

**CADMANS COTTAGE HISTORIC SITE
PLAN OF MANAGEMENT**

NSW National Parks and Wildlife Service

May 1995

Acknowledgments: This plan of management was prepared by staff of Field Services Division, Central Region and Sydney District of the NSW National Parks and Wildlife Service. It is based on the Cadmans Cottage Historic Site Conservation Plan prepared by Bronwyn Conyers.

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FOREWORD

Cadmans Cottage Historic Site consists of a 2 storey Georgian sandstone building, a one storey addition and surrounding yard, which is located in the Rocks area of Sydney adjacent to Circular Quay. Built in 1816, it is the third oldest building in Sydney and a rare example of an official colonial building and one of only about ten Georgian buildings surviving from pre-1840 Sydney. One significant addition to the southern end of the building was constructed between about 1835 and 1847.

The cottage is associated with the best known and longest serving Government Coxswain, John Cadman, one of the better known of Sydney's historical figures from the first half of last century.

As the headquarters of the government boats until 1846 Cadmans Cottage was closely associated with Sydney's development and commercial life. It was a focal point of the harbour upon which the city relied and indicates the extent to which government regulation of the colony depended on control of its waterways. This significant government maritime use continued when the cottage was taken over by the Water Police.

Although the water frontage on the harbour was lost when the area to the east of the cottage was reclaimed, it is now the only building or place able to illustrate the original shoreline of Sydney Cove and to demonstrate the evolution of this part of Sydney Harbour.

Cadmans Cottage has national cultural significance because of its age, scale, architectural style and close association with the early development of Sydney.

The historic site will be managed to protect and, where possible, retrieve its cultural significance. All features of cultural significance will be conserved. Recent alterations and additions will be removed or replaced where appropriate in order to recover the site's historical and archaeological significance.

Cadmans Cottage has the potential to provide much valuable information. Research into the history and construction of the historic site forms the basis of conservation work and interpretation. The site is also a source of knowledge of the history of development of Sydney.

The National Parks and Wildlife Shop will be relocated in due course to allow greater public access and appreciation of the historic significance of the site. The building and site will be interpreted to explain their significance and emphasise the role of Cadmans Cottage as-an official government building associated with the quay. The historic site will be promoted in association with other Service historic places around Sydney Harbour.

This plan of management establishes the scheme of operations for Cadmans Cottage Historic Site. In accordance with the provisions of Section 75 of the National Parks and Wildlife Act, 1974, this plan of management is hereby adopted.

PAM ALLAN

Minister for the Environment

23/07/95.

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1. INTRODUCTION

The National Parks and Wildlife Act, 1974, requires that a plan of management be prepared for each historic site. A plan of management is a legal document that outlines how the area will be managed in the years ahead.

The procedures for the adoption of a plan of management are specified in the Act and involve five stages:

The Director-General gives notice that a plan of management has been prepared;

The plan is placed on public exhibition for at least one month and any person may comment on it;

The plan and copies of all representations are referred to the National Parks and Wildlife Advisory Council for consideration;

The Director-General submits the plan, together with the recommendations of the Advisory Council, to the Minister;

The Minister may adopt the plan with or without amendment after considering the recommendations of the Advisory Council or may refer the plan back to the Director-General and Council for further consideration.

A draft plan of management for Cadmans Cottage Historic Site was placed on public exhibition for three months in June, July and August 1994. Four representations were received during the period of public exhibition which raised fourteen issues. The draft plan was not controversial.

All comments received were referred to the National Parks and Wildlife Advisory Council for its consideration and advice. The comments and suggestions of the Advisory Council were, in turn, considered by the Minister before adopting this plan.

Once a plan has been adopted by the Minister, no operations may be undertaken within the historic site except in accordance with the plan.

The planning process leading to the development of this plan has involved the collection and use of information, which for reasons of document size, has not been included in the plan. For additional information or enquiries on any aspect of the plan, please contact the Service's Sydney District Office at PO Box 461, Rose Bay or by phone at (02) 337 5355

2. MANAGEMENT CONTEXT

2.1 HISTORIC SITES IN NEW SOUTH WALES

The National Parks and Wildlife Service identifies as its primary responsibility, the conservation of the natural and cultural heritage of New South Wales pursuant to the National Parks and Wildlife Act, 1974, together with the provision of opportunities and facilities for appropriate use of areas for which it is responsible.

Historic sites are areas reserved under the Act as the sites of buildings, objects, monuments or events of national significance. Such areas are vested in the Director-General and are managed by the Service.

Service policy on historic sites follows closely the Australian ICOMOS "Charter for the Conservation of Places of Cultural Significance" (the Burra Charter, 1981). This is a set of principles adopted by the Committee of Australia ICOMOS (International Conference of Monuments and Sites) to help in planning the care of heritage items.

2.2 ICOMOS, THE BURRA CHARTER AND CONSERVATION PLANNING FOR SITES OF CULTURAL SIGNIFICANCE

ICOMOS or the International Council on Monuments and Sites is an international organisation concerned with the conservation and study of places of cultural heritage significance. ICOMOS is linked to UNESCO and has national committees established in some 60 countries.

