

Q Station

Environmental Assessment in support of a s75w Modification Application



Volume 1: Main Report

Report
prepared for
Mawland Quarantine Station Pty Ltd



August 2015

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Volume 1 Main Report

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Declaration

I certify that the information contained in this report is neither false nor mis-leading.



Michael Chilcott
Director
Linchpin Environmental Pty Limited



Executive Summary

The ten year anniversary of the issuing of the Quarantine Station (Q Station) Conditions of Planning Approval (CoPA) has recently passed. Since the issuing of that approval, the site has moved from establishment phase to operation phase. Inevitably, and based on the experience gathered across that decade, there are a number of conditions that warrant review and modification. Any such modifications would require that a formal application be made to the NSW Department of Planning and Environment (DPE) for modification of the consent under s75W of the NSW Environmental Planning and Assessment (EP&A) Act.

This document has been prepared in support of such an application, and in response to Secretary's Environmental Assessment Requirements (SEARs) issued by the DPE, and includes a table cross-referencing the location in which each of the SEARs is addressed.

Mawland and the NSW NPWS have identified a series of ten (10) areas of the existing CoPA for amendment. These proposals for substantive CoPA amendment, while not impacting on the objectives of the Q Station approval, would improve the operation of the Q Station from this point.

The modifications are proposed by Mawland, with the support of the NSW NPWS. They include replacement of the co-proponent status of NSW NPWS and Mawland with wording to reflect the current relationship of the two entities as lessor and lessee.

The CoPA proposed for amendment relate to the following areas:

1. Co-proponency
2. Urban design and visual
 - a. Use of shade structures
3. Heritage
 - a. Air conditioning
 - b. Spatial Layout (Building P1, P2 and P9)
 - c. Flexibility and balance of use
4. Noise
 - a. Outdoor music
5. Environmental management
 - a. Environment audit cycle
 - b. Site wide plans review
 - c. Bandicoot triggers
 - d. Site visitor capacity

For convenience, Mawland has also reviewed with the NSW NPWS all other existing CoPA, and has also identified some that require **administrative amendment**, to reflect changed administrative arrangements within Government.

Finally, it is proposed that the remaining CoPA remain unchanged. A number of these are identified in this document as having been **satisfied** (see Appendix 6.9.4), while other remain subject to unchanged on-going implementation at the Q Station (see Appendix 6.9.5).

Consideration of the proposed amendments to the Quarantine Station CoPA has included consultation with community representatives and with governmental stakeholders. This document includes details of the consultation work undertaken in its preparation prior to submission to the DPE for assessment.

List of Acronyms

Acronym	Meaning
CoPA	Condition of planning approval
CP1	Car Park 1
DEC	(former) Department of Environment and Conservation
DGRs	Director General's Requirements
DPE	Department of Planning and Environment
DP&I	(former) Department of Planning and Infrastructure
EIS	Environmental Impact Assessment
EP&A Act	Environmental Planning and Assessment Act, 1979
EPBC Act	Environmental Planning and Biodiversity Conservation Act, 1999
ESD	Ecologically Sustainable Development
IMAMS	Integrated Monitoring and Management System
NSW NPWS	NSW National Parks and Wildlife Service
OEH	Office of Environment and Heritage
PAS	Preferred Activity Statement
QS Approval	Quarantine Station Approval
QSCC	Quarantine Station Community Committee
Q Station	Quarantine Station
SEARs	Secretary's Environmental Assessment Requirements
SoC	Statement of Commitments

1. Introduction

1.1 Background and need

The ten year anniversary of the issuing of the Quarantine Station (Q Station) Conditions of Planning Approval (CoPA) has recently passed. Since the issuing of that approval, the site has moved from establishment phase to operation phase. Inevitably, and based on the experience gathered across that decade, there are a number of conditions that warrant review and modification to provide a basis for assuring that the management of the site is both efficient and effective, reflecting the realities of the site's operation under its leasing arrangements.

This document has been prepared in support of an application by Mawland Quarantine Station Pty Ltd for modification to the Conditions of Planning Approval granted to Mawland and the NSW NPWS in 2003.

1.2 Statutory considerations

Approval for the conservation and adaptive re-use of the Quarantine Station at North Head was granted in 2003 (the QS Approval) under Division 4 of Part 5 of the Environmental Planning and Assessment Act 1979 (EP&A Act). Div 4, Part 5 applied because DEC was a co- proponent of the application and an Environmental Impact Statement (EIS) was prepared.

Div 4, Part 5 was repealed in 2005. Following the repeal of Div 4 of Part 5, the QS Approval was "deemed" to be a Part 3A approval by virtue of clause 88(3) in Schedule 6 to the EP&A Act. Director General's Requirements (DGR's) provided in 2009 in response to a request for modifications to the conditions of planning approval confirm this position.

Various transitional provisions under the EP&A Act provide that Part 3A of the EP&A Act as it existed prior to its repeal on 1 October 2011 apply to the QS Approval. The NSW Department of Planning and Infrastructure (DP&I) has confirmed that the QS Approval can be modified under s75W of the EP&A Act as it existed immediately before the repeal of Part 3A on 1 October 2011.

The transitional provisions in Schedule 6A of the EP&A Act provide that Part 3A as it existed prior to its repeal still applies to projects such as the Q Station approved under this pathway. Hence approval for the modifications proposed in this document are being made through a section 75w request.

Secretary's Environmental Planning Assessment Requirements (SEARs) have been issued by the DPE. These are included as an appendix to this report at section 8.5. The following table provides a summary of the SEARs, and the location within the document of the response to those assessment requirements.

Table 1: SEARs Compliance Table

Section of SEARs	Requirement	Reference within this document
General requirements	The modification application must include:	
	An executive summary	Executive Summary
	A description of the existing environment	Section 2
	A thorough description of the proposal, including: - the need for changes - alternatives considered	Sections 1, 3 and 6
	Consideration of relevant statutory provisions	Section 1
	A detailed of the assessment of the key issues specified below, including:	Section 3
	A description of the existing environment using sufficient baseline data	Sections 4.1 to 4.10 as required
	An assessment of the potential impacts, including any cumulative impacts, taking into consideration relevant guidelines, policies, plans and statutes	Sections 4.1 to 4.10 as required
	A description of the measures that would be taken to avoid, minimise, mitigate, and if necessary offset the potential impacts of the development, including proposals for adaptive management and/or contingency plans to manage significant impacts on the environment .	Sections 3.1 to 3.5 as required
	A consolidated summary of all the proposed environmental management and monitoring measures highlighting commitments included in the EIS.	Sections 3.6
	An amendment to the approved statement of commitments	Section 3 and 6.9
	A conclusion justifying the proposal, taking into consideration the environmental impacts of the proposal and suitability of the site	Section 5
	A signed statement from the author of the application certifying that the information contained in the report is neither false nor misleading	Applicant's declaration
Key issues	The modification application must address the following specific issues	
	1. Urban design and visual, including layout plan of locations, of shade structures, and	Section 3.2

	a detailed description including (perspectives) of the shade structures including height, sale, signage, and lighting particularly from nearby public receivers and significant vantage points of the broader public domain.	
	2. Heritage, including: an assessment of the likely impacts of the modifications on heritage items and proposed conservation and mitigation measures.	Section 3.3
	3. Noise, including: - a description of all existing noise sources including on and off-site traffic noise - a noise impact assessment including: - detail of the proposed noise levels - potential impacts upon fauna (including bandicoots and little penguins), and - a cumulative noise impact assessment in accordance with relevant Environment Protection Authority guidelines - details of noise mitigation, management and monitoring measures	Section 3.4
	4. Environmental Management including: - details of the frequency of management reports and audits to assess the impacts of the modifications - identification of how the proposed modifications will incorporate ESD principles	Section 3.5
	5. Updated Statement of Commitments, including: an assessment of the existing statement of commitments, and outline of what commitments have been met since the original project approval. Dates on when commitments were met and by who shall be provided. Any changes to the existing changes to commitments shall be clearly outlined.	Sections 3.6 and 6.9
	6. Consultation including: an appropriate and justified level of consultation in accordance with the Department's Major Project Community Consultation Guidelines October 2007. In particular consultation with the National Parks and Wildlife Service and the EPA.	Section 4
Consultation	During preparation of the modification, you must consult with the relevant local, State or Commonwealth Government authorities, service providers, community groups, and affected landowners. In particular you must consult with:	Section 4

	Manly Council Office of Environment and Heritage, including the National Parks and Wildlife Service.	
	The EIS must describe the consultation process and the issues raised, and identify where the design of the development has been amended in response to these issues. Where amendments have not been made, to address an issue, a short explanation should be provided.	Sections 4 and 6.6

1.3 Note on the requested update of the Statement of Commitments

The above SEARs request that the assessment report provided here include an updated Statement of Commitments (see point 5 under *Key Issues* in the table above).

However, neither the environmental assessment of the proposed Conservation and Adaptive Re-use of Quarantine Station nor the original QS Approval contained a Statement of Commitments as is now applied by the DPE in issuing approvals.

For the purposes of this report, and its response to the SEARs issued by DPE, the reader should replace the updating of the originally issued Conditions of Planning Approval (CoPA) as provided in the Appendix at Section 6, for the DPE's requested update to the Statement of Commitments.

1.4 Approach to responding to the SEARs

1.4.1 CoPA requiring substantial amendment

Mawland and the NSW NPWS have identified a series of ten (10) areas of the existing CoPA requiring substantive amendment. These proposals, while not impacting on the objectives of the Q Station approval, would improve the operation of the Q Station from this point. These modifications are proposed by Mawland, with the support of the NSW NPWS.

They are addressed in Section 3 (below), and the principal focus of this report.

Consideration of the proposed amendments to the Quarantine Station CoPA has included detailed consultation with community representatives and with governmental stakeholders these discussions are also documented in this report (see Section 4).

1.4.2 CoPA requiring minor or no amendment

For convenience, Mawland has also reviewed with the NSW NPWS all other existing CoPA, and has also identified some that require administrative amendment, to reflect changed administrative arrangements within Government. These are provided as an Appendix (See Appendix 6.9.3.)

Finally, it is proposed that the remaining CoPA remain unchanged.

A number of these are identified in this document as having been satisfied (see Appendix 6.9.4), while other remain subject to unchanged on-going implementation at the Q Station (see Appendix 6.9.5).

2. Description of the existing environment

The Quarantine Station (Q Station) is located on North Head, Manly, and within the Sydney Harbour National Park, some 10km to the north east of the Sydney CBD (see Figure 1 below). The 36 Ha of Q Station is owned by the NSW Office of Environment and Heritage (OEH) [National Parks and Wildlife Service], and is managed under a long term lease by the Mawland Group. A map of the Q Station, illustrating its lease boundaries and locations of key buildings, is provided at Figure 2 below).

The site which was used as a Quarantine Station from 1833 to 1984. Due to its unique natural and heritage values the site was included as part of Sydney Harbour National Park.

On 16 March 1984, ownership of the Quarantine Station was transferred from the Commonwealth to the State Government and it was reserved as part of Sydney Harbour National Park. The National Parks and Wildlife Service (NPWS) established guided tours and a Conference and Functions Centre on the site.

Maintaining the Quarantine Station grounds and buildings has always been a challenge. Despite considerable work by the NPWS over the first 10 years of its management as a national park, many of the buildings and some of the cultural landscape surrounding them fell into disrepair. By 2006 aspects of the site required immediate conservation and/or upgrading.

As a consequence, the NSW NPWS decided that a partnership with an appropriate private sector operator could secure the funding required for the site's repair and on-going conservation. Approval for the proposed conservation and adaptive re-use of the Quarantine Station at North Head, including the leasing of the site by NPWS to Mawland, was granted in 2003. The lease was signed in 2006.

