be included, in the lease of the house and in any contracts for works to be undertaken, requiring that in the event that relics are unintentionally uncovered, work must cease in the area where the relics were found and the Trust immediately informed. The Trust will arrange for an archaeologist with the appropriate experience to visit the site and undertake an assessment before determining the appropriate course of action.

## Records of Intervention & Maintenance

The Trust is proposing to record works to buildings and other structures on the inventory sheets prepared for each such object as part of the preparation of a Conservation Management Plan. These plans outline required works and maintenance regimes. This enables all relevant information relating to a building or structure (eg its history, statement of significance, conservation policies, leasing arrangements, etc) to be available for reference in one document.

## Future Consultation

Community consultation and communications is critical to the implementation of this plan. The community includes the broad community, special interest groups like the Russian Ethnic Community Council of NSW and members of the Maclay family, non-government organizations and Local, State and Commonwealth Governments.

The Trust has been consulting with these groups since its inception and will continue this process in accordance with the *Consultation and Communications Objectives and Policies* set out in *Part 3* of the Trust's Comprehensive Plan.

## Aboriginal Consultation

On going consultation with the aboriginal community will take place through the Trust's Aboriginal Issues Committee and in accordance with the *Aboriginal Heritage Objectives and Policies* set out in *Part 3* of the Trust's Comprehensive Plan.



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## Monitoring and Review of the Plan

During implementation, this plan will be continuously monitored in terms of its objectives and consistency with the Commonwealth Heritage management principles.

At least once in every 5 year period after the plan's adoption the plan will be reviewed in accordance with Section 341X of the EPBC Act, 1999 as amended. The review will assess whether the plan is consistent with the Commonwealth management principles in force at the time.

## Related Studies

Architectural Projects Pty Ltd, Mayne Wilson & Associates, Megan Martin, Ian Kirk, May 1997, *Watsons Bay Conservation Study*.

Brian McDonald Architect Pty Ltd, December 1986, *Conservation Plan for Former Biological Station, 31 Pacific Street, Watsons Bay*.

Cardno Willing Pty Ltd, April 2003, *Drainage Investigation Camp Street/Victoria Street Watsons Bay*.

Eric Martin & Associates, January 2002, *31 Pacific Street Watsons Bay (Former Marine Biological Station) Conservation and Management Plan*.

Rosemary Kerr, May 2004, *Documentary Evidence of Aboriginal Occupation of Camp Cove*.

