

**NORTH HEAD
ARCHAEOLOGICAL SITE SURVEY
BUILDING AND STRUCTURES INVENTORY
Volume 1. Executive Summary**

**Report prepared for
National Parks and Wildlife Service**

August 1991

**North Head
Archaeological Site Survey and Building and Structures Inventory
Volume 1. Executive Summary (This Volume)
Volume 2. Archaeological Site Survey
Volume 3. Building and Structures Inventory**

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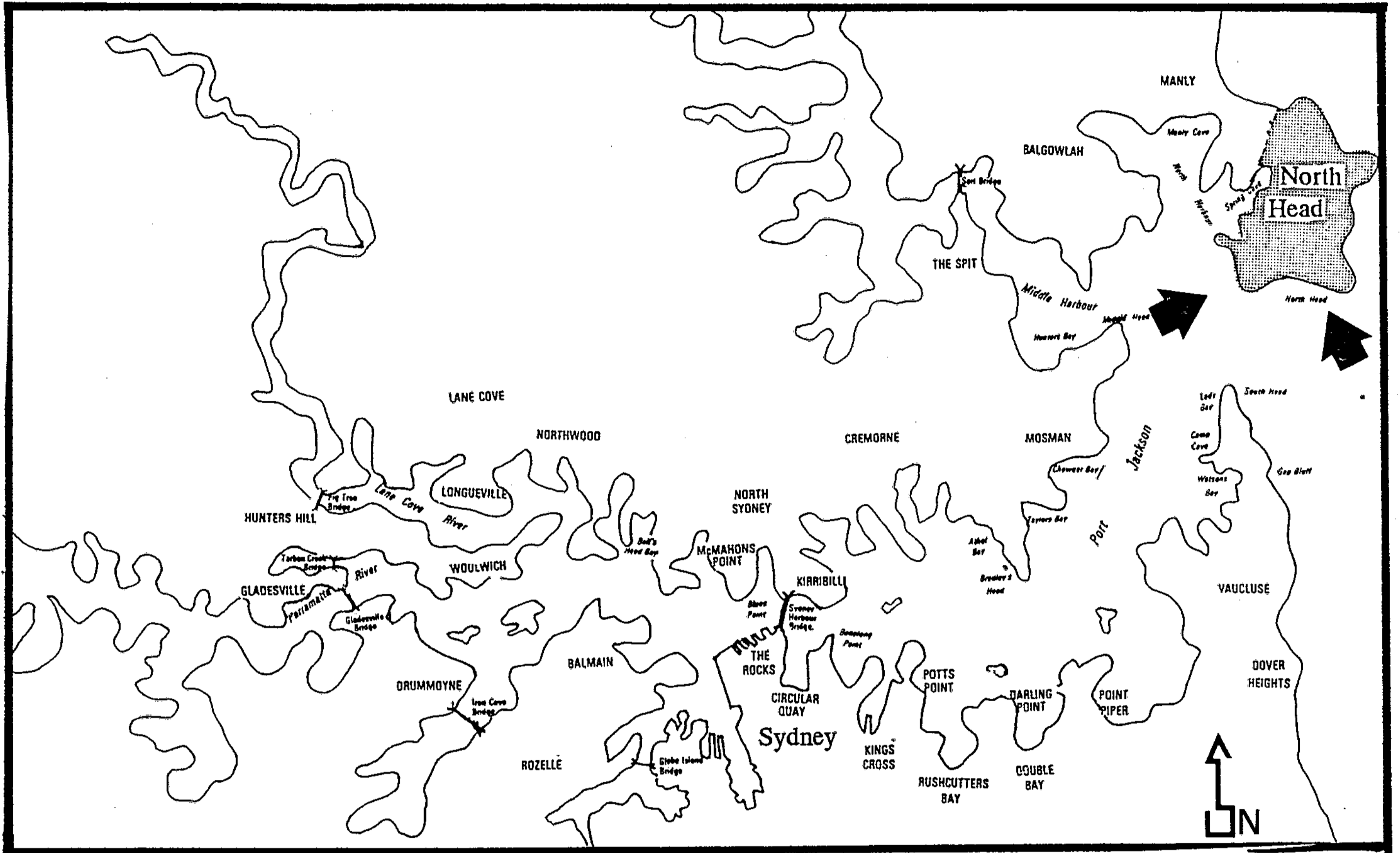


Figure 1.1 Location and Context Plan

1.0 INTRODUCTION

1.1 Preamble

North Head is the dramatic sandstone bluff on the northern side of the entrance to Sydney Harbour entrance. It has a symbolic role as a landmark and sentinel.

Between 1828 and 1974, a large part of North Head was used as the Quarantine area.

By 1933, when the whole of the Headland, with the exception of the Quarantine Station, was opened to the public for the first time, it was a rare reserve of native flora substantially undisturbed by European occupation. A major portion of the Head was subsequently withdrawn from permissive occupancy when the Federal Government decided to upgrade coastal defence and arm the Head in 1934. North Head was the only new defensive area in the region developed after 1890. North Fort and the associated Bluefish facilities were constructed in 1935/6 and reflect the technological advances of the time. The defence positions included a pair of 9.2 inch guns, an anti-aircraft battery, a radar station and search light installations. The design of the whole, with all the key elements dispersed underground, reflects the military technology which made the disposition of the gun pits well back from the cliff edge, with no view of the sea, possible.

