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Conservation Management Plan



Parks and Wildlife Division
NSW Department of Environment and Conservation

Royal National Park Coastal Cabins Areas

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NOTE

This document was commissioned by the Department of Environment and Conservation to guide the management of cultural heritage in the Royal National Park cabins areas. The Department acknowledges that there are differences of opinion between the Department and groups representing the cabin communities with regard to:

- The historical analysis as set out in this document
- The evolution of the cabin communities, and
- The preservation of the communities into the future.

Table of Contents

Part A	1
Introduction	1
1.0	2
Introduction	2
1.1 Background	2
1.2 Objectives	3
1.3 Methodology, Structure and Terminology	3
1.3.1 Methodology	3
1.3.2 Structure	4
1.3.3 Terminology	4
1.4 Site Identification	5
1.5 The Study Team	6
1.6 Documentary Sources	6
1.7 Report Limitations	6
1.8 Acknowledgments	7
1.9 2005 Final Draft	7
1.10 Changes of Name	8
Part B	9
Understanding the Resource	9
2.0	10
Thematic History	10
2.1 Introduction	10
2.2 Aboriginal Associations	12
2.2.1 The Dharawal	12
2.2.2 Land and Spirit	12
2.2.3 Dispossession	17
2.3 Timber-cutting, pastoralism and recreation.	20
2.3.1 Timber cutting	20
2.3.2 Pastoralists	21
2.3.3 Recreational Use	22
2.3.4 The Cabins Areas	24
2.4 The Royal National Park, the Outdoor Movement and the first wave environmentalists.	28
2.4.1 The First National Park	28
2.4.2 Emerging Public Conservation Concerns in the Park	29
2.4.3 Increasing Professionalism	34
2.4.4 National Parks and Wildlife Act, 1967	35
3.0	37
Nature of the Resource	37
3.1 Introduction: The Park and the Coastal Edge	37
3.2 Royal National Park	37
3.2.1 Natural Heritage Characteristics	39
3.2.2 An Integrated Natural & Cultural Landscape	39
3.3 The Coastal Edge	41
3.3.1 Natural Heritage Characteristics	43
3.3.2 Cultural Heritage Characteristics	49
3.4 The Pastoral and Recreation Zone	52
3.4.1 Natural Heritage Characteristics	54
3.4.2 Cultural Heritage Characteristics	56
3.5 The Cabins Areas (Bulgo, Burning Palms, South Era & Little Garie)	58
3.5.1 Natural Heritage Characteristics	61
3.5.2 Cultural Heritage Characteristics	62
3.6 Bulgo Cabins	63

3.7	Burning Palms	70
3.8	South Era	76
3.9	Little Garie	83
3.10	Comparative Analysis	87
3.10.1	Introduction	87
3.10.2	Background	87
3.10.3	Boat Harbour	88
3.10.4	Broughton Island	88
3.10.5	Tamboy Huts	89
3.10.6	Mullet Creek	90
3.10.7	New Zealand Examples	91
3.10.8	Other Australian States	91
Part C		93
Significance		93
4.0		94
Assessment of Significance		94
4.1	NSW State Heritage Register Criteria	94
4.2	Significance of the Context	94
4.3	Significance of the Cabins Areas	96
5.0		99
Statements of Significance		99
5.1	Context	99
5.2	The Cabins Areas	100
5.3	The Individual Cabins Areas	101
5.3.1	Bulgo	101
5.3.2	Burning Palms	101
5.3.3	South Era	102
5.3.4	Little Garie	102
Part D		103
Conservation & Heritage Management Framework		103
6.0		104
Heritage Management Framework		104
6.1	Core Characteristics of Significance	104
6.2	International Conservation Bodies	104
6.3	National Agencies	105
6.3.1	Australian Heritage Council	105
6.4	Parks and Wildlife Division	106
6.4.1	Aboriginal Heritage Management	106
6.4.2	RNP Plan of Management	107
6.5	Other State Government Agencies	109
6.5.1	NSW Heritage Council	109
6.5.2	Aboriginal Land Rights Act 1983	109
6.5.3	Department of Infrastructure Planning and Natural Resources	110
6.5.4	Threatened Species Conservation Act 1995	110
6.5.5	Noxious Weeds Act 1993	110
6.5.6	Rural Fires Act 1997	111
6.6	Local Government Agencies	111
6.6.1	City of Wollongong	111
6.7	Community Heritage Agencies	111
6.7.1	National Trust of Australia (NSW)	111
6.7.2	Australia ICOMOS	111
7.0		113