The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance, otherwise known as the Burra Charter, was adopted in 1977 by the Australian National Committee of ICOMOS. Emphasis is placed in the Burra Charter on the processes of conserving cultural heritage and to this end establishes a procedure which involves:

- assessing the cultural significance of a place;
- developing conservation policies and a strategy appropriate to the place; and
- carrying out the conservation strategy.

The Burra Charter sets out the principles of cultural heritage conservation and defines the processes involved and options available in protecting and managing the cultural heritage. Conservation practices outlined in the Burra Charter are firmly based on assessment and protection of the cultural significance of the site. Conservation is based on a respect for the existing fabric and involves the least possible physical intervention. The conservation of a site also requires maintenance of the visual setting.

This plan of management is based on a conservation plan prepared for Cadmans Cottage Historic Site prepared by Ms. Bronwyn Conyers in accordance with the processes outlined in the Burra Charter. The conservation plan is available for reference at the Sydney District Office, National Parks and Wildlife Service or at the Library, Head Office of the National Parks and Wildlife Service, Hurstville.

2.3 CADMANS COTTAGE HISTORIC SITE

2.3.1 Location and Description

Cadmans Cottage was reserved as an historic site under the National Parks and Wildlife Act in 1972. The site comprises a two-storey Georgian sandstone building with a shingle roof, a single storey addition dating to 1835/1846/1847 and surrounding yard. There are two rooms on each level of the cottage but on the upper floor these have been partitioned to provide office space and toilet facilities.

The historic site is located on the western shore of Sydney Cove at 110 George Street, The Rocks (see the main diagram, centre pages) and has an area of 929.5 sq.m. It adjoins the western quay area which has been developed as a public walkway and is close to a large number of historic buildings and tourist attractions.

2.3.2 Importance of Cadmans Cottage Historic Site

Cadmans Cottage Historic Site has very high social, historical, architectural and archaeological values. It is registered on the Australian Heritage Commission's Register of the National Estate and is listed by the National Trust.

Social Significance

Cadmans Cottage Historic Site has social significance on a national level. It has become a symbol of early Sydney because of its location on the original shoreline of Sydney Cove, its age and its association with an early colonial family.

The cottage is associated with the best known and longest serving Government Coxswain, John Cadman, one of the better known of Sydney's historical figures from the first half of last century, and his family.

The human, comfortable scale of the cottage contrasts with the modern city and it imparts a sense of place, time and historical authenticity. The atmosphere that Cadmans Cottage conveys is in contrast to the commercialised and sanitised character of other tourist destinations in The Rocks and is often favourably commented on by visitors.

The cottage was a focus of growing public interest in preservation of historic buildings during the early to mid 20th century and was saved from demolition by public opinion.

Inappropriate and poorly documented restoration work during the early 1970s removed significant historic evidence from the building. The recognition of these inappropriate conservation techniques contributed to the development of sympathetic and conservative historic place management principles.

The social significance of Cadmans Cottage is demonstrated by the public interest shown in the site. Some commercial tour operators use it as the focal point for excursions. It is visited by many tourists and is the destination for a large number of school excursions. Activities focussed on the site have generated a great deal of public interest; for example an archaeological project in 1988 which involved a large number of volunteers, received thousands of visitors and considerable media coverage.

Historical Significance

Cadmans Cottage was built in 1816. One significant addition to the southern end of the building was constructed between about 1835 and 1847. It is the oldest building in The Rocks and the third oldest reasonably complete building remaining within the area of the original settlement at Sydney Cove; the two older buildings are the Rum Hospital (now part of Parliament House) and the National Trust Centre. It is also one of only about ten Georgian buildings surviving from pre-1840 Sydney. As the headquarters of the government boats until 1846 Cadmans Cottage was closely associated with Sydney's development and commercial life. It was a focal point of the harbour upon which the city relied and indicates the extent to which government regulation of the colony depended on control of its waterways. This significant government maritime use continued when the cottage was taken over by the Water Police. Although the water frontage on the harbour was lost later when the area to the east of the cottage was reclaimed, it is now the only building or place able to illustrate the original shoreline of Sydney Cove and to demonstrate the evolution of this part of Sydney Harbour.

The cottage is associated with a well known, early colonial family. John Cadman was the longest serving Government Coxswain and held the post for eighteen years. He lived in the cottage during this period with his wife, Elizabeth Mortimer and her two daughters who grew up during the family's occupation of the building. The first two stages of the building's occupation, the Coxswain's and the Water Police phases, are both periods little researched but of considerable interest in Australian history and are best represented in the surviving fabric. The third phase of occupation, the Sailors Home is that least represented in the surviving fabric.

Architectural Significance

Cadmans Cottage was constructed with attention to detail and formal design elements that reflected its role as an official government building. These include a sandstone plinth, string courses at the eaves and first floor level, ashlar sandstone pilasters and a pitched roof with triangular gable ends, all of which survive today except for the triangular gable ends. An 1836 sketch of the site, with its stone wall, gate and gate house echo Hyde Park Barracks and confirms Cadmans Cottage was a formal, official building.

