

Middle Head Management Plan

Amendment 2 - Public Consultation Summary



Introduction

A draft Amendment to the Harbour Trust's Management Plan for Middle Head was publicly exhibited from 3 November to 16 December 2016, and was approved by the Harbour Trust's Board on 11 April 2017. This Summary provides an outline of issues raised in submissions and how these were addressed in the Harbour Trust's consideration of the draft amendment.

Planning Information Day and Preparation of the Draft Plan Amendment

The Harbour Trust and NSW National Parks and Wildlife Service (NPWS) held a joint Planning Information Day at Middle Head on 22 May 2016 to provide the public with an opportunity to have input into Middle Head's future. Public feedback was gathered through paper surveys on the day, and subsequently through the post and online. About 300 people attended the Planning Information Day and the Harbour Trust received 827 responses to the feedback surveys. This feedback informed the Harbour Trust's preparation of a draft amendment to the Plan.

More information about the preparation of the Draft Amendment, and the feedback from the Planning Information Day is available at:

www.harbourtrust.gov.au/middle-head-draft-management-plan

Public Exhibition of the Draft Plan Amendment

Notification

The public exhibition of the Draft Plan was notified on the Harbour Trust website, and in the *Mosman Daily*. In addition, approximately 850 stakeholders including relevant Australian and NSW Government agencies, the NSW and Metropolitan Aboriginal Land Councils, Harbour Trust Community Advisory Committee members, and other individuals were notified of the exhibition by email and/or letter. Notified persons included Planning Information Day attendees who requested to be kept informed about Middle Head.

Coordinated Consultation with NSW National Parks and Wildlife Service

The Harbour Trust's Draft Plan was exhibited concurrently with NPWS' Draft Master Plan for its land at Middle Head. Copies of the Harbour Trust's Draft Plan, and the NPWS Draft Master Plan, were available for public view in the following locations:

- Harbour Trust's office at Mosman
- NPWS office at Middle Head
- Mosman Council office and library
- NSW Office of Environment and Heritage in Sydney CBD
- Harbour Trust and NPWS websites

Both organisations' public notices referenced the exhibition of both draft Plans, and the respective draft plans' approach to future coordinated management of the headland.

Both NPWS and the Harbour Trust observed that many of the submissions received referred to matters related to both jurisdictions. As a result, the two organisations shared submissions received (with personal details removed).



Harbour Trust's Community Advisory Committee (CAC)

The Draft Management Plan was discussed at the CAC meetings on 15 August and 1 November 2016. Comments made by CAC members at these meetings included:

- Support for the removal of timber barracks and opening up of views
- Ensuring heritage was protected
- Support for providing pedestrian access
- Support for connecting the site with the Sydney Harbour Scenic Walk raised in Mosman Council's separate proposal

The CAC also raised its objection to the installation of a synthetic playing surface at Middle Head Oval, however this is a separate proposal that is not part of the Harbour Trust's consideration of the Draft Management Plan.

Drop-in Session

The Harbour Trust held a 'Drop-in Session' at the Harbour Trust's offices on 17 November 2016 to provide the community with an opportunity to discuss the Draft Plan with Harbour Trust's Planners (from 1 pm-7 pm). Approximately 18 people attended.

Public Exhibition of the Draft Plan Amendment

The Harbour Trust received 53 submissions in relation to the Draft Plan. NPWS forwarded a further 12 submissions which directly referenced issues in the Harbour Trust's Draft Plan.

The Harbour Trust Forwarded to NPWS 20 submissions that directly referenced issues in NPWS's Draft Master Plan.

The Draft Plan received broad support in submissions, including from key stakeholders, as well as several commendations on its quality and content. A number of submitters noted that many previous issues of concern, such as the allowable building footprint and range of permissible uses for 10 Terminal, had been addressed. The Draft Plan's commitment to work with NPWS towards the coordinated management of the whole headland was welcomed.



Summary of Issues

The table below outlines the key issues raised in submissions and by the CAC, and how they have considered and addressed by the Harbour Trust. Submissions forwarded by NPWS relating to Harbour Trust land have also been considered.