Conserving the Heritage Resources	113
7.1 Conserving Aboriginal Significance	113
7.2 Conserving Social Significance	115
7.2.1 Shared Recognition of Responsibility	115
7.2.1 National Parks Association and Confederation of Bush Walkers	115
7.2.2 Landcare group	117
7.2.3 Surf Life Saving Clubs (SLSC)	118
7.2.4 Cabins Communities	118
7.2.5 Other Stakeholders' Concerns	119
7.2.6 Cabins Community Consultation	119
7.2.7 Training	121
7.2.8 Insurance	121
7.3 Conserving the Natural Heritage	122
7.3.1 Vegetation Management	122
7.3.2 Erosion Control	126
7.3.3 Fire and Fuel Management	127
7.3.4 Threatened Species and Endangered Ecological Communities	127
7.3.5 Management of Introduced Animals	128
7.4 Conserving the Cultural Landscape	129
7.4.1 Managing the Landscape Setting	129
7.4.2 Management of individual cabins areas	129
7.4.3 Achieving a balance between the natural and cultural values	129
7.4.4 Access	130
7.4.5 Views and Outlooks	131
7.4.6 Interpreting the Landscape	132
7.5 Conserving the Built Environment of the Cabins Areas	133
7.5.1 Health and Safety	133
7.5.2 Environmental Risks	133
7.5.3 Building and Construction Standards	133
7.5.4 Deterioration of Fabric	134
7.5.5 Repair and Rebuilding	134
7.5.6 Internal Upgrading	134
7.5.7 Distinction between "Maintenance" and "Works"	135
7.5.8 Additions to Individual Cabins	135
7.5.7 Duty of Care	135
Part E	136
Conservation Guidelines	136
8.0	137
Primary Guidelines for Conserving Aboriginal Significance	137
8.1 Significance	137
8.2 Consultation	137
8.3 Protection	137
8.4 Management	137
8.5 Conservation	138
8.6 Interpretation	138
9.0	139
Primary Guidelines for Conserving Social Significance	139
9.1 Management of Social Values	139
9.2 Diversity of Views	139
9.3 Consultation	139
9.4 Cabins Licensing Framework	139
9.5 Community or Shared Facilities	140
10.0	141
Primary Guidelines for Conserving the Natural Landscape	141
10.1 Vegetation Management	141

10.2	Research Opportunities	143
10.3	Impacts of Deer and Rabbit Grazing on Vegetation	143
10.4	Erosion Control	143
10.5	Fire and Fuel Management	143
10.6	Threatened Species and Endangered Ecological Communities	144
10.7	Management of Introduced Animals	144
10.8	Water Quality	144
10.9	Interpretation	145
11.0		146
Primary Guidelines for Conserving the Cultural Landscape		146
11.1	The Cabins Setting and Landscape Character	146
11.1.1	Landscape setting	146
11.1.2	Landscape setting – South Era	146
11.1.3	Landscape setting – Burning Palms	146
11.1.4	Landscape setting – Bulgo	146
11.2	Access	147
11.2.1	Condition of tracks	147
11.2.2	Access provision and management	147
11.2.3	Access - Burning Palms	148
11.2.4	Access - Little Garie	148
11.2.5	Easy Access	148
11.3	Views and Experiential Sequences	148
11.3.1	Views - Little Garie	148
11.3.2	Views – South Era	148
11.3.3	Views – Burning Palms	148
11.3.4	Views – Bulgo	148
11.4	Introduced plants	149
11.5	Recreation	149
11.6	Interpretation	149
11.7	Historical Archaeological Relics	149
12.0		151
Primary Guidelines for Conserving the Built Environment		151
12.1	Management of Significance	151
12.2	Management of Cabins Areas Character	151
12.3	Services and Infrastructure	151
12.4	Waste and Rubbish Removal	152
12.5	Removal of Cabins	152
12.6	Replacement of Cabins	153
12.7	Upgrading or Replacement of Cabins	153
12.8	Cabins Maintenance	154
12.9	Materials Access	154
12.11	Works that are not considered to generate an adverse impact	155
12.12	Works that may have an adverse impact	155
12.13	Additional REF Evaluation Criteria	158
12.14	Application of BCA Standards for Building Construction	158
Part F		159
Plan of Works		159
Part G		171
Appendices		171

Part A

Introduction

1.0 Introduction

1.1 Background

Royal National Park was established in 1879 and has been managed by the NSW National Parks and Wildlife Service (NPWS or Service) since 1967. Located within the Park area are the adjacent coastal cabins areas of Bulgo, Burning Palms, South Era and Little Garie. Evolving out of local recreational use, about 200 cabins, mostly constructed between the mid 1930s and mid 1950s, are occupied under license agreement from the Minister for the Environment.

The Cabins Areas within the Royal National Park are located within a particular geographic precinct of the Park – the Coastal Edge, bordering the Pacific Ocean. The Coastal Edge is distinct from most of the remainder of the Park in geological, topographical and ecological terms. Aboriginal and historical use of the Coastal Edge have been heavily influenced by this distinctive difference, and in turn have evolved quite differently from the remainder of the Park.

The Cabins Areas are accessed by a series of walking tracks and paths through the park. The cabins are generally simple structures constructed in the absence of planning controls, major infrastructure and services.