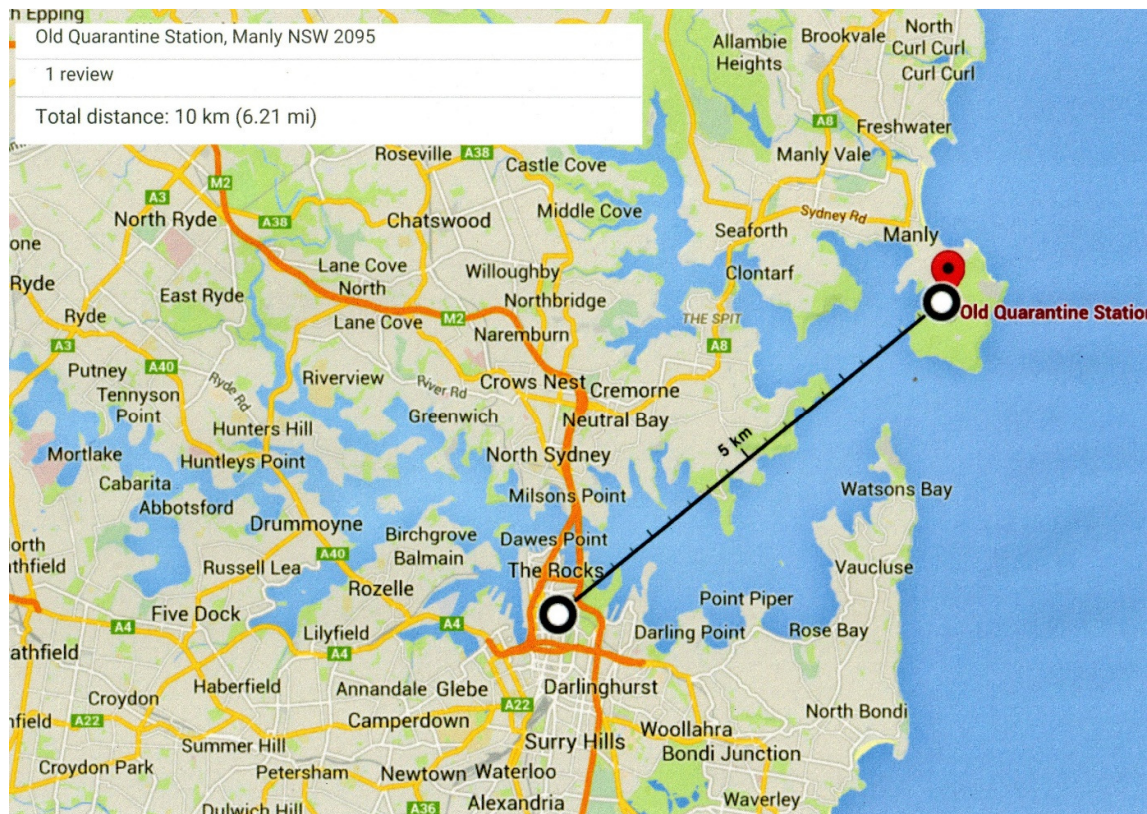
The site's natural, and Aboriginal and European cultural, heritage features have been documented at length in the original environmental assessment of the proposed "Conservation and Adaptive Re-use of the North Head Quarantine Station" prepared in 2001 (Manidis Roberts Consultants, 2001). These have remained largely unchanged since that time, other than in relation to the implementation of the approved project since the lease was signed in 2006.

Some key features of the Quarantine Station include:

- Records of significant Aboriginal sites in various locations within the Q Station site,
- Significant European heritage items including buildings, cemeteries, and rock inscriptions associated with the site's use as a quarantine station,
- Presence of long nosed bandicoots, *Perameles nasuta* – part of the endangered North Head population of this species,,
- Presence of Little Penguins, *Eudyptula minor* – part of the endangered population of this species at Manly,

- Presence of rare and endangered flora on the site including stands of endangered Eastern Suburbs Banksia Scrub and the endangered species *Acacia terminalis* ssp *terminalis*.

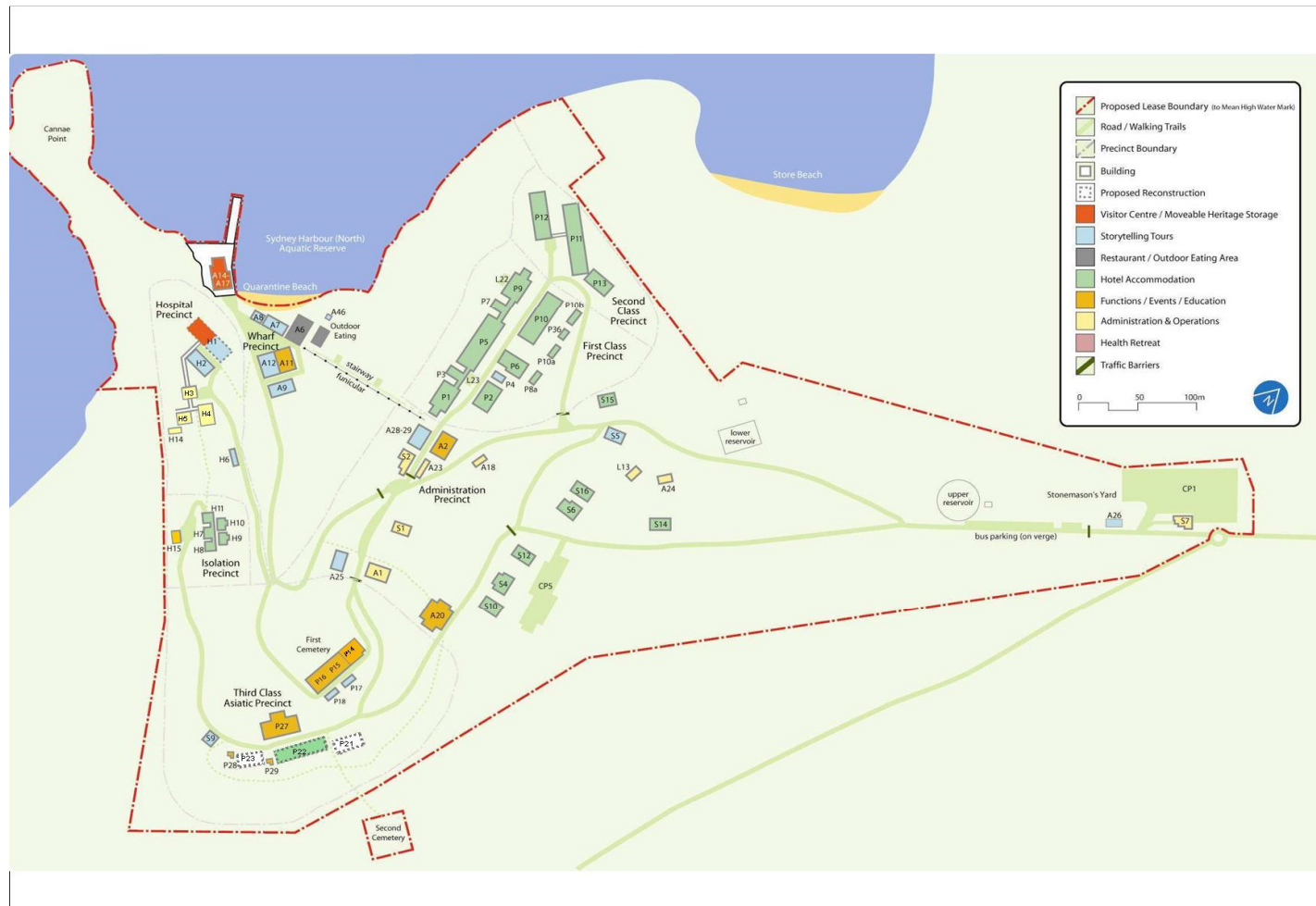
Figure 1: Location of the North Head Quarantine Station relative to Sydney CBD (source: Google Maps)



Of the modifications to existing conditions of consent contained in this proposal to the DPE, only one, relating to the proposed approval of ambient outdoor dining music, has any potential for impact on any of these significant natural and heritage features. This is addressed within the document, and includes more detailed descriptions of the relevant natural environment features of concern.

Those other values remain unaffected by the proposal, and so detailed descriptions beyond reference to previous documentation are not provided in this report.

Figure 2: Q Station Site Map (Source: Manidis Roberts, 2001)



3. Conditions requiring substantive amendment

3.0 Introduction

Mawland and NPWS have identified that the Q Station conditions of planning approval (CoPA) relating to some significant issues warrant review and substantive amendment (ie more than simple administrative amendment to reflect the reality of changed arrangements within the NSW Government). These changes relate to the 'operational' phase of the QS approval.

These proposed changes are discussed in more detail below.

It is Mawland's view, and that of the NSW NPWS, that the changes proposed reflect more accurately the reality of the site's current operations than do the initial CoPA. They also represent the best approach to management of the site as it has developed over the past 10 years.

The CoPA proposed for substantive amendment relate to the following areas of the Q Station operations:

1. Co-proponency
2. Urban design and visual
 - a. Use of shade structures
3. Heritage
 - a. Air conditioning
 - b. Spatial Layout (Building P1, P2 and P9)
 - c. Flexibility and balance of use
4. Noise
 - b. Outdoor music
5. Environmental management
 - c. Environment audit cycle
 - d. Site wide plans review
 - e. Bandicoot triggers
 - f. Site visitor capacity

These are discussed in more detail below, where the issues are assessed in response to SEARs issued by the DPE, and specific revised conditions of consent, are proposed.

For each issue, the relevant existing CoPA are provided at the start of each discussion, and a recommendation for an amended COPA at the end of each issue discussion. The recommended CoPA amendments are presented with proposed text deletions (~~strike-through text~~) and additions (**bold text**) to the existing CoPAs.

3.1 Co-proponency

Existing Conditions of Planning Approval (CoPA)

Numerous CoPA include reference to the co-proponents. Listing all of these at this point would be unwieldy.

Within this section, the proposal for a change in the nature of the relationship between Mawland and the NSW NPWS, reasons for this and potential impacts are addressed.

Proposal

NSW NPWS, with the support of Mawland, has proposed removal of co-proponency references within the conditions of planning approval, and modification of the affected conditions to reflect their existing lessor/lessee responsibilities.

Under the proposals, the NSW NPWS will retain statutory responsibility for all cultural and environmental management issues. Mawland would retain responsibility under its lease for operation of the Q Station facility.

Notwithstanding this, the definition of co-proponent must remain within the conditions to reflect the allocation of responsibilities up to this point eg most of the proposals for administrative amendment retain language based on the co-proponent concept.

Existing environment

Under the original proposal, and approval, for the Conservation and Adaptive Re-Use of the North Head Quarantine Station, the NSW NPWS and Mawland were, and have remained, co-proponents. Under these arrangements, the co-proponents were jointly and severally responsible for the implementation of the Project, and its delivery in line with the issued CoPA.

Following the issuing of the approval for the Project, NPWS and Mawland entered into a lease arrangement under which the responsibilities of lessor and lessee were allocated to one or the other co-proponent, or held as a mutual responsibility.

Now, at a point 10 years after that initial approval, and with the site having moved from establishment phase to operational phase, and with the lease arrangement having been tested across that period, NPWS, and Mawland, believe that the co-proponency no longer reflects the reality of the relationship between the two entities under the Q Station lease. The operational success of the Q Station lease by NPWS to Mawland was reflected in the outcome of the independent audit undertaken in 2011 which gave an overall audit score of 96%. This was an improvement on the overall audit score from the 2007 audit of 92%.