1.2 Background

Some of the cultural sites on North Head are now included within Sydney Harbour National Park. Together, these sites and others located on North Head form a historic resource of considerable cultural significance which should be both conserved and utilized for public recreation. These two objectives are not conflicting and can be achieved together if the overall management strategy for the future use of North Head currently in preparation includes adequate provision for cultural resource management. Of fundamental importance as a management tool is the basic survey and assessment of the sites and items within the area.

Additional land is being considered for acquisition as part of the Sydney Harbour National Park. The proposed final boundaries of the North Head Sydney Harbour National Park enclose a range of historic sites and structures relating to the Quarantine Station, to coastal and harbour defence, and to recreational development in the Manly area.

Following submission of a proposal in response to the study brief (presented in the Appendices Vol. 1 & 2). Godden Mackay Pty Ltd in association with Mary Dallas Consulting Archaeologists was chosen by the National Parks and Wildlife Services in 1991 to undertake two studies of cultural sites:

A Buildings and Structures Inventory

An Archaeological Site Survey.

1.3 Author Identification

This report has been coordinated by Jill Sheppard. Kate Sullivan (Mary Dallas Consulting Archaeologists) undertook the Aboriginal Archaeology Survey and prepared the report in Volume 2. Jill Sheppard carried out the Building and Structures Inventory and the Historical section of the report in Volume 3. The significance assessments and recommendations were reviewed by Richard Mackay, Don Godden and Tony Brassil.

1.4 Methodology

This project has involved extensive historical research which was used as a basis for the identification of sites, buildings and structures. Substantial field survey has also been undertaken and more than 100 sites of cultural significance have been identified. In accordance with the requirements agreed to in the brief, this report presents the outcome of the historical research and field survey as preliminary assessment of the significance of the sites identified and develops recommendations for the management of significant sites.

The report follows the methodology and process outlined in Godden Mackays submission to NPWS which is reproduced in the Appendices. The report complies with the principles of the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance (the Burra Charter) and its Guidelines. The Burra Charter and its Guidelines are reproduced in the Appendix. Specific project tasks are outlined in further detail in Section 3.0.

1.5 Terminology

The terminology used in this report, and particularly the words *place*, *cultural significance*, *conservation*, *maintenance*, *preservation*, *restoration*, *reconstruction*, *adaptation*, and *compatible use* follows definitions provided by the Burra Charter. The term "North Head" is used to refer to the total parcel of land currently proposed for long-term inclusion within the North Head Sydney Harbour National Park. This area is shown in Figure 1.2 p5.

The abbreviation PAD is used for Potential Archaeological Deposits - shelters with deposits which may contain occupation deposit, (Attenbrow 1980).

1.6 Limitations

The major constraint affecting this study was the budgetary limitation, which did not provide for comprehensive historical research nor complete field survey.

Historical research well in excess of that allowed for in the original proposal was undertaken. Notwithstanding this additional work, the historical research cannot be regarded as comprehensive and it is desirable that some additional research be undertaken as a priority for the National Parks Wildlife Service, in conjunction with the preparation of a management plan. The equivalent of 20 days fieldwork was undertaken. Fieldwork was hampered by dense undergrowth, which limited the field team's ability to locate sites. Areas of archaeological

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potential for Aboriginal sites requiring further survey have been identified. All European sites from historic plans were located but there may be undocumented sites which are hidden by the rampant vegetation. Several cliff face sites were either blocked off or inaccessible.

2.0 ABORIGINAL ARCHAEOLOGICAL SURVEY

2.1 Summary of Results

One new site was located and several shelters with deposits which had archaeological potential were recorded (Appendix 3 Vol 2). Areas of archaeological potential requiring further survey were also identified and a hypothesis formed about the Aboriginal use of North Head. The hypothesis suggests that **Aboriginal use of North Head was water focused, both in terms of access and resource utilisation.** This hypothesis is supported by, and explains the less than expected results from a number of areas considered to have potential for archaeological deposits.

2.2. Recommendations

2.2.1 General Site Management

In terms of management of archaeological resources Potential Archaeological Deposits (PADs) should be given the same consideration as proven sites.

PADs in National Parks should not generally be excavated, to prove whether they are sites unless there is an exceptional reason to do so.

It is part of the function of National Parks to preserve samples of aboriginal sites. Sites in National Parks should not be available for research, recreation or education unless it can be shown that:

- sites will not be damaged;
- adequate samples of similiar sites exist with appropriate protection,
- the value of using a site for education outweighs all other considerations.

Aboriginal views should always be actively sought and taken into account when making decisions about sites.

2.3 Sydney Metropolitan Area Aboriginal Site Management

2.3.1 General Management Principles

Aboriginal sites (especially archaeological deposits) which are in good condition are comparatively rare in the Sydney Metropolitan area. Where such sites exist within a National Park they should be deemed extremely valuable. The general principle should be adopted that sites at North Head should not be made accessible to the public either through interpretative programmes or by the location of access or walking tracks near to them. Access should be actively discouraged by the relocation of tracks and by the planting of prickly shrubs (e.g. Hakea).