Issue Raised	Further Details	Discussion
Middle Head Oval and Pavilion	<ul style="list-style-type: none"> ■ Some submissions were opposed to, and others in support of, the installation of a synthetic/all-weather surface at Middle Head Oval ■ Submitters supported the removal of the existing Sports Pavilion. Replacement with a new facility on the eastern side of Middle Head Oval (in the location of Barrack B1) is supported ■ Confusion as to the number of buildings proposed for the eastern side of Middle Head Oval 	<p>Submissions were received regarding Mosman Council's proposal to replace the existing grass with a synthetic playing surface. Most of these submitters were against the proposal, but some were in support. The Draft Plan provides for the ongoing use of the oval for sporting purposes, and does not specify the type of playing surface.</p> <p>Separate to its consideration of the Draft Plan, the Harbour Trust will decide whether to accept a Development Application (DA) for this proposal. If a DA was to be accepted it would be subject to public consultation and environmental assessment.</p> <p>The Draft Plan provides for the removal of the existing pavilion on the western side of the oval, and replacement with a new facility on the eastern side. If a new pavilion incorporating a cafe was to be constructed, there would be an opportunity to accommodate these facilities in a single building.</p> <p>The Draft Plan provides for possible adaptive reuse or a new building in the footprint of Barrack 1, or on the eastern side of the Oval.</p>
10 Terminal Building Footprint	<ul style="list-style-type: none"> ■ Support for reduction in the permitted building footprint for 10 Terminal (Buildings 1-3, 6-7) with some desiring even further reductions. ■ Support for adaptive reuse of existing buildings rather than construction of new buildings (except if existing buildings are unsafe) ■ Changes to the exterior of 10 Terminal are not supported ■ Clarify if/how many of the timber barracks and the associated laundry building are to be removed/retained 	<p>The possible new building area permitted under the Draft Plan is significantly less than that permitted under the 2014 Plan. The Draft Plan mirrors the 2007 Plan in allowing additional structures within the courtyard of Building 3. The Draft Plan also allows for a possible new addition to link Buildings 6 and 7 to improve their amenity and functionality for their new use.</p> <p>The Draft Plan requires any new building works to be visually unobtrusive, not adversely impact near or distant views, and building materials are to be sympathetic to existing buildings.</p> <p>The Draft Plan provides for the removal of two or more of the timber barracks, and the former laundry. The Draft Plan provides for possible adaptive reuse or a new building in the footprint of Barrack 1, or on the eastern side of the Oval.</p>

<p>Heritage</p>	<ul style="list-style-type: none"> ■ There should be additional recognition of Middle Head’s significant, Aboriginal, Military, Education (ASOPA), and Golf course history. ■ Concerns were raised that some text regarding the history of Middle Head (relating to ASOPA) had been removed from the Draft Plan ■ Views to and from Sydney Harbour need to be protected 	<p>The Draft Plan acknowledges the need to recognise all aspects of Middle Head’s previous uses, through a mix of interpretation and visitor information.</p> <p>No information regarding the history of ASOPA has been deleted. Some minor additional information on the significance of Middle Head to Papua New Guinea’s history will be included in the final approved Amended Plan.</p> <p>The Draft Plan puts in place controls to ensure that views are protected.</p>
<p>Building Uses and Public Access</p>	<ul style="list-style-type: none"> ■ Avoid overly-commercial uses that exclude the public ■ Uses suggested in the Draft Plan are too vague ■ Uses that would require changes to the landform, eg earth berms for Special Fire Protection Purpose uses, are not supported ■ Education is supported ■ Uses that allow for interpretation of Middle Head’s varied history would be supported (especially related to Middle Head’s Aboriginal and education history) ■ Uses with the potential to generate excessive noise should be avoided (note noise carries across water) ■ Suggest demolition of timber barracks and area be used for camping. ■ Concern that financial interests are driving the selection of uses at Middle Head, and will result in loss of heritage and public access 	<p>The Draft Plan identifies a range of suitable uses for Middle Head’s buildings and spaces. Potential uses include those that draw visitors to the park, such as education and training, studios, offices, visitor accommodation, well-being, cultural activities, small scale retail, visitor accommodation, dining and functions.</p> <p>The Draft Plan allows for some limited new additions to 10 Terminal’s buildings, and requires that adaptive reuse must ensure ongoing public access and enhance the visitor experience to the headland.</p> <p>The Draft Plan requires new uses achieve compliance with relevant building standards and bushfire regulations. Opposition to earth berms is noted. All uses must comply with relevant regulations, including those related to noise pollution.</p> <p>The Draft Plan provides for the demolition of two or more of the timber barracks. The area is proposed to be used for passive recreation, not camping.</p> <p>The Harbour Trust selects uses according to Management Plan outcomes and the Harbour Trust’s Leasing Policy.</p>
<p>Interpretation</p>	<ul style="list-style-type: none"> ■ Provide a single visitor/interpretation facility to serve the headland ■ Signage should be consistent across the headland, and tell all aspects of the Headland’s story, in a consistent fashion 	<p>The Draft Plan will include a clarification stating that if a visitor centre is provided, then the Harbour Trust would coordinate this with NPWS.</p> <p>The Harbour Trust and NPWS have committed to work together to develop a consistent interpretation strategy (including signage) for the headland.</p>