Impact Assessment

The NSW NPWS believes that the proposed change to the co-proponency would support a clearer allocation of responsibilities and accountabilities between NPWS as owner and lessor of the site, and Mawland as lessee.

As a consequence, Mawland would accept principal responsibility for the implementation of the majority of the conditions of planning approval, as it has in effect, though the signing of the Quarantine Station lease with NSW NPWS, which will assume a compliance, advice and review role.

Proposed environmental management and mitigation measures

No environmental management and mitigation measures are required nor proposed in relation to this modification of the CoPA.

Supporting documentation

Nil

Proposed Condition of Planning Approval

Should the change be accepted, the implications for changes to specific conditions of project approval would be administrative and so are provided (on the assumption of acceptance) within Section 6.9.3: Conditions proposed for administrative amendment.

3.2 Urban design and visual

3.2.1 Use of shade structures

Existing Conditions of Planning Approval (CoPA)

Ref: Conditions of Planning Approval (CoPA): Condition 18 and Schedule 3

18) Aspects of the proposal that are approved, subject to modifications or further detailed design, are listed in Schedule 3. The outcomes and objectives to be achieved, and the criteria for assessment of the achievement of the outcome or objective, are also detailed in Schedule 3.

Schedule 3

A6 – restaurant and outdoor seating

- A shade structure/s over the outdoor eating area may be provided, but shall be limited to that part of the outdoor eating area that is obscured by Building A6 when viewed from the head of the wharf. Any such structure/s shall be plain coloured and shall not contain any form of advertising or written/graphic material.
- Individual table umbrellas are permitted in the outdoor eating area where there is no shade structure, subject to the same line of sight conditions referred to above.

Proposal

Mawland proposes that the use of shade structures (eg umbrellas), of a temporary and ephemeral nature, in outdoor eating area beside the Boilerhouse Restaurant (Building A6) and on the wharf area (Buildings A14-16) is an appropriate both in terms of the use and appearance of the property.

Mawland contends that such structures would:

- give the property a contemporary point of interest from the Harbour,
- provide shade to staff/guests (which has often been requested), and
- be in line with the historic use of the site.

Existing Environment

Both buildings A6 and A14-16 are located in the wharf precinct. Their location is provided on the Q Station site map above (see Figure2). The view of the buildings from the Q Stations wharf is shown in Picture 1 (below).



Picture 1: a broad view of Building A6 and Buildings A14-16 from the Q Station wharf (Credit: Paul Davies).

The area proposed for provision of additional umbrella structures outside the Boilerhouse Restaurant Building (A6) is shown in the picture below (Picture 2).



Picture 2: A view of the outdoor eating area adjacent to Building A6 from the beach entry (Credit: Paul Davies).

The off white umbrella on the right is proposed to be replicated to its left. The additional element will be seen extending part way across view line occupied by the right hand of the two green umbrella shown in the photo.

The area proposed for provision of a single large umbrella structures adjacent to Building A14-16 near the Q Station Wharf is shown in the picture below (Picture 3). Building A14-16 is in the centre of the picture. The proposed location for a new large umbrella is slightly to the left of the centre of the building front as seen from this view line.



Picture 3: View from Wharf precinct courtyard towards Buildings A14-16. This photo was taken without the currently used umbrellas in place (Credit: Paul Davies)



Picture 4: The location of current umbrellas and loose seating adjacent to Buildings A14-16 (Credit: Paul Davies).

As the viewer approaches buildings A14-16 from the wharf the currently used umbrellas are partly visible.

The proposed new umbrella would be located further behind the building view line as seen from this direction. It would be set further back to allow the cliff face to be seen as visitors approach from the wharf.

Impact Assessment

Condition 18 identifies that certain aspects of the proposal may be approved subject to further modification or detailed design. These aspects are included within Schedule 3. That Schedule includes conditions for the erection of shade structures over the outdoor eating area, and for the use of umbrellas at individual tables in the outdoor eating area.

Specifically, the Schedule notes that new shade structures should be placed so as to be obscured by Building A6 when viewed from the head of the Q Station wharf.

Paul Davies, Heritage Consultant, prepared a short assessment of the proposal for the use of new shade structures as described above (Davies, 2014). His initial assessment is provided at Appendix 6.1.

Davies noted that 'the station needs to be understood as a collection of structures that came and went, within a constantly changing landscape that was adapted by each group of users in innovative ways to make their stay more palatable.....the people in quarantine added things around the site while in occupation'.

He went on to note that 'the site was never presented as it is now, ie as a pristine heritage site'. He further notes that the addition of shade structures, preferably of contemporary design, would seem consistent with the history of the site, and that any minor structures are of a temporary and ephemeral nature ie they come and go and may shift location. He states that he could find no logical or historical reason to prevent their use.

In a further assessment of the proposal to provide a new umbrella shade structure outside building A6 (The Boilerhouse Restaurant) (Paul Davies Pty Ltd [2015]). This is provided at Appendix 6.4. Davies concluded that there is no adverse impact from providing an additional umbrella at this location.

That report also reviewed the provision of umbrella shade at tables outside building A14-16, adjacent to the wharf area.

The report recommended that several smaller umbrellas currently used to provide shade in that area (see Picture 4 above) be replaced by a single larger umbrella (no larger than 4mx4m) of off-white colour and contain no signage.

The view of Buildings A14-16 from the Q Station wharf is shown in the picture below (Picture 5).



Picture 5: View from the wharf to Building A14-16 (Credit: Paul Davies)

The proposed new umbrella would be located further behind the building view line as seen from the direction illustrated in Picture 5. It would be set further back to allow the cliff face to be seen as visitors approach from the wharf.

The report by Paul Davies Pty Ltd (2015) concluded that a proposal for the installation of a number of fixed umbrella structures would have no adverse impact in the proposed locations, and that fewer larger umbrellas would be preferable to providing smaller unfixed umbrellas which are more difficult to manage.

Proposed environmental management and mitigation measures

- The location, colour and nature of umbrellas or any shade structures would be endorsed 'approved' by the Heritage Advisor reasonably approved by the lessor as to type, location, time limits and frequency of use.
- Any umbrella or shade structure would not contain any third party advertising unrelated to the site and its operation.
- Such structures would only remain erect for a maximum of 72 hours
- The colour and the nature of these temporary shade structures, umbrellas and windbreaks would be neutral and in keeping with the natural environment

Supporting documentation

- Letter report from Paul Davies (2014) comments in relation to External Structures (Appendix 6.1)
- Report from Paul Davies Pty Ltd (2015) on the 'Provision of additional umbrella shade structures (Appendix 6.4).

Proposed Condition of Planning Approval

18) Aspects of the proposal that are approved, subject to modifications or further detailed design, are listed in Schedule 3. The outcomes and objectives to be achieved, and the criteria for assessment of the achievement of the outcome or objective, are also detailed in Schedule 3.

Schedule 3

~~A6 – restaurant and outdoor seating~~ Shade Structures

- A shade structure/s over the outdoor eating area **beside the Boilerhouse (Building A6)** may be provided, ~~but shall be limited to that part of the outdoor eating area that is obscured by Building A6 when viewed from the head of the wharf. Any such structure/s shall be plain coloured and shall not contain any form of advertising or written/graphic material.~~
- Individual table umbrellas and/or **temporary** shade structures and **windbreaks**, are permitted in the outdoor eating areas ~~and on~~ including **the wharf area**, where there is no **permanent** shade structure/s ~~subject to the same line of sight conditions referred to above.~~
 - **The location, colour and nature of umbrellas or any shade structures must be ~~endorsed 'approved' by the Heritage Advisor~~ reasonably approved by the lessor as to type, location, time limits and frequency of use.**
 - **Any umbrella or shade structure must mitigate to the extent possible any adverse visual impact. It shall not contain any third party advertising unrelated to the site and its operation.**
 - **Such structures may only remain erect for a maximum of 72 hours**
 - **The colour and the nature of these temporary shade structures, umbrellas and windbreaks is to be neutral and in keeping with the natural environment.**

3.3 Heritage

3.3.1 Air conditioning

Existing Conditions of Planning Approval

Ref: Condition of Planning Approval (CoPA): 18 and Schedule 3

18) Aspects of the proposal that are approved, subject to modifications or further detailed design, are listed in Schedule 3. The outcomes and objectives to be achieved, and the criteria for assessment of the achievement of the outcome or objective, are also detailed in Schedule 3.

Schedule 3 (extract)

Cross-precinct issues

Approved

Various buildings: methods for cooling and heating.

Specific outcomes/objectives

- Rooms to be used for accommodation, function and conference related purposes, as well as archival or records storage, may include appropriate contemporary technologies for cooling and heating.
- Subject to meeting the specific requirements below, the introduction of mechanical air conditioning shall only be considered for approval in the following areas:
 - A2;
 - S2;
 - meeting rooms in P10, P11 and P12; and
 - in rooms to be used for archival or records storage.

Subject to meeting the specific requirements below, ceiling fans may be installed in other buildings, with preference to fans mounted over the ceiling light to minimise fabric impact.

- Details of any proposed cooling and heating systems shall be included in the construction works application for the particular building. The application must demonstrate that the proposed system:
 - will have as little adverse impact on significant fabric as practicable;
 - will not have significant adverse visual impacts; and

- is clearly capable of being removed, and fabric reinstated, at some future point consistent with the principle of reversibility.

Proposal

Mawland proposes modification to the wording of Schedule 3 specifically to permit the installation and use of single room, small scale air conditioning units in rooms used for dining, functions and conference related purposes.

Existing Environment

Mawland recognises that visitors to the Q Station expect that their stay will be comfortable, with the impacts of extreme cold and heat managed so as to deliver a reasonable level of comfort. Meeting this expectation is central to the financial sustainability of the Q Station upon which stewardship of the site can be ensured.

The current wording of Schedule 3 permits the installation of appropriate contemporary technologies for cooling and heating in rooms used for accommodation, function and conference related purposes, as well as for archival or records storage purposes. However, the interpretation of this wording is open to some interpretation.

The proposal seeks to clarify the intent of this condition, to remove its current application to accommodation rooms, but extend it to dining spaces.

Impact Assessment

Condition 18 confirms that various aspects of the proposal are approved subject to modifications, or further detailed design. The specific details of those aspects are set out in Schedule 3, and include arrangements for the installation of cooling and heating technologies.

Schedule 3 notes that mechanical air conditioning can only be installed in the following areas: A2, S2, meeting rooms in P10, P11 and P12, and in rooms used for archival or record storage.

This follows from a previous condition that notes that rooms to be used for accommodation, function and conference related purposes as well as for archival and record storage may include 'appropriate contemporary technologies' for heating and cooling. A further condition states that, subject to certain conditions, ceiling fans may be installed in other areas.

Mawland proposes that the use of the term 'mechanical air conditioning' be interpreted as referring to more heavy duty, industrial air conditioning systems (eg ducted air con supported by larger air con units). Mawland further proposes that the term 'appropriate contemporary technologies' be interpreted as more modern, smaller (single room) scale

air conditioning units. These would provide a capacity for to ensure guest comfort in those spaces used by them (ie accommodation, function and conference spaces). This interpretation is supported by the further distinction of using ceiling fans in other buildings (eg administration areas).

The implications of the proposal have been assessed by Heritage Architect, Paul Davies, in his letter report to NSW NPWS (Davies, 2014). This is provided Appendix 6.1.

The report noted that the intent of the original condition was to ensure that the buildings, and in particular the accommodation room, were not overwhelmed by the installation of air-conditioning and plant. However, Davies noted that in relation to the proposals under consideration here, 'the provision of a limited amount of air conditioning in more intensively used public areas would seem consistent with the consent and the heritage values of the place.