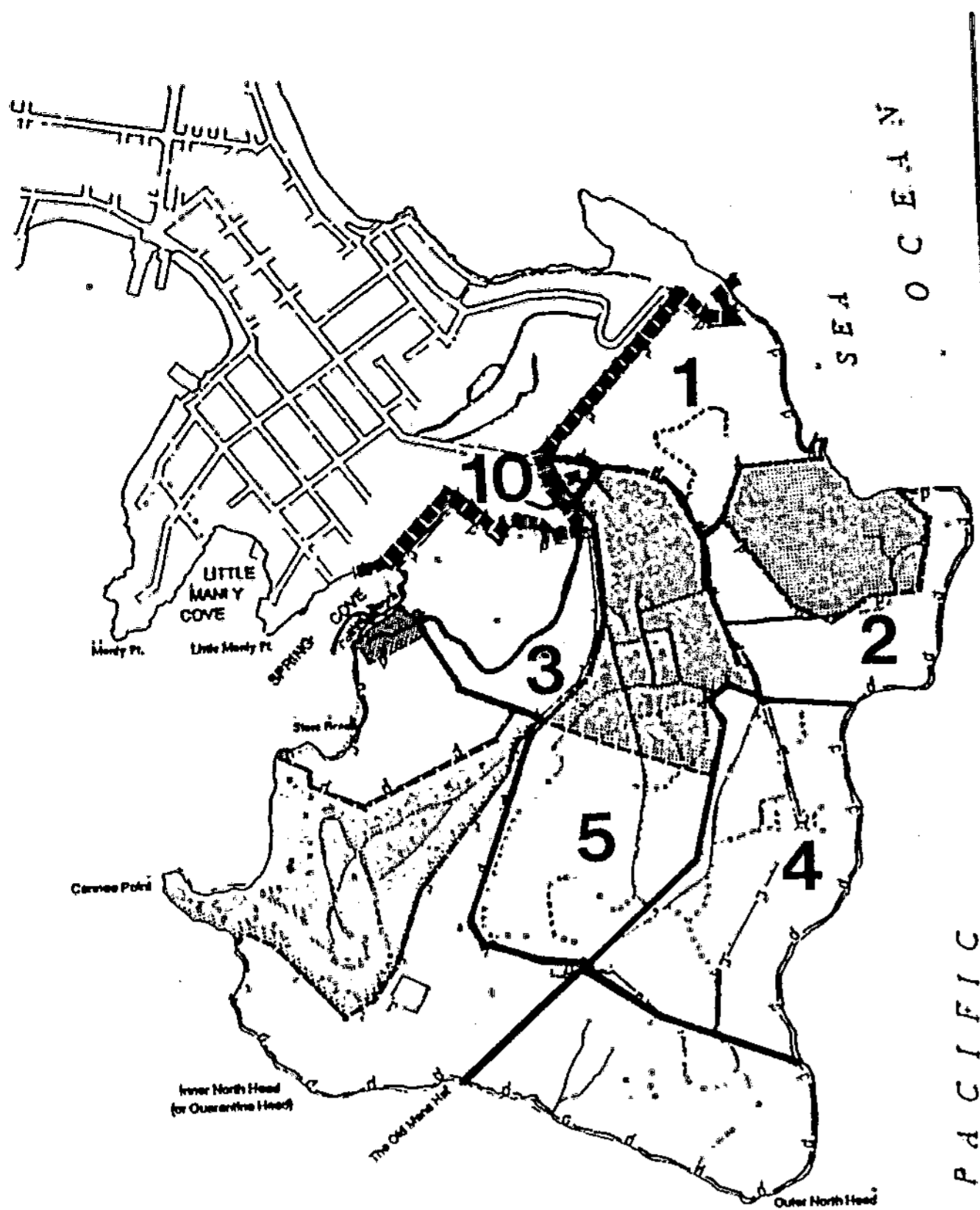
In general, sites should not be actively promoted to the public unless they are of appropriate interpretational value, are able to withstand visitation, and are not of such rareness as to preclude their use in this way.

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Aboriginal use of North Head can be adequately interpreted to visitors without the need to encourage visitation to sites. This can be achieved through various interpretive devices such as displays , brochures, and interpretative talks etc.

Sites in North Head tend to fall into two categories, either sites are largely destroyed and do not warrant sophisticated protective measures, or they are in good condition because of their location and unobtrusive management. Regular monitoring of the latter is appropriate. Consideration should be given to direction of visitors away from sites and the avoidance of increases in visitor access to areas where sites exist is.

The aboriginal community should be invited to comment upon these management principles. A copy of this report will be forwarded to the Metropolitan Land Council for their comment direct to the Service (see Appendix 6, Volume 2).