It has been suggested that convict architect Francis Greenway may have directed the construction of Cadmans Cottage but there is no evidence for this. The cottage was, however, built or designed by a competent and experienced builder or architect. While the Georgian style of architecture was the norm for government buildings and the grander private houses in the early period of the colony's history, fewer than ten such buildings survive from pre-1840 in Sydney today. Cadmans Cottage is the only known example of an early colonial building with an addition that is sympathetically and competently designed in late-Georgian style. In short the building is a rare example of an official colonial barrack building and one of the oldest surviving structures in the country.

Archaeological Significance

The earliest archaeological evidence at the site was uncovered by an excavation of the forecourt in 1987. This revealed the rocky foreshore upon which Cadmans Cottage was built. Steps leading to the oldest surface in front of the cottage were also uncovered beneath the sandstone flagging on the eastern side of the building. The evidence under the flagging is highly significant as it spans the transition from rocky foreshore to fill.

The courtyard/reclaimed area in front of the cottage, investigated by Thorp in 1986, contains substantial evidence dating to the Sailors Home phase, the period least represented in the fabric of the building today. Such well stratified deposits from this type of site in Sydney, which have the potential to preserve organic material in water-logged soil, are very rare (Gojak, 1989). This area is likely to be the only location where evidence of the Sailors Home period survives and the deposits are of high significance given the lack of historical and architectural evidence for this phase of occupation.

Archaeological investigation within the building in 1988 revealed a series of drainage works and a sewerage system in the southern room with some deposits which predated its construction. These are of high significance as the only surviving archaeological evidence within the lower floor of the building; the remainder being destroyed during restoration works in 1972.

Evidence on the internal western and northern walls is significant because it provides a record of the use of this space from 1816 to the present, which is not historically documented. The upper floor of the building also has the potential to provide information unavailable from historical sources about the use of these rooms and the impact of the 1972 work on the surviving fabric (see 4.1.2).

Summary of Cultural Significance

Cadmans Cottage Historic Site is a place with social and historical significance at the national level, and architectural and archaeological significance at the state level. It is one of the most important historic sites managed by the National Parks and Wildlife Service.

Cadmans Cottage Historic Site has significance at a national level because:

- its survival on the former shoreline of Sydney Cove demonstrates the evolution of the quay and of Sydney itself;
- it is the oldest building in The Rocks and the third oldest building in Sydney; and
- it is a rare and early example of an official colonial building.

Cadmans Cottage Historic Site has significance at the state level because:

- the building is a "document" of two phases of government maritime use, the Government Boats and the Water Police, which are periods of great potential for historical research;
- it is associated with the best known and longest serving Government Coxswain John Cadman and his family, and as such is a landmark for cultural tourism;
- the building is a good example of fine Georgian styling, with an unusual example of a sympathetically designed late-Georgian addition;
- the site has great potential for archaeological research, particularly into the original shoreline and the Sailors Home period which is poorly represented in the fabric of the building; and
- it illustrates the evolution of the conservation ethos and historic site management principles.

3. OBJECTIVES OF MANAGEMENT

3.1 GENERAL OBJECTIVES FOR HISTORIC SITES

The following general objectives relate to the management of historic sites in New South Wales:

- the conservation of features of cultural significance;
- the provision of opportunities for public access and the interpretation of the site as an educational resource; and
- the provision of opportunities for historic, archaeological and architectural research.

Opportunities for use of an historic site will only be considered where they do not detract from its cultural significance.

3.2 SPECIFIC OBJECTIVES FOR CADMANS COTTAGE HISTORIC SITE

In addition to the above general objectives, the management of Cadmans Cottage Historic Site will be subject to the following specific objectives:

- protection, and where feasible retrieval, of the cultural significance of Cadmans Cottage;
- protection of the historic fabric of the cottage;
- promotion of public understanding and appreciation of the history and value of the site;
- maximisation of public access to the building; and
- promotion of historic site conservation generally.

3.3 OVERALL STRATEGY

Cadmans Cottage will be managed as a nationally significant historic site.

Research and protection work will be undertaken on the cottage followed by conservation to recover its historical, social and architectural significance.

The historic site will then be interpreted to explain its significance and promoted in association with other Service historic sites around Sydney Harbour.

4. POLICIES AND FRAMEWORK FOR MANAGEMENT

This chapter contains the policies and framework for the management of Cadmans Cottage Historic Site together with relevant background information. Policies are summarised under the following section headings:

- 4.1 Cultural Heritage
- 4.2 Use of the Area

The policies established in this plan of management will provide the framework for management consistent with anticipated resources available to the Service and with anticipated community trends, for the next five to ten years.

The actions identified are those to which priority will be given in the foreseeable future. Other management actions may be developed over the life span of this plan consistent with the policies set out in the plan.