The proposed amended condition of consent (see below) provides clarity with respect to the intent of the original condition of consent and explicitly recognises that the use of air-conditioning in a number of particular public areas is permitted. It further notes that the inclusion of such air-conditioning systems should be reversible. Mawland considers that the concept of reversibility, as referred to in the CoPA, does not require definition, but would welcome DPE perspectives on this point.

Finally, it is noted that since the issuing of the lease for the Q Station site, Mawland has demonstrated a respect for the history, fabric and management philosophy of the Q Station, and recognises these as central to the sustainability of the site. This was confirmed in the outcome of the 2011 independent audit (Graham Browne and Associates, 2011) that reported a 96% audit score.

Proposed environmental management and mitigation measures

No additional environmental management and mitigation measures are required nor proposed in relation to this modification of the CoPA.

Supporting documentation

- Letter report from Paul Davies, Heritage Architect, attached at Appendix 6.1. This includes reference to the use of Mechanical Air-conditioning Systems on site.

Proposed Condition of Planning Approval

Schedule 3 Cross-precinct issues

Approved

Various buildings: methods for cooling and heating.

Specific outcomes/objectives

- Rooms to be used for accommodation, **dining**, kitchens, function and conference related purposes, as well as archival or records storage **and administration**, may include appropriate contemporary technologies for cooling and heating, ***which may include installation of room air-conditioning that does not interfere with the fabric of the room and in a way and that is able to be reversed at the conclusion or termination of the Lease.***
- ~~Subject to meeting the specific requirements below, the introduction of ducted mechanical air conditioning shall only be considered for approval in the following areas:~~
 - ~~A2;~~
 - ~~S2; meeting rooms in P10, P11 and P12; and~~
 - ~~in the museum rooms used for archival or records storage.~~
- ~~Subject to meeting the specific requirements below,~~ Ceiling fans may be installed in any building, with preference to fans mounted over the ceiling light to minimise fabric impact.
- Details of any proposed cooling and heating systems shall be included in the construction works application for the particular building. The application must demonstrate that the proposed system:
 - will have as little adverse impact on significant fabric as practicable;
 - will not have significant adverse visual and acoustic impacts; and
 - is clearly capable of being removed, and fabric reinstated, at some future point consistent with the principle of reversibility.

3.3.2 Spatial Layout (Building P1, P2 and P9)

Existing Conditions of Planning Approval

Ref: Conditions of Planning Approval (CoPA): 20 and 21, and Schedule 3

20) With the exception of buildings P1 and P2, which are to remain with their current spatial layout and internal configuration, adaptation of buildings within the First and Second Class Precincts may occur in accordance with the specifications in Table B-2 of the PAS. Adaptation works are to be assessed and approved in accordance with conditions 35)-40), and reflecting the outcomes of the P6 prototype adaptation.

21) Buildings P1, P2 and the original rooms that are not adapted are to remain intact and essentially unaltered, and are to be available for accommodation and/or interpretation purposes for the life of the approval. Permissible alterations include those works that are identified in the staging plan (condition 31) or condition 38).

Schedule 3

P1, P2 & P9

Corridors in these buildings shall be retained as a functioning part of the building. That is, they will be available for use by guests. Internal doors from rooms into these corridors must not be permanently sealed.

Proposal

Mawland proposes the adaptation of the central corridor in each of Buildings P1 and P2 for use as ensuite facilities, whilst retaining the essence of the configuration) ie the wall alignments) and requiring that any use of the space be reversible at the conclusion of the lease period. The location of Buildings P1 and P2 is provided in the Q Station Site Map (Figure 2).

The internal configuration of bedroom spaces, and the alignment of the corridor walls, would remain essentially unchanged, thus retaining the 'existing spatial layout and internal configuration as proposed under Condition 21.

Finally, and as a consequence of the adoption of the above proposals, it is further proposed that the elements of Schedule 3 relating to Buildings P1, P2, and P9 be removed.

Existing Environment

Mawland has received consistent requests, and complaints, from guests accommodated in buildings P1, P2 and P9 noting that their current configuration with shared facilities is inconvenient and often cold. These issues are especially difficult for elderly guests. Leisure guests frequently demand that the rooms be sold more cheaply. Alternatively, guests often ask for upgrades to other rooms with facilities and are prepared to pay a higher price for such upgrades.

Additionally, Mawland receives considerable market push back when rooms are being booked for events and conferences. Organisers of these events will only book the rooms at significantly lower rates. On occasions, the organisers have arranged accommodation off-site rather than book these rooms for their events.

As a consequence, the lack of rooms with facilities is a constraint to the success of the Q Station operation. The inclusion of ensuite facilities within the corridor areas of buildings P1, P2 and P9 would assist in alleviating this issue. The corridor space within buildings P1, P2, and P9, is essentially 'dead' space at present as it is inaccessible and unusable in its present configuration.

Building P1 has already been re-configured to retain a sense of the original corridor in the building. This space now provides a walk through wardrobe facility and interpretative signage.

Impact Assessment

Conditions 20 and 21 provide that buildings P1 and P2 retain their existing spatial layout and internal configuration (C21), and remain intact and essentially unaltered) (C21). However, C21 also notes that they may be used for accommodation purposes. The layout of these buildings includes bedrooms that may be used to accommodate guests, as well as a central corridor between these rooms.

Further, Schedule 3 states that, in relation to the Buildings P1, P2, and P9, the corridors in these buildings shall be retained as a functioning part of the building. These corridors were also to be available for use by guests, and the doors from the rooms into those spaces were not to be permanently sealed. This corridor currently has limited or no useful purpose.

Paul Davies (2014 [see Appendix 6.1])) has noted that, in relation to the retention of the internal configurations of P1 and P2, the condition created considerable difficulty, as it created a high level of non-compliance under the Building Code of Australia (BCA) related to sole occupancy. The proposed changes are endorsed in the report by Paul Davies as both appropriate to the nature of the buildings and as a response to direct market demand.

The NSW NPWS (see letter at Appendix 6.6) has also supported, in principle, the modification of conditions 20 and 21 as proposed.

Davies (2014) noted that a compromise was previously approved that changed the internal configuration of Building P1 in order to achieve some level of use for the buildings and some retention of spatial layout. With the integrity of these spaces already compromised through existing, approved, uses, Davies (2014) has noted that there is little point in retaining the conditions in their current form. Consequently, Davies (2014) supports the removal of the requirement for retention of spatial configuration in these conditions.

Proposed environmental management and mitigation measures.

Mawland will ensure that interpretation of the original spatial layout and internal configuration is exhibited prominently near buildings P1 and P2, at all times.

Supporting documentation

- Letter report from Paul Davies, Heritage Architect, (Davies 2014) provided as Appendix 6.1.
- Letter from Michael Wright, NSW NPWS, to NSW Department of Planning and Environment, provided as Appendix 6.6.

Proposed condition of Planning Approval

20) ~~With the exception of buildings P1 and P2, which are to remain with their current spatial layout and internal configuration,~~ Adaptation of buildings within the First and Second Class Precincts may occur in accordance with the specifications in Table B-2 of the PAS. Adaptation works are to be assessed and approved in accordance with conditions 35)-40), and reflecting the outcomes of the P6 prototype adaptation, and reflecting commitments to 'sampling'.

Proposed condition of Planning Approval

21) Buildings P1, P2 and the original rooms that are not adapted are, at the conclusion of the lease, to be returned to their condition and spatial layout/internal configuration as at the commencement date. ~~to remain intact and essentially unaltered, and are to be available for accommodation and/or interpretation purposes for the life of the approval.~~ **Other** permissible alterations include those works that are identified in the staging plan (condition 31) or condition 38). **At all times interpretation of the original spatial layout and internal configuration is to be exhibited prominently near buildings P1 and P2.**

3.3.3 Flexibility and balance of use

Existing Conditions of Planning Approval

Ref: Conditions of Planning Approval (CoPA): 1

- 1) The activity shall be generally carried out in accordance with the Environmental Impact Statement (EIS) "Proposal for the Conservation and Adaptive Re-use, North Head Quarantine Station, Sydney Harbour National Park", Volumes 1-5, dated 7 September 2001, except where modified by:
 - a) the proposal, including plans, safeguards and mitigation measures, presented in the Preferred Activity Statement (PAS) prepared by the co-proponents dated September 2002;
 - b) preliminary details for the proposed adaptation of Building A6 provided by the co-proponents in a facsimile dated 14 October 2002 and in the paper dated 31 October 2002;
 - c) the variations proposed to the PAS by the co-proponents in a letter dated 12 November 2002; and
 - d) the conditions of this approval (which incorporate the conditions of concurrence and approval granted by the NSW Heritage Council, Minister for Fisheries, Minister for the Environment and the Minister for Infrastructure, Planning and Natural Resources).

Proposal

Mawland, with the support of NSW NPWS, proposes that outside of any formal application to modify specific CoPAs, the approval contained in CoPA 1 should not restrict the capacity of NPWS and Mawland to agree to minor variations to the implementation of the activity, provided that these are consistent with the intent of the approval ie consistent with the above objectives.

Specifically, where particular uses have been allocated to one building or another, and both buildings were proposed to be utilized, then the swapping/reallocation of Activity A to Building X, and Activity B to Building Y, should be possible, provided that no significant impact is likely to arise from those minor changes to the proposed building uses.

Mawland and the NPWS propose that this interpretation of the conditions of planning approval be confirmed through modification to the punctuation of the relevant condition of planning approval.

NPWS has also proposed that an additional condition be inserted to provide for the possibility of changes to the Quarantine Station Preferred Activity Statement (PAS).

Existing Environment

The current wording of the above Condition of Planning Approval is subject to significant interpretation. The unintended ambiguity in the text has proved unnecessarily problematic in relation to achieving the objectives of the approval.

The proposed amendments improve the clarity of CoPA 1 to reflect the agreed interpretation of this condition by Mawland and NSW NPWS.

The changes are supported by Heritage Advisor, Paul Davies, (See Davies, 2014 in Appendix 6.1) as better achieving the intent of the existing Quarantine Station Approval.

Impact Assessment

Condition 1 of the Q Station CoPA identifies a set of documents with which the activity and its implementation must generally be consistent. It notes that the activity shall generally be carried out in line with the proposals contained within the:

- EIS
- Modified details of the proposal as set out in the PAS
- Further refinements confirmed in correspondence provided by the co-proponents, and
- Conditions of planning approval.

Underpinning these documents are the objectives of the proposed activity. These are laid out in the EIS and PAS. They can be summarized as follows:

- Improve the conservation and presentation of the Q Station
- Increase public access to the Q Station
- Expand the range of interpretation and education services at Q Station
- Return a proportion of the operation's profits for re-investment into conservation and visitor services work
- Guide decision making through use of a leading environmental and adaptive management decision making systems.

NSW NPWS and the QSCC have confirmed that each supports allowing different uses for different buildings, provided the integrity of the buildings is retained and the objectives of the site are kept.

Mr Paul Davies, Heritage Consultant, (Davies, 2014) has noted (see Appendix 6.1) that 'while the overall range of uses (originally) proposed was and is appropriate, and approved, the limiting or allocation of uses to specific locations has been less successful in practice'.

Davies (2014) concluded that:

'There should be no consent impediment for Mawland and NPWS to agree to minor variations of use of the activity where those uses are Permitted Uses, provided such minor changes are consistent with the intent of the original approval/permitted consent. We would also suggest that where (there) is agreement (between Mawland and NPWS) that a modification to the consent is not required'.