<p>Traffic and Parking</p>	<ul style="list-style-type: none"> ■ Desire for additional footpaths on Harbour Trust land ■ Suggest introducing annual passes which the public could purchase for Harbour Trust parking areas ■ Support removal of Car Park 6 (adjacent to Moat) ■ Opposition to the installation of parking between 10 Terminal and ASOPA ■ Suggest reconfiguring the carpark in front of the timber barracks to allow three rows of parking ■ Suggest use of ferries to access Middle Head ■ Recommend a bus shelter to Middle Head ■ Recommend a shelter be provided at bus stops 	<p>Several submitters commended the Draft Plan's proposed new footpath on the eastern side of Middle Head Road (linking the Artists Precinct to Burnt Orange).</p> <p>Other submitters opposed the proposed new path linking Georges Head Lookout and Chowder Bay Road arguing that it would duplicate other paths and require the removal of bushland. This is a matter for consideration by NPWS, as it is a proposal in the NPWS Draft Master Plan for NPWS-managed land.</p> <p>The Draft Plan continues to identify the area between 10 Terminal and ASOPA for carparking but in a much reduced footprint from that identified in the 2007 and 2014 plans.</p> <p>The Harbour Trust continues to closely monitor parking at Middle Head, and is committed to promoting the use of public transport, walking and cycling to access the park.</p> <p>The Harbour Trust is committed to working with public transport providers to increase services to Headland Park.</p> <p>Provision of a bus shelter on Middle Head Road (city-bound), opposite HMAS Penguin, is identified in the Draft Plan.</p> <p>The Harbour Trust does not support the introduction of annual carparking passes for visitors. Time restrictions and fees are used to effectively manage demand for limited public parking at Middle Head.</p>
<p>Engagement with Stakeholders</p>	<ul style="list-style-type: none"> ■ Linkages/relationship between NPWS and Harbour Trust should be more clearly articulated in Plan ■ Include information about Mosman Council's role at Middle Head ■ Include reference to Coastal Management SEPP and Act, and Draft North District Plan ■ Recommend additional engagement with stakeholders and volunteers 	<p>The Harbour Trust consulted extensively with the community and stakeholders in its preparation of the Draft Plan and carefully considered all submissions.</p> <p>A key aim of the Draft Plan is for the Harbour Trust to work collaboratively with NPWS in the coordinated management of the whole headland. This includes developing a consistent approach to interpretation, wayfinding and engagement with stakeholders.</p> <p>Where relevant, the Draft Plan will be updated to include additional references to Mosman Council.</p> <p>The Draft Plan will be updated to include discussion of Coastal Management SEPP and Draft North District Plan.</p>

Environmental Management	<ul style="list-style-type: none"> ■ Provide additional discussion regarding stormwater and groundwater flows, and dieback. ■ Avoid removal of native vegetation ■ Any new vegetation should be native species 	<p>Numerous measures to control erosion, pollution and run off have been implemented at Middle Head by the Harbour Trust, including installation of “raingardens”, and adoption of protocols to prevent the spread of <i>Phytophthora cinnamomi</i>.</p> <p>The Draft Plan provides for the protection of bushland. New plantings would be carefully selected native/endemic or cultural species.</p>
Bushfire Risk	<ul style="list-style-type: none"> ■ Uses that require changes to the landscape (Special Fire Protection Purposes) are not supported ■ Bushfire warning signage should be installed ■ Bushfire risk should be addressed to protect bushland and military assets 	<p>The Draft Plan requires new uses achieve compliance with relevant building standards and bushfire regulations</p>
Other	<ul style="list-style-type: none"> ■ The Draft Plan is supported and the Harbour Trust should be commended for its work to date at Middle Head and at other site ■ Minor amendments to existing figures are needed to improve clarity ■ Plans should be referred to Mosman Council for evaluation ■ Insufficient time to provide public comment, and exhibition was poorly timed ■ Additional details regarding costs and timing of capital works is required 	<p>Support for the Draft Plan is noted.</p> <p>The Draft Plan was publicly exhibited, and key stakeholders including Mosman Council consulted. Submissions were carefully considered by the Harbour Trust and comments have been appropriately addressed.</p> <p>The Draft Plan was concurrently exhibited with NPWS Draft Master Plan for Middle Head for an extended period of time: 43 calendar days, or 32 business days.</p> <p>The Draft Plan sets out relative priorities for implementation of various Plan outcomes, subject to the availability of funding, resources and other changing circumstances.</p>
Proposed works on NPWS land (approx 40% of all submissions received)	<ul style="list-style-type: none"> ■ Strong support for retention of clothing-optional status of Obelisk and Cobblers Beaches ■ Strong opposition to construction of new paths near Obelisk and Cobblers Beaches ■ Strong opposition to camping at Cobblers Beach ■ Concern removal of overnight staff from NPWS-managed area of Middle Head will result in antisocial behaviour and damage to the site 	<p>Strong opposition to the introduction of camping at Cobblers Beach (and associated infrastructure); increased pedestrian access to the clothing-optional beaches at Middle Head; and removal of overnight staff is noted, but is a matter for NPWS consideration.</p> <p>The Draft Plan will note that the alignment of paths and subject on NPWS land are indicative only to detailed design by NPWS.</p>