4.1 CULTURAL HERITAGE

4.1.1 Background Information

History

A site for government shipbuilding was designated on the western side of Sydney Cove in 1797 and sheds, workshops and houses were progressively constructed. In 1810 Macquarie became Governor and initiated a major programme of public works, including the upgrading of the government dockyard. A Coxswain's Barracks, later known as Cadmans Cottage, was constructed on the waters edge adjacent to the shipyard between late 1815 and early 1816.

The Coxswains' Barracks (Cadmans Cottage) was built up against a protruding rock shelf below the level of George Street, to take advantage of its shoreline location for supervision of the government boats. It was occupied by the government coxswain and it probably originally served both as an office and as quarters for some of the boat crews, although the later coxswains appear to have lived there with their families. . The coxswain supervised shipping on the harbour and was responsible for rostering the boat crews who were employed in the procurement and transportation of timber, grass, shells (for lime) and stores. The coxswain also provided crews for the governor's barge and naval officer's boats. The floor plan for the cottage in 1815-16 is outlined on page 8.

The harbour was the focus of the city, and the Barracks, as the headquarters of the government boats, played a key role in the early development of Sydney. The boats were either moored close by or pulled up on the shore in front, but it is highly unlikely that they would have been brought into the building given the scale of the lower room and the original doorway.

The post of government coxswain was held by four people between 1807 and 1845. John Cadman was the longest serving. He was transported to NSW for horse stealing in 1798 and received an unconditional pardon in 1814. He probably started work at the dockyard as Assistant Government Coxswain around 1807 and in 1823 was appointed as master of the government cutter 'Mars'. This was wrecked in 1826 and in 1827 Cadman was appointed as coxswain. Cadman held the position of coxswain and occupied the cottage until he retired in 1845. The post of government coxswain was then abolished and the functions were taken over by various other bodies, including the Water Police, Customs and private traders. Cadman died in 1848.

The Water Police took over Cadmans Cottage between 1846 and 1849 although the building may have been vacant for several years after Cadmans retirement. It was gazetted as a Court of Petty Sessions in 1849 and this is considered to be a likely time for its occupation by the Water Police.

Some alterations were made to the building around this time. By the end of 1854 the Water Police offices consisted of a brick walled enclosure containing a clearing house, the cottage with a cell on the lower floor, a major addition to the south of the original building and on the upper floor the office and presumably living quarters (Thorp, 1986). In 1854 the building was reported as being inadequate for the Water Police's purposes and the next year tenders were let for the construction of a new station. Cadmans Cottage continued to be used as a Water Police lock-up.

The shoreline in front of Cadmans Cottage originally consisted of water-worn sandstone bedrock, which was subsequently overlain by sand deposits following the construction of the Coxswain's barracks. During the Water Police's occupation of the cottage major changes to the face of the harbour took place. The quay was extended from the Kings Wharf along the western side of Sydney Cove to Campbells Wharf across the shoreline in front of the cottage, along the present alignment of Quay Street. The earlier docks of the old government dockyard, the rocks above high water, and the beaches on the western side of the cove, were accessible underneath the new timber wharf and a plan of 1860 shows the area in front of Cadmans Cottage as still being covered at high tide.

In 1863 a Sailors Home was constructed between Cadmans Cottage and the Mariners Chapel to the north and the cottage was restored as a residence for the manager of the Sailors Home. Reclamation of the land in front of the cottage between 1870 and 1875 obliterated the docks and foreshore and removed the visual association of Cadmans Cottage with the harbour. The floor plan for the cottage in 1863 is also outlined on page 8.

In 1926 the Sailors Home was extended and from then on the managers lived in the main building. Cadmans Cottage was used to provide accommodation for merchant navy officers until at least 1950 but during the 1960s it fell into disrepair and was resumed by the state government. In 1964 the Overseas Passenger Terminal was built and the view of Cadmans Cottage from the harbour was completely obscured.

Early in the 20th century there was a growing interest in the early years of European settlement and the need to preserve buildings surviving from the 19th century. Public debate over the demolition of important buildings focussed on two areas; Macquarie Street and Circular Quay. An unsuccessful campaign was fought to save the Taxation Office and the Commissariat Store buildings at The Rocks. It was around this time that the historical value of Cadmans Cottage was first commented upon and public opinion saved it from demolition. By the middle of this century Cadmans Cottage was of acknowledged historical value, being listed on Cumberland County Council's Register B as an historic building.

In 1970 the Sydney Cove Redevelopment Authority took control of The Rocks. Cadmans Cottage was proclaimed as an historic site under the National Parks and Wildlife Act two years later.

Architecture

Cadmans Cottage as originally constructed, with sandstone pilasters, two string courses, a sandstone plinth and a roof with triangular gable ends, was a formal official Georgian structure.

The walls were built from sandstone rubble, finished internally with a limestone or shell lime plaster. The windows were double hung, timber framed, 12-paned windows upstairs and 16-paned windows downstairs symmetrically placed on the facade of the building. The doors were timber with six panels and external stone architraves.

The roof was timber framed and originally had triangular gable ends. Casuarina shingles discovered under the corrugated iron roof during renovation in 1972 are believed to be the original roofing material.

The internal arrangement and use of the rooms is not known, though the room on the lower floor was divided by a near central wall. The floor of the lower room was comprised partly of sandstone bedrock, which may have been overlain by timber decking.