Notwithstanding any changes that might be adopted under this proposed change to the conditions of planning approval, Mawland notes that the make good provisions of any lease between Mawland and NPWS would ensure that the long term retention of values associated with any set of building would remain.

NPWS and Mawland have noted the comments of the QSCC in relation to the balance of uses on the site. Both NPWS and Mawland confirm their commitment to the use of the Q Station in support of primary, secondary and tertiary education, in addition to other uses.

Proposed environmental management and mitigation measures

No environmental management and mitigation measures are required, nor proposed, in relation to this modification of the CoPA.

Supporting documentation

- Letter from Paul Davies, Heritage Architect (Davies 2014) in support of Flexibility of Use is attached at Appendix 6.1

Proposed Condition of Planning Approval

- 1) The activity shall be generally carried out in accordance with:

[the Environmental Impact Statement (EIS) "Proposal for the Conservation and Adaptive Re-use, North Head Quarantine Station, Sydney Harbour National Park", Volumes 1-5, dated 7 September 2001, except where modified by:

- a) the proposal, including plans, safeguards and mitigation measures, presented in the Preferred Activity Statement (PAS) prepared by the co-proponents dated September 2002;
- b) preliminary details for the proposed adaptation of Building A6 provided by the co-proponents in a facsimile dated 14 October 2002 and in the paper dated 31 October 2002;
- c) the variations proposed to the PAS by the co-proponents in a letter dated 12 November 2002; and
- d) the conditions of this approval (which incorporate the conditions of concurrence and approval granted by the NSW Heritage Council, Minister for Fisheries, Minister for the Environment and the Minister for Infrastructure, Planning and Natural Resources).
- e) any future variations to the PAS proposed by Mawland, supported by NSW NPWS, and approved by the Department of Planning and Environment], and provided that such variations reflect the suite of uses approved for the site in the original conditions of project approval.**

3.4 Noise

3.4.1 Amplified music on site

Existing Conditions of Planning Approval

Ref: Condition of Planning Approval (CoPA): Condition 201

- 201) Amplified music or noise on the site shall be managed on the following basis:
- a) no amplified music shall occur in outdoor areas on the site;
 - b) other amplified noise in outdoor areas shall be limited to that necessary for essential interpretive purposes, such as guided tours;
 - c) amplified indoor music or noise shall not exceed the LAeq noise level of 50 dB (A) as measured up to 20 metres away from the edge of the building in which the music or noise is being generated. This level may be amended via the noise management plan, or a variation to that plan, with the approval of the DEC.

Proposal

Mawland proposes that limited ambient dining music be permitted in the outdoor eating area adjacent to the north east wall of the Boilerhouse Restaurant (Building A6), and that this be:

- permitted during operational hours (11am to 10pm) and
- limited to a noise level of LAeq 50dB (A) as measured up at the limit of the outdoor eating area.

This proposal does not involve nor imply any proposal to increase visitor numbers on site, nor to any proposed increase in vehicle movements on site.

Existing Environment

Condition 201 establishes the basis for the specific management of amplified music on site. It notes that there should be no amplified music in outdoor areas on the site.

The management of the Q Station site, and compliance with its existing conditions of consent, has been assessed to be of a high quality. The comprehensive audit of Q Station operations undertaken in 2011 as part of the approved activity reported a high score of 96%. This result was described as 'outstanding' by the NSW Government. It attests to the overall sound management of the site by both the Mawland Group, and NPWS.

After 10 years of operations on the site, there have been no documented adverse impacts identified that have arisen as a result of noise issues at the Q Station.

Mawland recognizes the importance of avoiding impacts from excessive noise on the populations of bandicoots and little penguins at the Q Station, and their related critical habitat should this be declared.

Nevertheless, Mawland notes that the environment of the Q Station, particularly during daylight hours, is that of an urban space. It does include noise generated through vehicle movements on land and water, as well as from human movement through the site (eg school students on tours).

Existing noise sources on the site include:

- Q Station day visitors
 - Tour groups
 - Self-managed individuals and group
 - Boilerhouse restaurant customers
 - Boat arrivals to Q Station Wharf and beach
- Q Station overnight visitors
- Q Station staff
- Vehicle arrivals to the Reception Centre carpark
- Vehicle movements on-site, including shuttle buses and delivery vehicles
- Boat and other water based vehicles passing the Q Station property

The proposal to permit the use of ambient dining music does not envisage nor seek approval for any increase in visitor numbers nor commercial traffic on site. Proposals relating to visitor numbers on site are addressed in section 3.5.4, and are unrelated to the proposal relating to the use of music near the Boilerhouse Restaurant.

Baseline noise monitoring has been undertaken for the area adjacent to the Boilerhouse Restaurant in the vicinity proposed for the introduction of ambient dining music. The study was undertaken by acoustic specialists, Wilkinson Murray (Wilkinson Murray, 2015), and is provided at **Appendix 6.5**.

This report notes that the Ambient Background Levels (ABL) of noise during the monitoring period were:

Day	7:00am to 6:00pm	39-43 L _{A90} DbA
Evening	6:00pm to 10:00pm	36-44 L _{A90} DbA
Night	10:00pm to 7:00am	34-37 L _{A90} DbA

The report further states that dining music would not normally exceed the range 60-65 DbA, and that with the attenuation effects of distance and fencing, ambient music levels

would not expect to exceed 40-45 DbA within the penguin nesting area adjacent to the outdoor dining area.

By way of providing further background information, current vehicle movements associated with the operation of the Q Station can be characterised as follows:

Q Station Traffic Movements - current								
	Mon-Fri				Sat-Sun			
	6-8am	8am-6pm	6pm-10pm	10pm-6am	6-8am	8am-6pm	6pm-10pm	10pm-6am
Vehicle movements per day								
<u>Carpark</u>								
Average	6	50	35	4	6	50	45	15
Min	4	25	15	2	4	25	25	2
Max	20	100	60	12	20	100	100	24
<u>Internal road use</u>								
<u>Gate to Admin Precinct</u>								
Average	8	45	35	6	8	60	60	9
Min	6	30	30	2	6	30	30	2
Max	20	60	60	15	20	80	80	15
<u>Admin Precinct to Wharf Precinct</u>								
Average	8	40	35	6	8	40	40	9
Min	6	20	20	2	2	20	20	2
Max	20	60	60	15	1	60	60	15

Table 2: Q Station Vehicle Movements 2015 (Source: Mawland Q Station Pty Ltd – pers. comm.)

These vehicle movements are not proposed to change as a result of the proposed introduction of ambient dining music.

Sensitive receptors

For the purposes of this proposal to permit the use of ambient dining music in the area adjacent to the Boilerhouse Restaurant, two sensitive receptors have been identified. Both sensitive receptor are wildlife species.

These species are the Little Penguin (*Eudyptula minor*) and the Long-Nosed Bandicoot (*Perameles nasuta*). The status and location of populations of these species at the Q Station are discussed below.

Little Penguins

A critical habitat declaration for the Little Penguin population at Manly was made in 2002 (updated in 2003) (NPWS 2002). This declaration included a map of Little Penguin critical habitat, and identified in general terms the habitat of Little Penguins the Q Station.

An extract from the critical habitat map for the Little Penguin population at Manly is provided below (Figure 3). Little Penguin critical habitat at the Q Station extends along the shore front from Cannae Point, past the Wharf Precinct and Quarantine Beach through to the Q Station boundary with Store Beach. It includes an area in proximity to Boilerhouse Restaurant (Building A6).

Figure 3: Little Penguin Critical Habitat in vicinity of the Q Station (NPWS 2002)



In relation to the current proposal, Little Penguins have been recorded as nesting in an area some 15 to 20 metres to the north-east of the exterior wall of the Boilerhouse Restaurant, and around 3-4 metres from the restaurant outdoor dining area. These areas are subject to year round active use by visitors for dining and function purposes.

Long-nosed bandicoot

The distribution and habitat use of the long-nosed bandicoot on North Head, including the Q Station, were provided in the environmental impact statement reporting on the assessment of the proposal for the conservation and adaptive reuse of the North Head Quarantine Station (Manidis Roberts, 2001).

The population of the long-nosed bandicoot on North Head is found across the headland south of Addison Rd, Manly. The habitat used by the long-nosed bandicoot at the Quarantine Station was identified in Figure 10.4 of the EIS (Manidis Roberts 2001), and is reproduced below (See Figure 4).

Figure 4: Long-nosed bandicoot habitat on North Head (Manidis Roberts, 2001)



FIGURE 10.4

Habitat for Long Nosed Bandicoots

The Species Impact Statement accompanying that EIS also reported and mapped the key foraging habitat of the long-nosed bandicoot, and this is reproduced below:

Figure 5: Mapping of the key foraging areas (yellow hatching) of the long-nosed bandicoot at the Q Station (Gunninah Environmental Consultants, 2001)



As can be seen from Figure 5, while habitat of the long-nosed bandicoot includes some areas of vegetation adjacent to the Boilerhouse Restaurant Building (Building A6), the bandicoots' principal foraging areas at the Q Station lie away from the Wharf precinct, including away from the Boilerhouse Restaurant and outdoor dining area.

Impact Assessment

This noise limits proposed for the use of ambient dining music in the outdoor eating area adjacent to the Boilerhouse Restaurant (Building A6) is consistent with the current limits for indoor music under the Q Station CoPA. It is consistent with levels found in a quiet suburban areas and well below those found in a busy indoor office [ie between 45 and 60 dB (A)] (EPA 2012). It is below noise limits recommended by the City of Sydney for outdoor amplified music adjacent to residential areas [65 dB (A) at the nearest residential receptor] (City of Sydney, 2015).

An assessment of potential noise impacts of the proposal on Little Penguins was commissioned by ecological consultants Biosis (see Section 6.5) as a group of Little Penguins nest in an area adjacent to the outdoor eating area near the Boilerhouse Restaurant building.

That assessment reviewed available literature and consulted with the leader of a team undertaking research on Little Penguin at St Kilda in Victoria. The study identified the challenges of isolating noise impacts on wildlife in general. Notwithstanding this, the Biosis report reviewed an analysis of breeding data at Port Phillip Island in Victoria (Dann 1992). That large penguin colony is a focus of a major tourism attraction and is exposed to human visitation, artificial lighting and increased background noise.

The study found that breeding productivity and recruitment of Little Penguins at Phillip Island in areas exposed to tourism impacts was no different to that of penguin colonies in areas with no public access.

Consequently, the Biosis report concluded that it is unlikely that the proposed introduction of ambient dining music, as proposed at Q Station, would result in any adverse impacts on Little Penguins.

Further, the assessment of background noise levels in the area adjacent to the Boilerhouse Restaurant by Wilkinson Murray (2015) also concluded that it is unlikely that the proposed introduction of dining music as proposed would result in any adverse impacts on Little Penguins.

Finally, in relation to bandicoots at the Q Station, the site proposed for the introduction of ambient dining music adjacent to the Boilerhouse Restaurant (Building A6) is located at some distance from the core foraging and refuge areas of the long-nosed bandicoot population at Q Station. As illustrated in Figure 5 (above) these are generally located for foraging in the grassy open areas above the wharf precinct.

Consequently, the potential for impact of the proposal on this species is considered negligible and not warranting further detailed assessment.

Proposed environmental management and mitigation measures

- Monitoring of the Little Penguin population at Manly, including the penguins at the Quarantine Station is part of an on-going program led by the NSW NPWS.
- Should that monitoring program indicate that the Little Penguins nesting at Quarantine Station are being potentially impacted by the introduction of ambient outdoor dining music then the following adaptive management measures, as recommended in the Biosis (2015) report, would be examined and, if agreed with NPWS, implemented:

- Installation of temporary or permanent acoustic sound barriers
- Cessation of broadcasting amplified music in outdoor dining areas during the Little Penguin breeding seasons
- Reduce volume and duration of amplified music during the Little Penguin breeding season.
- The volume and direction of the music/noise should be directed away from the fence adjacent to the cliff.
- No music equipment shall be placed or operated adjacent to the fence bordering the cliff.