2.4 Site location, Threats and Management Action

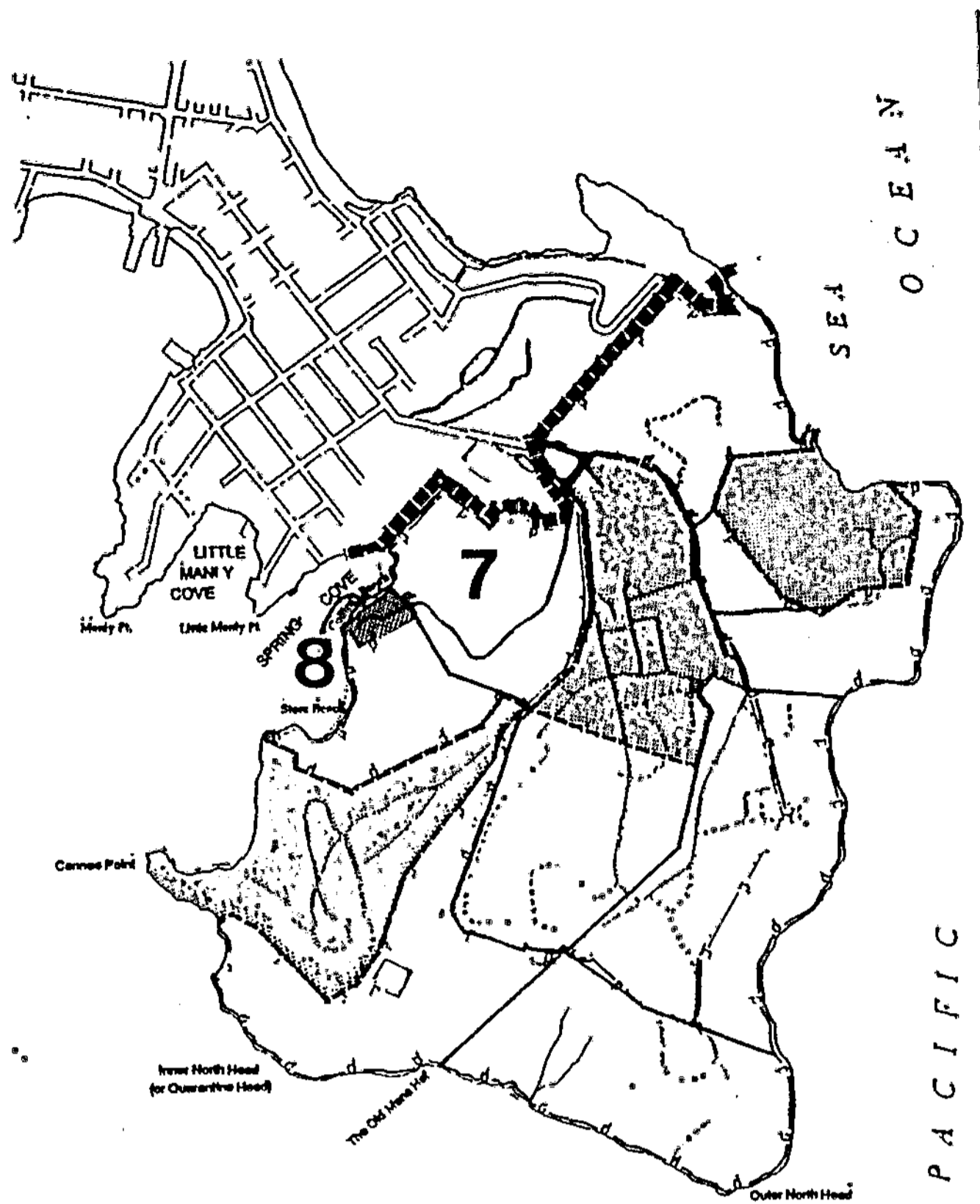
2.4.1 Sectors 1, 2, 3, 4, 5 and 10

These sectors have been eliminated as areas of high potential.

Threats and Management Requirements - Sectors 1, 2, 3, 4, 5 & 10

In these sectors archaeological resources are not under threat. The only sites recorded occur in Sector 2 and these have probably been destroyed. Some site register action is required in respect of these, (see Appendix 5 Vol 2). One PAD was recorded in Sector 3, and should be avoided by any tracks which may be developed.

No further archaeological survey should be necessary unless developments are planned in areas presently unexposed or in areas specifically not surveyed on foot. Even then the potential for sites is so low that only final locations of developments would need to be checked when the bush is cleared. This recommendation is only necessary because of the extremely dense vegetation of the area.



2.4.2 Sectors 7 and 8

This study has established that these areas have potential.

Threats and Management Requirements in Sectors 7 and 8

A specific search should be made for site 46-6-1262 and a judgement should be made as to whether it is the same as any other recorded site or PAD. Sites and PADs in this area have either been severely damaged or have not been affected by visitors. Those sites and PADs which have not been damaged should be monitored to check that they remain unaffected. If sites appear to be being damaged then specific action might be considered; signs, grids, gravel cover, bush screens etc. Any obtrusive management activity in this area would be likely to attract attention and possible vandalism. The one exception to this principle might be the stencil site 45-6-1162 which is not near any public access. A discreet sign might inform any visitors who venture into the area that a site exists.