Fireplaces and chimneys were installed about five years after the building was first finished. The chimneys were symmetrically located on the north and south elevations.

Steps beneath the sandstone paving were uncovered during an archaeological investigation in 1988. At the western end these were cut into the bedrock and at the eastern end they were built from sandstone masonry and probably pre-date 1828.

The building was enclosed by a stone wall with corner posts, a gate house and a gate fronting onto George Street. A covered walkway linked Cadmans Cottage with the gate house.

A significant addition (the only surviving one) to the southern end of the cottage was constructed, possibly between 1835 and 1840 or as late as 1846-47. Because it has been popularly known as the "turnkey" or "keepers" room, with the assumed function of a watch house or cells it has been accepted that the extension was constructed for that purpose and was therefore built around 1847. There is speculation that the addition was designed by Mortimer Lewis, the Colonial Architect appointed in 1835 but there is no direct evidence of his involvement.

The addition was designed sympathetically to complement the original building. It is a single-storey, late Georgian sandstone structure, with two tall arched openings in the eastern facade, a parapet and a hipped roof. The same walling material was used, the string course and the proportions of the openings repeat those of the original structure, and it was also built with a stone plinth. The roof was probably originally of slate. The sandstone bedrock south of the 1816 building was partly excavated and levelled to form the floor of the addition and a section of the south and rear walls.

There is evidence that a dividing wall ran east-west across the room, though whether this was part of the original construction of the addition is not known. A doorway was cut into the southern wall of the 1816 building to provide access, although when this was done is also unknown. Archaeological investigation of the extension showed

that a series of five drainage systems was installed to overcome the perennial drainage problems.

Upon transfer to the Sailors Home the building and its surroundings underwent a number of changes. The area on the quayside of Cadmans Cottage was reclaimed, initially with rubbish dumped from the Sailor's Home and later with foundry waste. A retaining wall, probably the second, was built some time between 1870 and 1880 to level off the reclaimed area. The stone wall, gate house and gate on the George Street side of the cottage were demolished. A timber skillion lean-to was added to the northern end of the building. The eastern side of Cadmans Cottage was turned into a garden. The garden, the skillion lean-to and a verandah and trellis on the western side, gave the building its cottage-like feeling.

It is likely that the door between the 1816 and c. 1835-1847 rooms was sealed and that a stairway linking the levels and a smaller fireplace were installed at this time. The existing doorway to the 1816 room was probably narrowed. A corrugated iron roof replaced the shingles of the 1816 building and the (probable) slate of the addition. It is thought that the larger fireplace at the northern end was infilled at this time. The new fireplace was of a scale more suited to domestic purposes than the northern one. In c. 1854-1857 a toilet was built to the south of the addition.

Evidence from archaeological work suggests that a change to the function of the addition took place, possibly around the time that the Sailors Home was extended in 1926. A sewerage pipe was installed in a trench cut into the bedrock and five separate sewer lines were attached at metre intervals, probably with the toilets facing south with the central dividing wall to the rear.

Recent Work

Upon proclamation as an historic site under the National Parks and Wildlife Act in 1972, Philip Cox, Storey and Partners were engaged to restore the building. The aim of the work seems to have been to return the building to its early to mid-nineteenth century form.

The timber lean-to at the northern end of the cottage, and the verandah and trellis on the western side, were demolished. The corrugated iron roof of the 1816 building and the slate of the addition were replaced with casuarina shingles. Boxed gable ends replaced the original triangular gable ends on the 1816 roof. Two symmetrically placed chimneys were re-established but at a much larger scale than any depicted in sketches of the building from last century.

The proportions and relationships of the doors and windows of the 1816 stage of the building were returned to their original Georgian symmetry. The window in the western side was re-opened and the window and door in the southern addition were replaced by glazed openings. The door to the 1816 lower room was returned to its (likely) original width, revealing the sandstone lintel engraved with the letters G.R. (for George Rex). The additional door to the north of the original entry (on the eastern facade) was replaced by a window. Drainage pipes were relocated to the sides of the pilasters of the 1816 building, cutting through the string course at the first floor level.

The plaster or render which covered the lower floor and the western side of the building was removed and the walls were resurfaced with lime wash. Extensive repairs to the external and internal masonry were undertaken and the doors and windows were replaced and painted green.

A substantial amount of the internal structure was demolished, including a dividing wall in the lower 1816 room and partitions, a fireplace and chimney in the upper rooms. A new door was installed between the 1816 room and the addition to the south. The floor level in the upper section was raised, perhaps by as much as 600 cm. New floor boards and ceiling linings were installed in all rooms, the walls were plastered and new sashes and glazing were installed.

The archaeological deposit beneath the lower rooms was excavated and a layer of sand, river pebbles and a plastic membrane were installed to halt problems with water penetration.

The toilets in the southern extension had been removed before the 1972 works and it is not known whether the staircase was removed in 1972 or earlier.

Following the renovation the National Parks and Wildlife Foundation opened an office on the upper level and a display and shop were installed in the lower rooms.