Supporting documentation

- Letter report assessment of the proposal from Biosis (2014), provided as Appendix 6.5)

Proposed Condition of Planning Approval

201) Amplified music or noise on the site shall be managed on the following basis:

- a) ~~no amplified music shall occur in outdoor areas on the site;~~
- b) ~~other amplified noise in outdoor areas shall be limited to that necessary for essential interpretive purposes, such as guided tours;~~

ea) amplified indoor music or noise shall not exceed the LAeq noise level of 50 dB(A) as measured at the limits of the Q Station outdoor eating area up to 20 metres away from the edge of the building in which the music or noise is being generated. This level may be amended via the noise management plan, or a variation to that plan, with the approval of the DECNPWS.

(b) limited ambient dining music is permitted in the outdoor eating area adjacent to the Boilerhouse building (Building A6) provided that it does not exceed the LAeq noise level of 50 dB(A) as measured at the limits of the Q Station outdoor eating area up to 20 metres away from the edge of the Boilerhouse building. The volume and direction of the music/noise should be directed away from the fence adjacent to the cliff. No music equipment shall be placed or operated adjacent to the fence bordering the cliff.

3.5 Environmental management

3.5.1 Environmental audit cycle

Existing Conditions of Planning Approval

Ref: Condition of Planning Approval (CoPA): 228

228) Preparation of the first comprehensive audit report shall coincide with the conclusion of stage 2 of the staging plan (condition 31). Subsequent comprehensive audit reports shall then be undertaken every 5 years after the commencement date, although this may be adjusted if agreed by the DEC to link with the timing of the annual environmental reports (condition 223).

Proposal

It is proposed that the audit cycle at Q Station be revised to identify specific dates at which audits would be conducted and that these dates integrate with the operation of the Q Station lease conditions.

Existing environment

Condition 228 requires that a comprehensive audit shall be conducted at the conclusion of Stage 2 of the staging plan. It further states that subsequent audits shall be undertaken every 5 years after the 'commencement date'. That date was 26/10/2006.

The first comprehensive audit was completed in 2011/12, and reported a high compliance score of 96% (Graham A Brown and Associates, 2011). This result was described as 'outstanding' by the Government, and attests to the sound management of the site by both the Mawland Group, and NPWS.

The next comprehensive audit is due to be undertaken on or around 2016.

Impact assessment

The current five year frequency of comprehensive audits (following the completion of the first audit) is less than optimal given the work involved in preparing for the audit, and time required to implement audit outcomes.

Assuming a five year gap between audits, and allowing for an 18 month lead-in time to the audit, and 18 months follow up, the Quarantine Station team has a maximum of two years in five when it is not impacted by the audit process.

The level of work involved with the audit, and its frequency, are such that the operations of the Q Station are currently impacted across the majority 60% of the lease period, and takes away from the efforts of the Quarantine Station team to deliver its core responsibilities.

A longer audit cycle would enhance the operation of the Quarantine Station by providing the management team at Q Station with the opportunity to operate the lease across a five year period without the impost of the comprehensive audit.

A longer audit cycle would also better integrate with the Q Station lease conditions. Future comprehensive audits would fall due in 2018 and 2026. These would still provide sufficient information for the effective monitoring of the Q Station operation in term of its potential impacts and compliance with approval conditions.

If approved, there would remain an obligation for the preparation of an annual environmental report on the operations of the Q Station with respect to its approval and lease. Adaptive management interventions, where required, can be implemented on the basis of this annual reporting and associated monitoring.

Proposed environmental management and mitigation measures

No additional environmental management and mitigation measures are required nor proposed in relation to this modification of the CoPA.

Supporting documentation

- Graham A Brown Associates (2011) Environmental Audit Executive summary (see Appendix 6.3)

Proposed Condition of Planning Approval

228) Preparation of the first comprehensive audit report shall coincide with the conclusion of stage 2 of the staging plan (condition 31). Subsequent audit reports shall then be undertaken in 2018 (an interim audit referencing the 2012 audit report) and in 2026 (a comprehensive final audit). Subsequent to these reports, audits will be conducted every 8 years thereafter.

3.5.2 Site wide plans

Existing Conditions of Planning Approval

The current conditions of approval for the Quarantine Station include requirements for a range of site wide plans to be prepared to address various issues, and for these plans to be reviewed after a period of 5 years.

The plans subject to this 5 year review period are:

- Condition 72 - the Aboriginal Heritage Management Plan
- Condition 89 - the Moveable Heritage and Resources Plan
- Condition 94 - the Heritage Landscape Master Plan
- Condition 96 - the Inscriptions Management Plan
- Condition 103 - the Interpretation Plan
- Condition 109 - the Infrastructure Control Plan
- Condition 117 - the Security Plan
- Condition 119 - the Access Strategy
- Condition 190 - of the Predator and Pest Control Plan
- Condition 208 – the Emergency and Evacuation Plan

In addition, Condition 69 requires that the Q Station Information Management and GIS system be reviewed every 5 years.

Proposal

It is proposed that the cycle for review of site wide plans noted above be identified as falling within 12 months of the audit dates referred to in section 3.5.1 (ie within 12 months of audits to be completed in 2018 and 2026).

Existing Environment

The Quarantine Station is subject to a requirement that a comprehensive audit of the Project be undertaken every 5 years. As part of this audit, the site wide Conservation Works Program and the overall integrated monitoring program are to be reviewed.

The comprehensive audit undertaken in 2012 as part of the approved activity reported an extremely high score of 96%, (Graham A Brown as Associates, 2011) and attests to the sound management of the site by both the Mawland Group, and NPWS.

Assessment

While the first of the comprehensive audits has been completed, experience has demonstrated that a review of all site wide plans every 5 years is too short a review timeframe to provide meaningful inputs that could be used to make adjustment to the plans.

Elsewhere in this document (see section 3.5.1 above), it is proposed, based on observations arising from the environmental audit program, that the environmental audit cycle be extended to once every 8 years. The outcomes of these audits would then be used to inform the review of Q Station site-wide plans, thus aligning the audit and planning cycles.

A change to bring the review of site wide plans into a timeframe that is in line with the proposed change to comprehensive audit cycle would improve the efficiency of site management.

Proposed environmental management and mitigation measures

No additional environmental management and mitigation measures are required nor proposed in relation to this modification of the CoPA.

Supporting documentation

Nil

Proposed Conditions of Planning Approval

69) The lessee shall undertake a review of the information management and GIS system from time to time. The review shall focus [through reporting by exception] on the effectiveness of the system for managing data, and currency of information contained within the system, and be submitted to the **OEH**.

Alternate condition proposed by NPWS (along with deletion of conditions 66-68)

The lessee shall implement an approved Information management and Geographic Information System (GIS) for the site. The lessee shall review the system every five years after the commencement date for the duration of the activity. The review shall be submitted to the lessor and the lessee shall comply with all reasonable requirements of the Lessor with respect to the outcomes of the review.

72) The **lessor** shall undertake a review of the Aboriginal Heritage Management Plan system within 12 months of the audit dates referred to in Condition 228 (ie within 12 months of audits to be completed in 2018 and 2026). The review shall be undertaken in consultation with the Heritage Council, **OEH** and relevant Aboriginal stakeholders. On the basis of the review the **lessor** shall, as necessary, prepare a revised Aboriginal Heritage Management Plan to be submitted to the

Heritage Council and **OEH** for approval. Actions outlined in the plan will be the subject of annual assessment.

89) The **lessor** shall undertake a review of the Moveable Heritage and Resources Plan within 12 months of the audit dates referred to in Condition 228 (ie within 12 months of audits to be completed in 2018 and 2026). On the basis of the review the **lessor** shall, as necessary, prepare a revised Moveable Heritage and Resources Plan to be submitted to the **OEH** and Heritage Council for approval. Actions outlined in the plan will be the subject of annual assessment.

94) The **lessee** shall undertake a review of the Heritage Landscape Master Plan within 12 months of the audit dates referred to in Condition 228 (ie within 12 months of audits to be completed in 2018 and 2026). The review shall be undertaken with advice from a heritage landscape specialist and other relevant specialists. On the basis of the review the **lessee** shall, as necessary, prepare a revised Heritage Landscape Master Plan to be submitted to the **OEH** and the Heritage Council for approval. Actions outlined in the plan will be the subject of annual assessment.

96) The **lessee** shall undertake a review of the Inscriptions Management Plan within 12 months of the audit dates referred to in Condition 228 (ie within 12 months of audits to be completed in 2018 and 2026). The review shall be undertaken with advice from relevant specialists. On the basis of the review the **lessee** shall, as necessary, prepare a revised Inscriptions Management Plan to be submitted to the **OEH** and the Heritage Council for approval. Actions outlined in the plan will be the subject of annual assessment.

103) The **lessee** shall undertake a review of the Interpretation Plan within 12 months of the audit dates referred to in Condition 228 (ie within 12 months of audits to be completed in 2018 and 2026). The review shall be undertaken by a suitably qualified and experienced interpretive planner, in consultation with the Heritage Council. The review shall include, but not be limited to:

- a) the range of interpretive programs being offered at the Quarantine Station. This shall include a review of the content, methods of delivery and consideration of contemporary best practice in interpretation;
- b) consider relevant results of the visitor monitoring program and adaptive management responses;
- c) consider the provisions of any current endorsed conservation management plan for the site; and
- d) provide recommendations for any revisions to the Interpretation Plan.

On the basis of the review the **lessee** shall, as necessary, prepare a revised Interpretation Plan to be submitted to the **OEH** for approval. Actions outlined in the plan will be the subject of annual assessment.

109) The **lessee** shall undertake a review of the Infrastructure Control Plan within 12 months of the audit dates referred to in Condition 228 (ie within 12 months of audits to be completed in 2018 and 2026). The review shall be undertaken in consultation with those agencies listed in condition 105) above, relevant public authorities and infrastructure providers. On the basis of the review the **lessee** shall, as necessary, prepare a revised Infrastructure Control Plan to be submitted to the **OEH** for approval. Actions outlined in the plan will be the subject of annual assessment.

117) The **lessee** shall undertake a review of the Security Plan within 12 months of the audit dates referred to in Condition 228 (ie within 12 months of audits to be completed in 2018 and 2026). The review shall be undertaken in consultation with the NSW Police. On the basis of the

review the **lessee** shall, as necessary, prepare a revised Security Plan to be submitted to the **OEH** for approval. Actions outlined in the plan will be the subject of annual assessment.

119) The **lessee** shall undertake a review of the Access Strategy within 12 months of the audit dates referred to in Condition 228 (ie within 12 months of audits to be completed in 2018 and 2026). The review shall be undertaken in consultation with the Heritage Council, Manly Council and the State Transit Authority. On the basis of the review the **lessee** shall, as necessary, prepare a revised Access Strategy to be submitted to the **OEH** and **DP&I** for approval. Actions outlined in the plan will be the subject of annual assessment.

190) The **lessor** shall undertake a review of the Predator and Pest Control Plan within 12 months of the audit dates referred to in Condition 228 (ie within 12 months of audits to be completed in 2018 and 2026), or earlier if considered necessary by the **OEH**. The review shall be undertaken in consultation with the **OEH** and with advice from relevant specialists. On the basis of the review the co-proponents shall, as necessary, prepare a revised plan to be submitted to the **OEH** for approval. Actions outlined in the plan will be the subject of annual assessment.