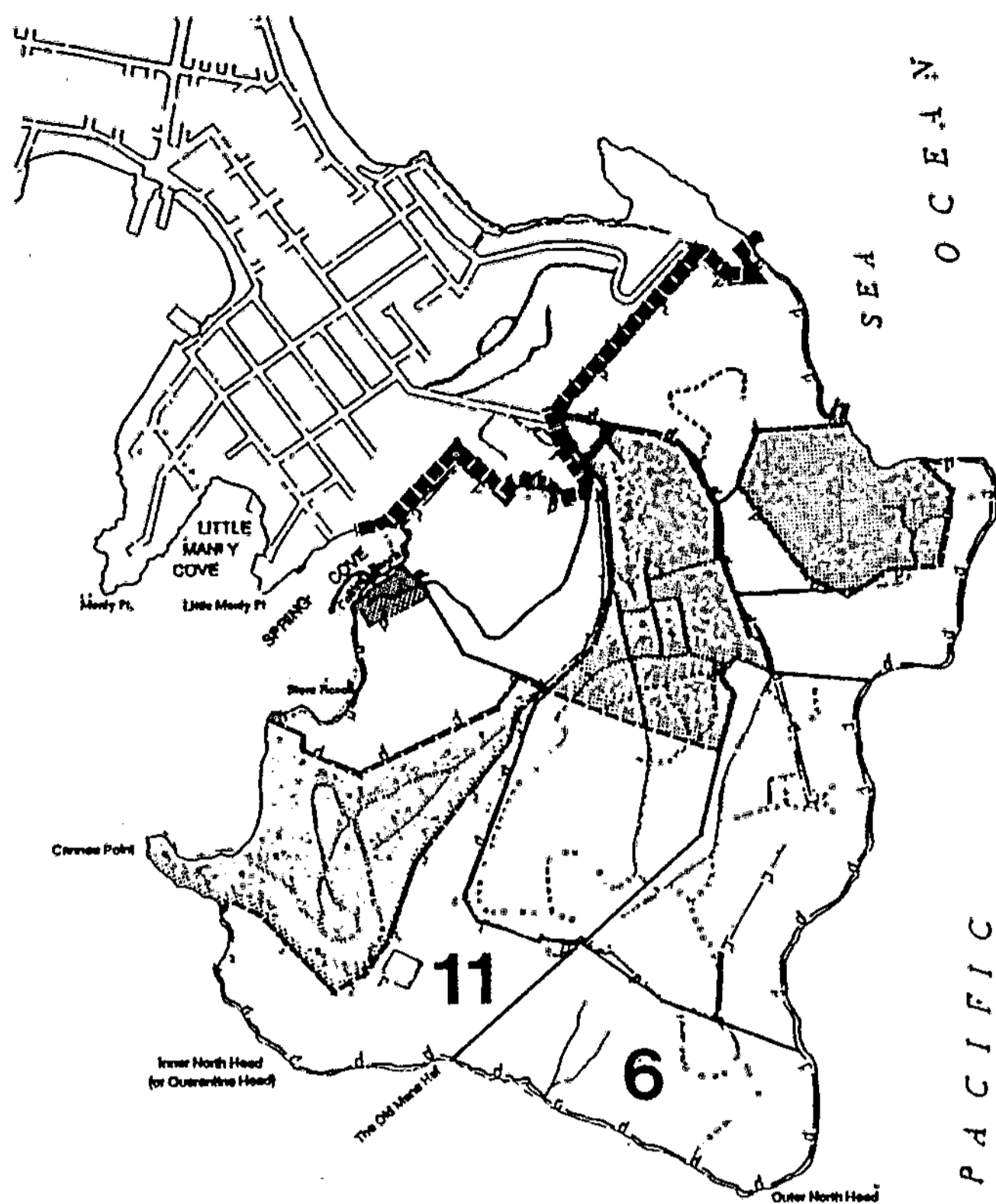
The new site located in this area should be registered.

The Aboriginal Land Council should be contacted regarding the burials removed from site 45-6-728.

This sector has the highest potential for the existence of undisturbed sites. Further surveying is required for inventory and planning purposes. Until that survey work is complete, no consideration should be given to increasing visitor use of the areas in any way. If the potential of the area remains high after survey is complete, then it is likely that (to protect what would be a group of well preserved sites) access should continue to be discouraged or very carefully managed to ensure no future threat.

Site 45-6-726 should be subject to a specific search so as to assess whether the site card actually refers to site 45-6-1467 or not.

The site registrar should examine the thesis by Hawthorne to determine the source of data on the sites mentioned as existing on this beach and others. A search should be made for these sites and they should be registered if they exist.



2.4.3 Sectors 6 & 11

Threats and Management Requirements in Sectors 6 and 11

Threats to sites and PADs in these areas could come from the location or relocation of walking tracks near sites. This should be avoided. Visitor use is relatively high but does not seem to be threatening sites. Present use is dispersed and is probably by adults rather than children. Increasing access into these sectors on tracks not close to sites should not present a threat to sites. Formalisation of tracks would be likely to add to site protection.

These areas have not been totally surveyed and further survey for inventory purposes is recommended. It is not urgently required. If track development or relocation is planned in these sectors in areas other than those covered by Attenbrow and Conyers (1983), or by this study, then survey of routes and areas near these routes should be undertaken. Any sites or PADs should be avoided and possible protective action such as planting prickly local species should be considered.

2.4.4 General Note on Threats to Sites

Threats to sites in the study areas include the following:

Incidental visitor use (adults and children, children tend to dig holes in shelters);

Direct management activity, (eg location of tracks and facilities,);

Indirect management activities (eg increasing access by location of tracks, publicising sites etc);

Archaeological excavation, (in the past [1950s] unrestricted excavation has been responsible for the destruction of at least two shelter sites with burials).

3.0 BUILDING AND STRUCTURES SURVEY

3.1 Summary of Conclusions and Recommendations

3.1.1 Significance Assessment

In this report a succinct summary of the historic documentation of North Head in terms of the major developments since European settlement is discussed and analysed. A statement of cultural significance has been derived in accordance with the significance assessment guidelines of Burra Charter of Australia ICOMOS, and the Australian Heritage Commission Significance Assessment Criteria.

North Head is established as having aesthetic, historic, technological and social value for past, present and future generations. This significance may be summarised as follows:

North Head is an integral part of a comprehensive set of natural and cultural resources that constitutes a significant part of the environmental heritage of Sydney Harbour, and the Harbour entrance particularly. As such the precinct is an historic feature which contributes to the cultural significance of the Manly and Sydney Harbour area.

The fabric of North Head provides evidence of the establishment and development of the Quarantine Station and the major medical techniques developed to deal with infectious disease at the time. The establishment of the Quarantine Station has strong associational links with the development of Sydney and the colony. North Head was utilized for Quarantine purposes for nearly 150 years.

North Head contains a variety of historic sites whose fabric is substantial, allowing ready interpretation and understanding of the history of the place. World War II coastal and harbour defence structures particularly provide a record of "Between the Wars" defence policy and technology. North Head is an unusual cultural landscape where large parts of the environment display evidence of remarkably little modification by human activity. Human activity provides historic focal points in an otherwise undeveloped Harbourside landscape.

North Head includes several sites and complexes of individual significance including;

An obelisk which may be the first erected in Australia.