In 1987 the building was vacated when further conservation and landscaping work was undertaken in the leadup to the Bicentennial. An archaeological investigation in the forecourt was undertaken preparatory to landscaping works. This yielded information about the reclamation of the quay and the types of material used to build up the forecourt.

A drainage trench and pipe were installed on the southern side of the building, the opening between the two lower rooms (opened by Cox) was re-sealed and the glazed openings in the addition were replaced by temporary timber doorways. At the same time shop fittings and services were installed on the upper level and the National Parks and Wildlife shop was opened in 1988.

A major archaeological investigation of the site was sponsored by Comrealty Pty Ltd in 1988. A large volunteer work force, under the direction of Service archaeologists carried out excavations within the lower rooms of the cottage and in the area beneath the paving on the eastern side of the building.

The excavation in the 1816 room yielded little information because of the removal of archaeological material during the 1972 restoration work. The excavation in the floor of the extension, however, showed the various drainage and sewerage works carried out in this area, particularly during use as part of the sailors home.

Some conservation work was carried out in 1991 including works to reduce stormwater flow into the lower rooms, and replacement of the roof. This was done with shingles on the original building and slate on the extension.

4.1.2 Conservation Issues and Works Needed

The 1972 renovation work removed much of the archaeological and architectural evidence of changes to the cottage. In particular it removed the fabric which dated to the third major period of occupation of the cottage as part of the Sailors Home (Proudfoot and Tropman, 1988). The work was poorly documented by today's standards and it is difficult to ascertain its extent. It is not known for example whether the relative proportions of the rooms (other than the 1816 and c.1 835-1847 rooms on the lower level) and the ceiling and floor levels, bear any resemblance to any earlier phase.

In terms of the survival of the building's fabric the masonry, including the sandstone plinth (currently partly obscured by deposit), is the only major element surviving from the early to mid-nineteenth century period. Some of the features of the site, including

the steps to the cottage at the northeastern end, and the archaeological deposits under the sandstone flagging and in the southern room, also date to this phase.

Archaeological evidence of the cottage's construction and use exist in the grounds and lower floor of the building. The 1988 archaeological investigation, however, showed that all the evidence of the original floor levels in the 1816 building and overlying archaeological deposits (purportedly about 1 m deep) were destroyed by the 1972 work.

The excavations in the lower rooms have not yet been filled. They have high interpretive value, particularly the excavation in the extension. The pipes and other features will require stabilisation and monitoring to detect any deterioration from exposure if they are to remain open for interpretation (see 4.2.1).

It is likely that evidence of earlier levels, the nature of the floors etc. may still exist in the upper level of the building. Evidence of three fire places survives behind the shop wall.

The work done to impede water penetration into the lower floor of the building has not been entirely successful. Water penetration causes growth of mould and threatens the long term survival of the remaining deposit, bricks and stone in the uncovered archaeological evidence. Further investigation of water control measures is needed.

Salt fretting occurs at two locations on the external northern and eastern walls. These eroded patches must be regularly flushed and a layer of sacrificial render applied to draw out the salts.

Policies

The cultural significance of Cadmans Cottage will be protected in accordance with the Burra Charter of Australia ICOMOS and the adopted Cadmans Cottage Conservation Plan.

All elements of historic significance will be conserved.

In keeping with the Cadmans Cottage Conservation Plan, the historically and architecturally significant fabric of the cottage dating to 1816 and c. 1835-1847 will be conserved. This includes the walls, string courses, pilasters, door and window lintels and plinth.

Evidence of the construction of the 1816 building will be protected.

The exterior of the building will be restored to its c. 1835-1847 form where there is good documentary and/or archaeological evidence.

When the roof requires replacing the chimneys will be rebuilt to their original dimensions and the triangular gable ends will be restored if possible, at least at the northern end of the roof.

Evidence of pre-1972 use of the upper interior will be conserved.

The upper interior will be restored to its c. 1835-1847 configuration where there is sufficient evidence of the former arrangement.

Work which would involve greater intervention than maintenance (as defined in the Burra Charter) will only be undertaken after adequate documentation and research, unless covered in this plan.

Works for which there is no historical precedent will only be undertaken when there is a demonstrated need for protection or interpretation and will be designed in such a way as to be reversible and be clearly recognisable as modern work.

The significance of any fabric in the upper interior surviving from before the 1972 works will be assessed and research into the height of previous floor levels, the nature of the floor and the location of stairs and door and window openings will be carried out before any alteration to this part of the building.

Archaeological evidence of high significance and potential will be conserved. This includes the Sailors Home deposits beneath the forecourt, the steps and deposits beneath the sandstone paving on the eastern side of the Cottage, the evidence in the c. 1835-1847 addition and the garden between the cottage and George Street.

Any work surrounding the cottage which necessitates disturbance to the ground surface will be preceded by an archaeological investigation to ensure that archaeological evidence is not disturbed or that information from such evidence is salvaged prior to necessary disturbance. All such work will be carried out in accordance with the requirements of the Heritage Act.