208) The **lessee** shall undertake a review of the **Emergency and Evacuation Plan** ~~plan~~ within 12 months of the audit dates referred to in Condition 228 (ie within 12 months of audits to be completed in 2018 and 2026). The review shall be prepared in consultation with the agencies specified in condition 205). On the basis of the review the co-proponents shall, as necessary, prepare a revised Emergency and Evacuation Plan to be submitted to the **OEH** for approval. Actions outlined in the plan will be the subject of annual assessment.

3.5.3 *Bandicoot triggers*

Existing Conditions of Planning Approval

Ref: Condition of Planning Approval (CoPA): 169 and Schedule 6

169) The co-proponents shall comply with the adaptive management measures detailed in Schedule 6.

169A) The co-proponents shall provide a sign, at the entrance to Sydney Harbour National Park, just after the Parkhill Archway, to indicate the number of Long-nosed Bandicoot road mortalities within the monitored roads described in Schedule 5. The sign shall include, but not be limited to, a short statement regarding the endangered status of the bandicoot population, its estimated population size (within North Head) and the threat that road deaths pose to its continued survival, the total number of road deaths for the previous year and a running tally of the number of deaths for the current year. The tally shall be updated after each confirmed road death as recorded on the mortality register referred to in Schedule 5. The sign shall also include a 24 hour phone number (see also condition 6) to allow members of the public to inform the co-proponents of any mortalities and what to do if an injured bandicoot is found.[34]

Schedule 6

- **Boundary of road mortality monitoring**

For the purposes of applying the following trigger mechanisms, Long-nosed Bandicoot road mortalities are those adult mortalities recorded in accordance with the methods specified in Schedule 5 but only for North Head Scenic Drive between the Parkhill Archway to the Quarantine Station entrance and the internal roads of the Quarantine Station.

Proposal

Mawland proposes that the terms of Schedule 6 be revised, so as to ensure that the trigger measures in that Schedule be based on the recording of adult mortalities from the point where the Q Station entrance road diverges from North Head Scenic Drive, and including all internal roads of the Q Station.

Existing environment

Condition 169 requires that the co-proponents comply with the adaptive management measures detailed in Schedule 6 of the conditions of planning approval concerning long-nosed bandicoots. This schedule sets out a series of trigger actions in relation to the management of the Quarantine Station. These aim to reduce and limit potential bandicoot mortality levels associated with the activity.

These trigger conditions are predicated on the monitoring of bandicoot mortality on North Head, and specifically links actions inside the Quarantine Station to recorded mortality levels recorded on North Head Scenic Drive between the Parkhill Archway and the Quarantine Station entrance, and on the internal roads of the Quarantine Station.

Mawland has introduced a number of initiatives that have reduced or eliminated guest vehicle movement on the internal roads of the Quarantine Station. Further, Mawland has taken a lead role in mitigating potential impacts of activities across North Head.

In particular, Mawland is an active member of the North Head Stakeholder Group, and has contributed all required environmental mitigation levies agreed to by this group.

Mawland also takes responsibility for the actions of its suppliers, staff, contractors and guests on-site at Q Station. It operates a comprehensive induction program for all staff and suppliers with respect to environmental obligations. This includes follow-up actions with suppliers in relation to bandicoot management responsibilities. Mawland staff are aware of the requirement for environmental protection being a principal responsibility of operations on site. Staff have access to wildlife related training (eg WIRES programs) and are aware that there are disciplinary consequences for any damage to the environment on-site.

Impact assessment

Notwithstanding the existing situation as described above, the current condition of planning approval for bandicoot triggers presupposes that the Quarantine Station operation is the principal generator of vehicle activity on North Head. More specifically, it assumes that Q Station is the principal generator of potential bandicoot mortality arising vehicle movements between the Parkhill Archway and the Quarantine Station entrance.

This assumption is incorrect as all traffic heading along the North Head Scenic Drive to the North Head section of the Sydney Harbor National Park must use this portion of the road.

As a consequence of linking this assumption to adaptive management triggers for the Quarantine Station, Mawland could be subjected to a series of trigger actions that would significantly impact on its operations of the site.

In practice, Scenic Drive is used by the following user groups, most of which (except *) have commenced use of the area since the issuing of the Q Station conditions of approval:

*North Head visitors	(5am to 10pm, daily)
*North Fort	(6am to 8:30pm, Oct – Apr; 6:30am to 6:30pm May to Sept)
North Head Café visitors	(9am-4pm, Mon - Fri; 8:30am to 5pm, Sat and Sun)
Artillery School Pre-school users	(8am to 5pm, Mon – Fri)
Karamea Fitness users	(6am to 8pm, Mon – Fri; 7am to 1pm, Sat and Sun)
Artillery School sub-tenants	(8am to 6pm, Mon – Fri)
Artillery School residents	(24 hours/day, Mon - Sun)
*Residential occupants of buildings along Scenic Dr.	(24 hours/day, Mon - Sun)
*Police college staff and guests	
Artillery School television production use (eg Big Brother [past use]; Banished [current use])	(6am to 10pm, Mon-Sun)

Quarantine Station peak traffic times are at check-out each day (10am) and check-in (3pm).

With the changes referred to above in relation to the co-proponency, responsibility for the sign referred to in CoPA 169 (A) would fall to the NPWS as lessor, Mawland is supportive of improving the effectiveness of this signage and encourages the NPWS to review the sign with respect to its awareness raising capabilities.

The amendment would align the required triggers for action by Mawland in relation to long-nosed bandicoot management, with the sphere of influence of Mawland with respect to impacts arising from the operation of the Quarantine Station.

Proposed environmental management and mitigation measures

No additional environmental management and mitigation measures are required nor proposed in relation to this modification of the CoPA

Supporting documentation

Nil

Proposed amendment to Condition of Planning Approval

Proposed Conditions of Planning Approval

169) The ~~co-proponents~~ lessee shall comply with the adaptive management measures detailed in Schedule 6, and in particular must be an active participant in the mitigation of potential impacts on bandicoot population across North Head. This would include, but not be limited to, participation in the North Head Stakeholder Group, or its successors. The lessee will actively promote awareness of the need for protection of the Q Station bandicoot population.

169A) The ~~co-proponents~~ **lessor** shall provide a sign, at the entrance to Sydney Harbour National Park, just after the Parkhill Archway, to indicate the number of Long-nosed Bandicoot road mortalities within the monitored roads described in Schedule 5. The sign shall include, but not be limited to, a short statement regarding the endangered status of the bandicoot population, its estimated population size (within North Head) and the threat that road deaths pose to its continued survival, the total number of road deaths for the previous year and a running tally of the number of deaths for the current year. The tally shall be updated after each confirmed road death as recorded on the mortality register referred to in Schedule 5. The sign shall also include a 24 hour phone number (see also condition 6) to allow members of the public to inform the co-proponents of any mortalities and what to do if an injured bandicoot is found.[34]

Schedule 6

- **Boundary of road mortality monitoring**

For the purposes of applying the following trigger mechanisms, Long-nosed Bandicoot road mortalities are those adult mortalities recorded in accordance with the methods specified in Schedule 5 but only for ~~North Head Scenic Drive between the Parkhill Archway to~~ **roads within the Quarantine Station site, commencing at** the Quarantine Station entrance and **including all** the internal roads of the Quarantine Station.

3.5.4 Site visitor capacity

Existing Conditions of Planning Approval

Ref: Conditions of Planning Approval (CoPA): 120

- 120) For the first 3 years after the commencement date:
- a) the visitor capacity for the site shall be a maximum of 450 people (including staff) on site at any one time;
 - b) the optimum visitor capacity shall be up to 315 people (including staff) on site at any one time. The co-proponents shall take all reasonable steps to ensure that the optimum visitor capacity (or less) is met for a majority of the time during which the site is publicly accessible.

Proposal

It is proposed to maintain the existing optimum and maximum visitation limits, but establish a higher limit (up to 600 visitors from a base of 450) for forecast, pre-planned peak periods, to allow additional event and function visitation for limited periods.

These peak periods would be tied to additional visitor management procedures, and a review of the emergency and disaster management plan, and protocols for the protection of the natural and cultural environment during periods of operation at higher limits.

Existing environment

The Q Station lease and associated activities have now been operating for some 10 years. Given that this CoPA was put forward to assist manage the site for the first three years, it is now prudent to review the effectiveness of this CoPA and consider whether circumstances warrant an amendment.

Over the first ten years of lease and associated activities:

1. The Integrated Monitoring and Adaptive Management System (IMAMS) for the site has been continuously operating, collecting data on key indicators of the health of the site, visitor experience and business
2. The Visitor Management Plan has been updated to reflect further understanding of how best to manage visitors
3. There have been a number of reforms to the way visitor access the site, move around the site, and are managed
4. The average number of visitors on the site at any one time has been less than the optimum visitor capacity

5. There have been a number of programmed events that have brought the number of visitors on site at any one time close to and perhaps marginally over the maximum of 450 people (including staff)
6. There have been no incidents recorded at the same time as visitation has been recorded as being close to or perhaps marginally over the maximum
7. There are a number of forecast periods on some days / evenings that attract additional requests to utilise the site for functions and events, that cannot be catered for because the additional visitation would take the site over its maximum
8. Turning away the function and event business loses goodwill, customers and valuable income for the business
9. Q Station has demonstrated that it can manage this pre-programmed visitation and not create any negative impacts on the site or other visitor experiences
10. It is possible to amend CoPA 120 to accommodate this occasional business, while maintaining the current optimal and maximum people at any one time.

Impact assessment

An assessment of the proposal has been prepared by Dr Simon McArthur, of Simon McArthur and Associates (MacArthur, 2014) and is provided at Appendix 6.2. The assessment concludes that the proposed revision to the number of visitor permitted on site during peak periods is appropriate following the completion of the first three years of lease operation (the period to which CoPA 120 applied).

The report from Simon McArthur Associates also notes that visitor vehicular access into the site has been drastically reduced, with the shift of the reception area to the entrance and the use of the entry CP1 carpark for all visitor vehicles. The shuttle bus has lifted total visitor access into the site by means other than private vehicle from 50% to 98%. There have been no wildlife deaths on the internal road system since this change and not one incident recorded at any of the times that visitation peaks were recorded across 2012 and 2013.

Specifically, there were:

- no vehicle incidents;
- no traffic complaints from residents or visitors;
- no bandicoot deaths within the lease area or along Darley Road monitoring area;
- no noise complaints from the neighbouring residents; and
- no customer complaints regarding crowding, noise or other impacts on their experience.

Simon McArthur & Associates (2014) concluded that raising the maximum allowable peak visitation on site to 600 for periods of up to six hours is possible as these levels of visitation are pre-planned, and can be managed through the application of specific management protocols and monitoring agreed in advance with the NSW NPWS.

In summary, the proposed change to peak visitation numbers is therefore supported because:

- Mawland's record of management of the Q Station since the leasing of the site has consistently been assessed to be of a high standard;
- the initial limits to visitation were established for the first three years of operation, and so are now able to be revised;
- the existing optimal visitor capacity will remain unchanged.
- the lifting of the propose peak on-site numbers would be managed through pre-approved management arrangements that would be agreed with NSW NPWS.

Proposed environmental management and mitigation measures

Mawland will use its best endeavours to minimise the potential for cumulative impacts that could arise from holding events at the Q Station at times when other major events are being held in Manly.

Mawland will submit procedures to NPWS prior to each event to manage off-site vehicles and visitors to the appropriate authority and minimise impacts for the peak periods that go beyond normal arrangements, including the monitoring of actual visitation, management of traffic, and the management of emergencies (eg fire).