North Head Fortress which typifies a standard type of defence technology used during World War II.

The Bluefish Anti-Aircraft emplacement which is the last known remaining representative of its type in the Sydney area.

The Quarantine cemeteries which are unusual sites of historic and social value.

North Head has been an area of considerable social interest and speculation particularly because it was inaccessible to the general public. Although the headland has been gradually opened up to the public the interest has remained.

North Head now has considerable recreational significance to the local community and visitors to Sydney and has the potential to attract many more visitors.

3.2 Policy Development

This document is a preliminary study which provides the basic information required for the development of a comprehensive Management Plan. The significance of each of the structures identified on North Head was assessed and recommendations are made on the basis of that assessment.

Constraints and opportunities which follow from the established significance of North Head are identified and discussed including the physical condition of structures and the relevant statutory controls.

Possible options within the Management Plan are suggested for consideration. On the basis of this analysis the following general policy statement is proposed for adoption by the National Parks and Wildlife Service.

3.2.1 Policy Statement

North head is recognized as an area with features of cultural significance, with aesthetic, historic, technological and social value for past present and future generations.

Fabric from all periods of the history of the area should be recognized as contributing to the cultural significance of the place.

Existing historic fabric should be preserved and maintained.

Fragile historic fabric should be protected from existing and future physical threats, including direct access and contact by visitors.

The dynamic nature of the landscape of the area should be recognized, and it should be managed as a cultural landscape. Historic fabric should be protected from existing and future possible threats including visitation and vegetation.

Displaced fabric within built structures may be considered for restoration, but generally fabric should be retained in its current location.

The archaeological resources of North Head should be conserved and no disturbance of fabric, particularly sub-surface items need be undertaken unless the area is likely to be subject to visitation.

1. Blue Fish Anti-Aircraft Battery
2. Blue Fish Radar Station
3. Commonwealth Police Training College
4. Memorial Drive Remnant
5. North Head Fortress
6. Sandstone Boundary Walls
7. Quarantine Cemetery No. 3
8. Quarantine Cemetery No. 2
9. Old mans Hat Carvings
10. Quarantine Head Emplacement

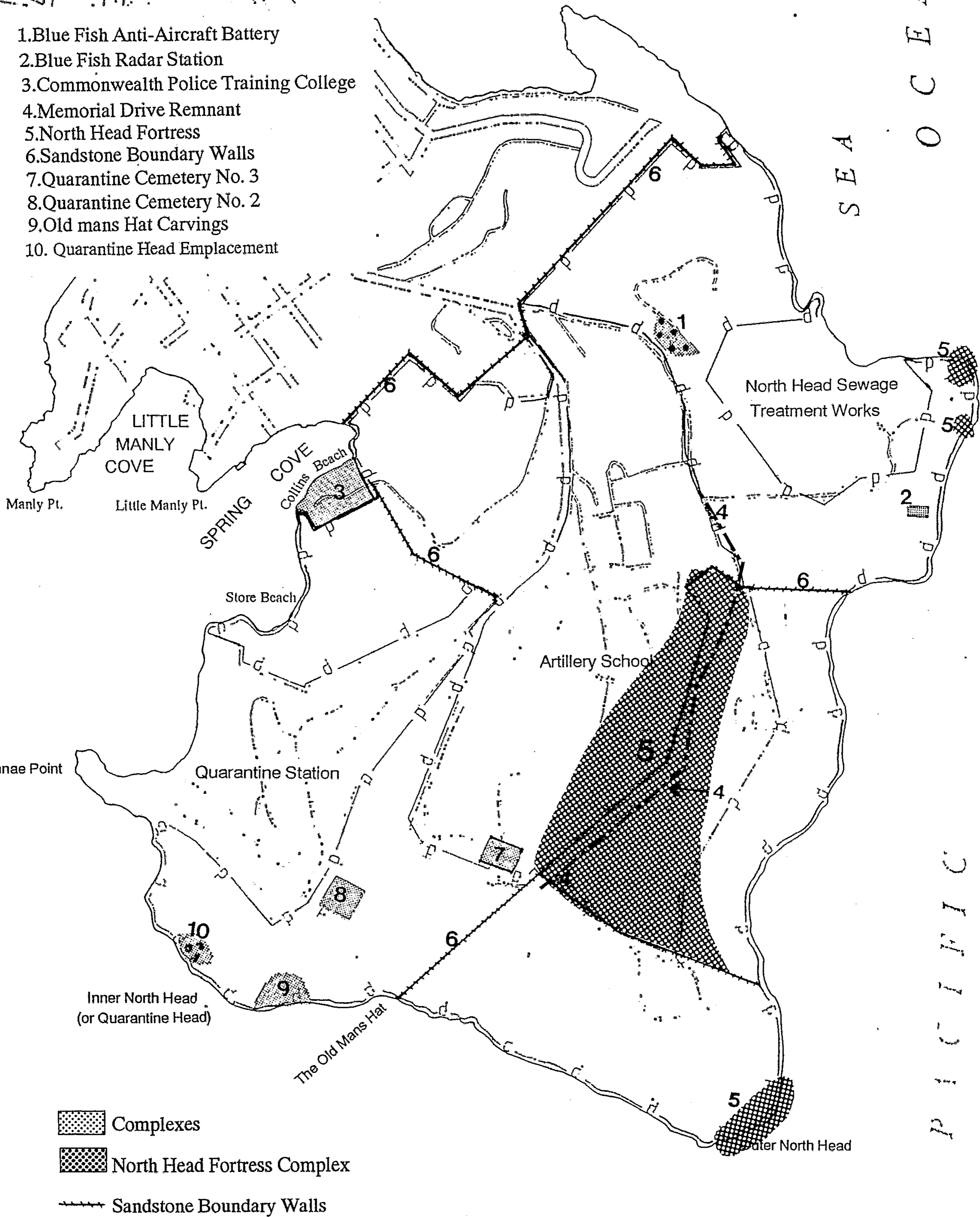


Figure 3.1 Plan showing the location of significant complexes, structures and sites.