No work will be undertaken which will detract from the archaeological value of the site unless it can be justified on the grounds of protection of a more important aspect of cultural significance. Excavation/ salvage will be undertaken prior to any such works. This must be within the framework of an acceptable research design and must comply with the requirements of permits issued under the Heritage Act.

The archaeological excavations in the lower rooms may be kept open if required for interpretation (see 4.2.1). Works such as stabilisation and construction of boardwalks will be undertaken to protect the evidence and permit interpretation. The excavations will be backfilled if monitoring detects significant deterioration.

All work on the site will be properly documented by means of photographs, drawings and written descriptions.

Actions

The salt accretion in the northern and eastern walls of the building will be regularly flushed and fretting areas treated with a sacrificial render.

The rubble walls will be regularly limewashed with a wash which does not contain salt.

Inspection of the condition of the exterior masonry and the foregoing treatments will be carried out as necessary, but not less than every two years.

Further investigation and appropriate work will be carried out to reduce water penetration in the lower rooms.

The effects of water penetration in the two lower rooms will be monitored.

Gutters, downpipes and stormwater drains will be regularly cleared to prevent water flow into the building.

The rain-water drain pipes will be relocated to their original position on the northern and southern walls, and the string courses will be repaired.

The temporary timber doors in the arched openings of the addition will be replaced by sympathetically designed doors which will facilitate interpretation. The design will be symmetrical and consistent with the treatment expected in such openings in a Georgian building, but will be interpreted to make it clear that it is not a reconstruction.

The fireplace/hearth in the lower level will be re-opened.

The door between the lower rooms will be re-opened.

Archaeological recording of the walls in the lower 1816 room will be completed.

The condition of the open archaeological excavations in the lower floors will be monitored and protected with boardwalks or similar if necessary.

Restoration of the stairs between the upper and lower level will be investigated.

A maintenance schedule will be prepared for the building.

4.2 USE OF THE AREA

It is an important aspect of the management of the historic site to ensure that its use - whether by the general public, special interest groups, Service managers or other authorities - is "appropriate", i.e., in conformity with the management objectives and strategy of this plan.

4.2.1 Public Use, Promotion and Interpretation

As an historic site of national cultural significance Cadmans Cottage should be managed to protect and interpret its outstanding cultural values. Appropriate activities include its use for public education and research for protection of its cultural values (see 4.2.2).

Cadmans Cottage has great potential to tell the story of the growth of Sydney, to illustrate the changes to the face of the harbour and to explain the importance of the Government maritime role during this period.

The Service is the state government department with the greatest responsibility for managing a range of historic Heritage, although its public image is primarily of a nature conservation organisation. Cadmans Cottage is the most accessible historic site in the state and has major potential as a vehicle for the Service to tell and sell the story of its historic sites, particularly those around the harbour which to some extent share its history. This could provide considerable revenue raising opportunities.

The existing sales outlet on the upper level of the cottage detracts from the atmosphere of historical authenticity. Visitors wishing to experience the oldest building in The Rocks step into a "capsule" which could be located anywhere in Sydney and which is unrelated to the rest of the building and site. The shop contains information and objects that are irrelevant to the history of the building or to Sydney Cove and this increases the incongruous feeling. In this sense the presence of the

Service's shop diminishes the significance of the site and it should therefore be removed or substantially modified.

To balance the impact of visitors to the site with the requirements for its conservation, a marketing and interpretation plan will be prepared. The National Trust, Sydney Cove Redevelopment Authority, the Historic Houses Trust and other tourism and heritage conservation authorities with responsibilities in the Circular Quay and Rocks areas will be consulted when preparing the marketing and interpretation plan to ensure that the management of Cadmans Cottage Historic Site is consistent with:

protection of the site; and

heritage conservation planning in The Rocks area.

Interpretation must be carefully designed given the high number of visitors to the cottage and the difficulty of supervision without an internal connection between the upper and lower rooms.

Policies

Cadmans Cottage Historic Site will be managed to maximise experience and appreciation of the historic, architectural, archaeological and social values of the site.

Maximum public access to the site will be retained consistent with protection of the fabric of the site.

Cadmans Cottage will be promoted as a premier historic place on Sydney Harbour and a location for information and experience of other sites associated with the history of Sydney.

The building will continue as the Service's city information centre until alternative arrangements for a city information centre are made.

Interpretation of the building and its surroundings will be designed to reinforce the original function of Cadmans Cottage as an early colonial barrack building intimately linked with the developing harbour. It will focus on the place as evidence of the settlement of Sydney, on the evolution of the site and of the harbour and on the two most historically significant periods with which the building is associated; the Government Boats and the Water Police.

If feasible, the archaeological evidence excavated in the extension and possibly the lower 1816 room, will be interpreted.

The area surrounding the building will be landscaped and interpreted to re-establish as far as possible the connection of Cadmans Cottage with the quay, including the evolution of this area, and emphasise the function of Cadmans Cottage as an official government building. Any alteration of the area will take into account the likely presence of important archaeological evidence.

The existing gardens will be maintained in their present form pending preparation of a landscape design plan for the site.