Supporting documentation

Report from Simon McArthur & Associates (2014) on visitation numbers (see Appendix 6.2).

Proposed Condition of Planning Approval

120) Visitor management will be focused on the policies of the Visitor Access Strategy and insights from the Integrated Monitoring and Adaptive Management System and responsible management of environmental and cultural impacts. Supporting these:

- a) the optimum visitor capacity shall be up to 315 people (including staff) on site at any one time. The lessee shall take all reasonable steps to ensure that the optimum visitor capacity (or less) is met for a majority of the time during which the site is publicly accessible
- b) the visitor capacity for the site shall be a maximum of 450 people (including staff) on site at any one time, **with the exception of pre-advised dates and periods where events and functions require that it be lifted to 600**

- people for peak periods of up to six hours on up to 20 occasions per year;
- c) the lessee will submit procedures to manage off-site vehicles and visitors to the appropriate authority and minimise impacts for the peak periods that go beyond normal arrangements, including the monitoring of actual visitation, management of traffic, and the management of emergencies (eg fire).

3.6 Consolidated Summary of Environmental Management and Mitigation Measures

Issue	Proposed environmental management and mitigation measures
Urban design and visual	<u>3.2.1 Use of shade structures</u> • The location, colour and nature of umbrellas or any shade structures would be endorsed 'approved' by the Heritage Advisor reasonably approved by the lessor as to type, location, time limits and frequency of use. • Any umbrella or shade structure would not contain any third party advertising unrelated to the site and its operation. • Such structures would only remain erect for a maximum of 72 hours • The colour and the nature of these temporary shade structures, umbrellas and windbreaks would be neutral and in keeping with the natural environment Q
Heritage	<u>3.2.2. Spatial layout and buildings</u> • Mawland will ensure that interpretation of the original spatial layout and internal configuration is exhibited prominently near buildings P1 and P2, at all times.
Noise	<u>3.4.1 Amplified music on-site</u> • Monitoring of the Little Penguin population at Manly, including the penguins at the Quarantine Station is part of an on-going program led by the NSW NPWS. • Should that monitoring program indicate that the Little Penguins nesting at Quarantine Station are being potentially impacted by the introduction of ambient outdoor dining music then the following adaptive management measures, as recommended in the Biosis report, would be examined and, if agreed with NPWS, implemented: ○ Installation of temporary or permanent acoustic sound barriers ○ Cessation of broadcasting amplified music in outdoor dining areas during the Little Penguin breeding seasons ○ Reduce volume and duration of amplified music during the Little Penguin breeding season ○ The volume and direction of the music/noise should be directed away from the fence adjacent to the cliff. ○ No music equipment shall be placed or operated adjacent to the fence bordering the cliff.

Environmental management	<u>3.5.4 Site visitor capacity</u> • Mawland will use its best endeavours to minimise the potential for cumulative impacts that could arise from holding events at the Q Station at times when other major events are being held in Manly. • Mawland will submit procedures to NPWS prior to each event to manage off-site vehicles and visitors to the appropriate authority and minimise impacts for the peak periods that go beyond normal arrangements, including the monitoring of actual visitation, management of traffic, and the management of emergencies (eg fire).
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3.7 Statement of Commitments

The original approval for the Q Station was made at a time before approvals issued by the DPE contained a Statement of Commitments (SoC), and consequently none are associated with this application.

Nevertheless, the approval of the Conservation and Adaptive Re-use of the North Head Quarantine Station did include a significant number of Conditions of Planning Approval (CoPA). Collectively, these served as the SoC at that time.

The proposed revisions to the Conditions of Planning Approval for the Conservation and Adaptive Management of the North Head Quarantine Station are provided above, and in a consolidated form within Section 6 of this report.

4. Consultation

The SEARs issued by the Department of Planning and Environment require that proposed amendments to the Quarantine Station Conditions of Planning Approval be subject to consultation with community representatives and with governmental stakeholders.

Mawland and the NSW NPWS have met on an on-going basis during the preparation of this report. The perspectives of the NPWS on the preliminary environmental assessment submitted in support of the request for SEARs have been provided to the Department of Planning and Environment. They are included in this report at Appendix 6.6.

Mawland has also written to Manly Council advising it of the proposed request for modification of the CoPA, highlighting the principal issues arising from the modification submission, and inviting it to request additional information on any issues relating to this. NO response has been received from Council to this correspondence.

As part of consultation on the proposed modifications to the existing CoPA, Mawland and NPWS met twice with the Quarantine Station Consultative Committee (QSCC) [29 May 2014 and 23 June 2014) to review and discuss the proposals contained in this report. The minutes of those meetings recording the issues raised by the QSCC and responses from Mawland and NPWS are provided as an appendix to this report at Section 10.7.

Mawland and the NSW NPWS have worked closely with the Quarantine Station Consultative Committee (QSCC) to reach agreement on the proposed changes.

The QSCC considers that the change from the co-proponency model to a lessor/lessee model has implications for the role of Environmental Manager (Condition of Consent 53). The Quarantine Station Consultative Committee (QSCC) has recommended that the role of Environment Manager (refer CoC 53) be retained as a responsibility of the NSW NPWS. This proposal aligns with the statutory responsibilities of the NPWS.

In addition, the QSCC has noted that the lessee is required to ensure that there are no negative impacts on threatened species on site, and to actively participate in efforts towards their recovery. These activities should be reported upon separately by the lessee to the lessor.

Finally, the QSCC has noted that, although the lessor (OEI via NPWS) may or may not be directly involved in threatened species management on site, it is nevertheless bound to ensure compliance by the lessee with requirements for threatened species management on site, as well as other site-specific environmental issues such as pest, weed and fire management. QSCC has noted that costs for these activities may be attributed to the lessee.

The proposals for modification of the Quarantine Station Conditions of Planning Approval have been provided to the following organisations for information, and submitted to the NSW Department of Planning and Environment (DPE) for its consideration.

- Sane
- Friends of Quarantine Station (FROQS)
- Walkers Association
- NSW Heritage Council
- Manly Council
- NSW Police

5. Conclusion

5.1 Cumulative impact assessment

Of the proposals presented for modification of the approved, current, CoPA for the conservation and adaptive management of the North Head Quarantine Station, only one has the potential to trigger cumulative impacts in relation to other activities currently being undertaken, or that may be proposed, within the area of North Head and Manly.

The proposal does not seek to change the optimum and maximum visitation limits, but would establish a higher limit (600 visitors against a base of 450 visitors) for forecast, pre-planned peak periods, to allow additional event and function visitation for limited periods (up to 20 times per year). This proposal is discussed above in section 3.5.4 (above).

Approval of the proposal would be contingent upon the development of procedures for submission to NPWS to manage the impact of any additional vehicles and requirements associated with the administration of these events (eg emergency management procedures).

Proposed environmental management and mitigation measures

As noted in section 3.5.4, Mawland will submit procedures to NPWS prior to each event to manage off-site vehicles and visitors to the appropriate authority and minimise cumulative impacts for the peak periods that go beyond normal arrangements, including the monitoring of actual visitation, management of traffic, and the management of emergencies (eg fire)

5.2 Ecologically sustainable development (ESD)

The Protection of the Environment Administration Act 1991 (NSW) defines the principles of ESD as being:

- Conservation of biological diversity and ecological integrity
- Improved valuation, pricing and incentive mechanisms
- Inter-generational equity
- The precautionary principle

These are discussed in turn for the proposals presented in this assessment report

5.2.1 Conservation of biological diversity and ecological integrity

The proposals contained in this report have been assessed in respect of their potential to cause adverse impacts to biodiversity and ecological integrity.

Two proposals specifically identified risks related to potential impacts on fauna. These were the proposals for:

- modifications to the triggers used for adaptive management measures to mitigate potential impacts of traffic on the long-nosed bandicoot
- the introduction of ambient dining music in the outdoor eating area adjacent to the Boilerhouse Restaurant.

Both proposals have been assessed to be unlikely to have adverse impacts on the populations of fauna at the Quarantine Station. Therefore, the proposals included in this report are consistent with this principle of ESD.

5.2.2 Improved valuation, pricing and incentive mechanisms

The proposals included in this report seek to improve the effectiveness and efficiency of management at the Quarantine Station. They include at least one proposal targeted to improve the effectiveness of an incentive mechanism originally approved for the operation of the site.

That mechanism is the structure of trigger mechanisms relating to the management impacts on the local long-nosed bandicoot population. The proposals improve the targeting of those mechanisms so that they are more appropriately focused on the operations and management of the Quarantine Station.

Other proposals assist in improving the efficiency of the Quarantine Station management and so assist in achieving improved valuation and pricing of environmental management on the site. Therefore, the proposals are consistent with this principle of ESD.

5.2.3 Inter-generational equity

The proposals included in this report have been based on a review of the operations of the Quarantine Station lease between Mawland and the NPWS. They seek to improve the effectiveness and efficiency of management at the Quarantine Station across the balance of the lease period, some 20 years.

Given this basis for the proposals, they are specifically designed to contribute to ensuring that the operation of the Quarantine Station improves or maintains its environmental values – both natural and cultural – so that they are available for future generations. Therefore the proposals are consistent with this principle of ESD.

5.2.4 The precautionary principle

The precautionary principle suggests that if there are threats of serious or irreversible environmental damage that may arise from a proposal, the lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation.

The proposals in this report have been assessed against their likelihood to cause adverse environmental impacts. The proposals are designed to improve the operation of the Quarantine Station and to ensure that its natural and cultural values are sustained in perpetuity. Where the potential for adverse environmental impact have been identified, environmental management and mitigation measures have been proposed.

The proposals are, therefore, consistent with this principle of ESD.

5.3 Justification

The proposals contained in this assessment report detail modifications to the current approved CoPA for the conservation and adaptive re-use of the North Head Quarantine Station. They are required to provide a basis for assuring that the management of the site is both efficient and effective, reflecting the realities of the site's operation under its leasing arrangements, incorporating lessons learned during the first decade of its operations.

The proposed modifications to ten areas of operation of the Quarantine Station have been identified, reviewed, assessed and justified within the report. Four areas of modification had the potential to generate adverse environmental impacts. These were:

- Spatial layout and buildings (see Section 3.2.1)
- Shade structures (see Section 3.2.2)
- Amplified music (see Section 3.4.1)
- Site visitor capacity (see Section 3.5.4)

For each of these four proposals, those impacts have been identified, and environmental management and mitigation measures have been proposed.

Of these area proposed for modification, only one (site visitor capacity) had the potential to generate cumulative impacts. These cumulative impacts have been identified, reviewed and addressed through the inclusion of appropriate mitigation procedures.

Finally, the proposals have been assessed against the principles of ecologically sustainable development (ESD) and found to be consistent with those principles.

Consequently, the modifications proposed in this report are assessed to be justified.

5.4 References

Biosis (2015) North Head Quarantine Station Modification – Potential Impacts on Little Penguins, Biosis Pty Ltd.

City of Sydney (2015) City of Sydney Event Guidelines (v 2.3).

Dann, P. (1992) Distribution, population trends and factors influencing population size of Little Penguins (*Eudyptula minor*) on Philip Island, Victoria. Emu 91: 262-272 (as cited by Biosis 2015)

Davies, P. (2014) Quarantine Station Modifications. Letter report to NSW NPWS.

Graham A Brown and Associates (2011) North Head Quarantine Station Conservation and Adaptive Re-use project Environmental Audit 2011.

Gunninah Environmental Consultants (2001) Species Impact Statement. Appendix to North Head Quarantine Station Proposed Conservation and Adaptive Re-use: Environmental Impact Statement Manidis Roberts (2001)

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