4.0 RECOMMENDATIONS

4.1 Conservation Action

Sites with significance assessment of 3, 4 or 5 should be retained and conserved in accordance with the Burra Charter of Australia ICOMOS.

Sites with significance assessment value 4 or 5 should be considered for an individual Conservation Plan. All of these sites should be included in the North Head Management Plan, and their physical condition should be regularly monitored.

Sites of significant assessment value 3 should be considered for inclusion in the North Head Management Plan and should be regularly monitored.

4.1.1 North Fort Complex

A Conservation Plan should be undertaken for the North Fort Complex as a whole. The Conservation Plan should specifically address the following issues:

reconstruction

interpretation of the sites

linking of physically separate sites

long term maintenance and upkeep

An arrangement with the Army who appear interested, have expertise in the area, and appropriate resources, should be considered.

The extent of the whole North Fort complex is shown on the accompanying Figure 3.1. The Bluefish Radar emplacement, although associated with the North Fort complex, was also significant in its own right. A Conservation Plan should be undertaken for the Bluefish Radar emplacement.

The Bluefish Radar emplacement may be considered for separate conservation and interpretation or included in the North Fort Complex Conservation Plan.

Engineers reports are suggested for the tunnel to the southern 9.2inch Gun and the Blue Fish searchlight emplacement before these sites are made accessible to the public.

The area has great potential to provide recreational and interpretive opportunities for the local community and visitors. The policy emphasises that significant structures should be conserved prior to their promotion as part of the Sydney Harbour National Park.

3.2.2 Policy Implementation Considerations

Consideration should be given to the development of a Management Plan which includes a schedule of phased discrete localized developments which will ultimately be linked to form walking tracks.

The National Park and Wildlife Service should actively promote an agreement with the Army and the Royal Australian Artillery History for their continued maintenance and promotion of the World War II structures and sites located on North Head.

A general policy concerning the appropriate use of "reconstruction" within the park should be formulated as a joint agreement between the Army, the Royal Australian Artillery Historical Society and the National Parks and Wildlife Service.

4.1.2 Bluefish Anti-Aircraft Battery Complex

A Conservation Plan should be prepared for the Bluefish Anti-Aircraft Battery. The Conservation Plan should specifically address the following issues:

the desirability of interpreting the site to the public

the best means of removing the rampant coastal heath which presently threatens the fabric of much of the installation.

the drainage problems identified at the Command Post and the high possibility of vandalism should also be addressed.

4.1.3 Quarantine Head Emplacement

The significance attributed to the Quarantine Head emplacement is largely dependant on its history and historic associations. Although the emplacement appears to be a World War II relic, no recorded information about the location and purpose of this emplacement was found during the course of the study, (although there was much speculation).

The fabric of the emplacement is well preserved and does not appear to be under immediate threat, except from the possibility of bush fire or unauthorized visitation and vandalism. The following recommendations are made for the short term.

Additional research to establish the significance of the site and allow its interpretation should be undertaken.

Preservation measures should be taken to protect the exposed metal and extant hardwood.

Clearance of vegetation around the ammunition store area should be carried out.

In the long term, in the event of the emplacement being opened to public visitation, or becoming part of a walking route, then

Interpretation of the site is required,

Measures to prevent vandalism should be undertaken.

Consideration could be given for the provision of a lockable door to protect the ammunition racks.

This type of feature tends to be popular, easily interpreted and low maintenance in a park situation.

4.1.4 Quarantine Cemeteries - The Third Quarantine Cemetery

A comprehensive Conservation Plan should be prepared as a priority for all the Quarantine cemeteries. Previous studies (1982 Draft Conservation Plan, Gojak D 1986) should be reviewed, revised if necessary, and enacted.

In July 1991 an archaeological inspection report was made by Denis Gojak NPWS archaeologist. This report records the third Quarantine cemetery in its present form and makes preliminary assessments and recommendations for the conservation of monuments, particularly the timber grave markers.

The urgent recommendations in the 1991 Gojak report should be enacted immediately as the condition of the timber monuments is at a critical stage and further neglect would result in a serious loss of fabric.

Gojak's Recommendations I-IV should be carried out immediately.

The Second Quarantine Cemetery

This cemetery has only one extant monument.

The monument should be the subject of regular inspection and maintenance.

The iron railings require immediate treatment to ensure preservation and to prevent continuing deterioration.

The cemetery ground should continue to be cleared to differentiate it from the surrounding bushland.

4.1.5 The Quarantine Station Rubbish Dump

The Quarantine rubbish dump, southeast of the second Quarantine cemetery, is an important archaeological resource, because it contains a physical record of the material culture of the Quarantine Station and may yield information not available in other sites or resources.. The dump is not under any immediate threat under the present visitor control policy for the Quarantine Station. Should the Quarantine Station be opened up to less controlled visitation then the dump is likely to be pilfered for "collectables" like bottle or coins.

It is recommended that prior to any change in the visitation of the area

A baseline archaeological assessment should be carried out.

Archaeological excavation may prove to be warranted in which case a research design should be prepared and a suitable level of public involvement should be established.