The sandstone paving in the front of the cottage will be retained until there is evidence of the treatment of this space. At that time consideration will be given to restoring it to an earlier known phase provided other values of the site are not compromised.

Interpretation will take into account the problems of high visitor numbers and vandalism. Measures will be undertaken to minimise damage to the cultural features and displays.

Actions

The sales outlet and fittings will be removed from the upper level of the cottage.

An interpretation and marketing plan will be prepared and implemented for the historic site and will provide a projection of visitor use of the historic site as well as an assessment of the impact of existing and projected visitor use on the fabric and cultural values of the site.

The Service will ensure that tourism and heritage conservation authorities with responsibilities in the Circular Quay and Rocks areas are consulted when the marketing and interpretation plan is prepared.

The sandstone plinth at the northeastern end of the building, where archaeological excavation has already taken place, will be uncovered for interpretation. The rest of the plinth will not be uncovered.

A landscape design plan will be prepared for the historic site.

4.2.2 Research

Cadmans Cottage has the potential to provide much valuable information. Research into the history and construction of the historic site forms the basis of conservation work and interpretation. To protect the historical significance of the site there must be no ill-considered poorly researched work. The site is also a source of knowledge of the history of development of Sydney.

Policies

Research into the history, archaeology and architecture of the site will be encouraged and will form the basis of all further work on the building and site, other than maintenance.

Priority will be given to research which assists interpretation and conservation of the historic site.

Only research which causes no damage to the cultural values of the historic site will be permitted.

Actions

A program will be prepared outlining historical, architectural and archaeological research needed to provide information for conservation or interpretation of Cadmans Cottage Historic Site.

External funding sources, such as sponsorship, will be sought for the carrying out of this research.

4.2.3 Management Operations

Cadmans Cottage is within the National Parks and Wildlife Service's Sydney District. There are currently no management facilities on the historic site apart from office functions associated with the shop. Management support is provided from offices and workshops located elsewhere.

The site is located within the area administered by the Sydney Cove Authority. The Sydney Cove Authority agreed to reservation of Cadmans Cottage as an historic site under a number of conditions. These included joint Authority/Service funding and Authority development control of the 1972 restoration work, followed by sharing of maintenance costs and proceeds. This arrangement has never been formalised and the Authority's role in relation to work undertaken on Cadmans Cottage Historic Site is unclear.

Policy

Essential management functions or facilities associated with the conservation or interpretation of the building may be established where they do not damage the site's cultural values and are in accordance with the objectives and policies of this plan.

Action

The role of the Sydney Cove Authority in the management of Cadmans Cottage Historic Site, including funding, will be made clear and will be formalised if appropriate.

5. PLAN IMPLEMENTATION

This plan of management is part of a system of management developed by the National Parks and Wildlife Service. The system includes the National Parks and Wildlife Act, management policies, established conservation and recreation philosophies, and strategic planning at corporate, Regional and District levels.

The orderly implementation of this plan will be undertaken within the annual programmes of the Service's Sydney District. Priorities, determined in the context of district and regional strategic planning, will be subject to the availability of necessary staff and funds and to any special requirements of the Director-General or Minister.

District programmes are subject to ongoing review, within which, works and other activities carried out at Cadmans Cottage Historic Site are evaluated in relation to the objectives laid out in this plan.

The environmental impact of all development proposals will continue to be assessed at all stages of the development and any necessary investigations undertaken in accordance with established environmental assessment procedures.

Section 81 of the Act requires that this plan shall be carried out and given effect to, and that no operations shall be undertaken in relation to the historic site unless they are in accordance with the plan. However, if after adequate investigation, operations not included in the plan are found to be justified, this plan may be amended in accordance with section 76(6) of the Act.

The actions proposed in this plan of management are also subject to the preparation of the proposed marketing and interpretation plan.

As a guide to the orderly implementation of this plan, relative priorities for identified activities are summarised below:

Activity	Plan Reference
High Priority	
Prepare interpretation and marketing plan	4.2.1
Flush salt accretion	4.1.2
Limewash rubble walls	4.1.2
Reduce Water penetration in lower rooms	4.1.2
Keep drainage clear	4.1.2
Complete archaeological recording of walls in lower 1816 room	4.1.2
Remove sales outlet from upper level	4.2.1
Refit upper floor for public contact and interpretation	4.2.1
Clarify roles of the Sydney Cove Authority and the Service	4.2.3

Medium Priority

Monitor water penetration in lower rooms	4.1.2
Monitor condition of archaeological excavations	4.1.2
Monitor condition of masonry	4.1.2
Relocate rainwater drain pipes	4.1.2
Replace doors in arched openings	4.1.2
Reopen fireplace in lower level	4.1.2
Reopen door between lower rooms	4.1.2
Uncover northeastern part of sandstone plinth	4.2.1
Prepare landscape design plan	4.2.1
Restore and adapt ground floor for interpretive purposes	4.2.1

Low Priority

Prepare research program	4.2.2
Seek funding for research	4.2.2
Reconstruct stairs between upper and lower levels	4.2.2

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