The time required for an appropriate level of archaeological excavation needs to be incorporated as a constraint in future plans for the area.

4.1.6 The Police Training College

The Police Training College is an integral part of the Quarantine Station's historical development. The Police Training College was excluded from the study area because access to the grounds was denied to the study team. However, some general recommendations about the management of the complex (should it be acquired by NPWS) can be made.

The Police Training College complex should be the subject of further historical research.

The Police Training College should also be the subject of a comprehensive Conservation Plan which should specifically address the issue of interpretation.

Alternative sympathetic uses for the extant buildings and the possible role of the complex in association with the adjoining beaches should be considered.

4.1.7 Memorial Drive

The remnant of cobblestone road which extends north of the 9.2inch Gun emplacements through North Gate to Bluefish Drive is considered the remaining fabric of the Memorial Drive constructed c1931 to commemorate the soldiers of the Manly/Warringah area, killed in the first World War.

The remaining road surface is relatively fragile and should not be subjected to heavy four wheel drive use.

It is recommended that the road be utilised as a pedestrian route only.

Interpretation of the road's history for the public is recommended

Any remaining pine trees, (which may be later Manly Council replacements of the original Norfolk Island pine trees), should be conserved.

4.1.8 Old Mans Hat Carvings

The carvings should be recognised as unique within the Quarantine Station because of their limited location and evocative qualities, (the group of carvings evoke the sense of confinement and enforced inactivity of the quarantine experience).

The group of carvings should not be considered in isolation from the carvings around the Quarantine Station.

The issue of management of carvings in general needs to be addressed.

The Old Mans Hat carvings area should continue to be protected from unsupervised visitation.

Exposure to the elements, fragility and the need for comprehensive recording are the immediate concerns, but interpretation and methods of controlled visitation should be addressed in the longer term.

4.1.9 Sandstone Boundary Walls

The sandstone walls lie along a number of property boundaries on North Head.

The sandstone walls should be assessed.

Where necessary, stabilization work should be undertaken.

A schedule of regular inspection and maintenance should be instituted.

4.1.10 The Obelisk

The obelisk is located among dense coastal heath on the hillside above Old Mans hat. The dense vegetation prevented close inspection of the state of repair, materials and design of the obelisk.

Further research concerning the date of erection and purpose of the obelisk is required.

The obelisk should be the subject of a measured study and photographic recording.

An inspection and maintenance schedule should be established by an expert (stone mason or the like).

Any maintenance or sheathing work should be carried out after the recording.

The present inaccessibility of the structure to visitors should be encouraged until the fragility of the fabric is assessed.

A decision concerning the ability of the structure to cope with visitation can be made on the basis of the assessed durability the fabric and the site.

4.2 Interpretation

A comprehensive interpretation plan should be prepared for North Head. The historical overview prepared for this project should be utilized as an important element within the interpretation plan.

Interpretation of historic sites should be given priority at the major areas of visitation: the loop and associated lookout points, North Fort and Collins and Stores Beaches. On-site signage should be introduced first at areas which receive high visitation. Those areas with high potential for visitation, should become part of a walking route they should also have on-site signage introduced.

The existing activities of the North Head Military Historical Society, with their informal volunteer guided tours, should be encouraged, formalized and may be extended to include the Bluefish precinct. Presentation of the cultural resources within the Reserve to the public by knowledgeable locals should be encouraged and provided for within the management plan.

The following **interpretation themes** are identified:

The role of the area in the treatment of infectious diseases as a Quarantine Station introduces the themes of isolation and separation.

Coastal and harbour defense, particularly the role of technology,

Recreation and scenic appreciation particularly of Harbour activities.

4.3 Further Research

Within the confines of this study it has not been possible to undertake exhaustive research. The research undertaken has revealed a number of areas where additional work is likely to prove fruitful and it is strongly recommended that the Plan of Management provide for continuing research, especially in the following areas.

Aboriginal/European contact history in the North Head area.

The history and purpose of the Obelisk above Old Mans Hat and its role in navigation should be established.

The history and purpose of the Quarantine Point weapons emplacement.

A graphic materials search and collection should be made. Material is held by the Manly Library and a limited amount of maps and plans are held at the Mitchell Library, but a number of other sources should be searched. Maps and plans are an important resource which could then be consulted during the preparation of any interpretation and management plan.

Additional oral history (eg World War II defense personnel).

Documentation of additional sites not discovered during this project.

4.4 Miscellaneous

The importance of the formalization of an arrangement with the Army and the Military Historical Society for their continued involvement in the maintenance, preservation and promotion of the North Fort complex is emphasised.

Army involvement in the conservation and interpretation of the Bluefish Anti-Aircraft Battery and Radar should also be encouraged and a formal arrangement for involvement promoted.

Preparation of a Conservation Plan should precede a final decision into appropriate uses for all North Fort buildings. Subject to the Conservation Plan findings;

The Locating Wing Headquarters building could be considered for adaption as an exhibition space.

The associated married quarters appear suitable for use as NPWS staff quarters.

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The remains of North Head Memorial Drive can be considered as the physical link between the former defense sites, (the Drive appears suitably located to form part of a loop route incorporating a cliff side track).

The local community is an important resource which should be utilized in the conservation and interpretation of the historic resources of North Head. In addition to providing low-cost assistance to the Service, this process fosters community interest in North Head.

Areas considered appropriate for active community involvement include:

Physical conservation work on site (eg stabilization of stone walls),

Monitoring of the condition of sites and regular surveys/visits,

General historical research,

Interpretation; particularly by continuing the existing practice of informal guided tours by knowledgeable local military informants.