The cabins have been classified by the National Trust of Australia (NSW), the Little Garie, South Era and Burning Palms cabins are listed on the *Register of the National Estate* and all four areas of cabins have been listed as items of regional significance in Part 2 (Items of State and Regional Significance) of Schedule 1 of the City of Wollongong Local Environmental Plan 1990 (Amendment No.142).

There is considerable local community and stakeholder concern about the future use and management of the areas with particular interest in the relationship between the natural and cultural landscapes of the Coastal Edge. Additional concerns have been raised by the cabins occupants about the current and future licensing arrangements for the individual cabins.

NPWS is legislatively responsible for environmental and land management and conservation of places of natural and cultural heritage value. The *Royal National Park Heathcote National Park and Garawarra State Recreation Area Plan of Management* [POM] was adopted in February 2000 by the Minister for the Environment in accordance with the provisions of the Sections 75 and 75A of the *National Parks and Wildlife Act. 1974*.

The *Plan of Management* provides the following policies specifically relating to the coastal cabin areas.

1. Cabins will be retained at South Era, Burning Palms, Little Garie and Bulgo.
2. Each cabin will be assessed to ensure conformity with current licence conditions.
3. Bona Fide licence holders will be offered a five year licence to occupy their cabins from the date of adoption of the Plan of Management, with renewal dependent on compliance with the conservation and management policy and environment protection and other provisions as specified in the licence.
4. A conservation and management policy will be prepared for each group of cabins which will
 - €# Identify the cultural significance of individual cabins and the group of cabins
 - €# Identify individual cabins which are worthy of special conservation care
 - €# Establish guidelines for the use and conservation of the cabins
 - €# Establish environmental performance measures under which cabins and cabins groups may be retained or be occupied
 - €# Establish guidelines for maintaining the social context of the group of cabins
 - €# Establish a framework for the management of cabins through the preparation of a review of environmental factors
5. Cabins for which there is no Bona Fide licence may be managed by the Service for short term public use in accordance with the provisions of the conservation and management policy.
6. Communal toilets may be established in each cabin area to improve environmental conditions
7. Any cabin that is to be removed will be recorded.

The brief for this Conservation Management Plan (CMP) required that it provide NPWS with Guidelines for future policy formulation for the cabins areas. Accordingly, it does not contain the conservation policies that are a typical feature of other CMPs. The emphasis of this CMP is on the built and landscape issues relating to the cabins areas, and as such it addresses some but not all of the policies specified by the POM.

Considerable general and site specific research and planning information already exists on heritage issues. The CMP draws from information contained in the *Draft Cabins Conservation Plan*, which was placed on public exhibition in late 1994, and other documentation prepared by NPWS related to specific issues in the Park.

1.2 Objectives

The primary objective for the CMP is to articulate the philosophy and set the strategic direction for the management of the cabins and for the conservation of any cultural and natural heritage values of the cabins areas in the Royal National Park in the context of their future use.

To meet the project objectives the CMP will address the following aspects:

- €# The balanced and compatible action-based management of cultural (Aboriginal and non-indigenous) and natural heritage values of the cabins areas within their regional context;
- €# Consideration of the cultural/social significance of the cabins areas as a whole and as individual cabin groups;
- €# Consideration of the comparative significance of the cabins as a representative example of similar places within Australia (reference to *Draft Cabins Conservation Plan 1994*);
- €# NPWS management framework, legislative requirements and other stakeholder issues related to the conservation and management of the cabins areas;
- €# Consideration of the NPWS 2000-2003 Corporate Plan, current NPWS site management and conservation objectives and in particular the 2000 *Royal National Park*,

Heathcote National Park and Garawarra State Recreation Area Plan of Management and the *Draft Cabins Conservation Plan, 1994*;

- €# Provide appropriate guidance for appropriate conservation/development and management of the cabins areas so as to ensure the retention and enhancement of their diverse heritage values.

1.3 Methodology, Structure and Terminology

1.3.1 Methodology

The key methodology of this CMP has been to consider each of the cabins areas within the natural and cultural landscape setting of Royal National Park. It builds on the fundamental methodology contained within the Australia ICOMOS *Burra Charter* and Dr J.S. Kerr's *The Conservation Plan*, by first gaining a thorough understanding of the cabins areas and their contribution to the overall resources of Royal National Park.

Opportunities and constraints are then identified, which inform the ultimate conservation guidelines for policy formulation. Conservation guidelines have also been prepared in accordance with the established recommendations by the NSW Heritage Office.

The study commenced with a review of the existing documentary material available within the NPWS. This information was supplemented by additional research from the Department of Lands, Mitchell Library and as provided by individuals from each of the cabins areas.

Interviews were undertaken with people who represented each of the Cabins areas and relevant stakeholders. Most of the initial interviewees were suggested by the NPWS. During this process, additional people were identified as being of interest and they were also interviewed for the purposes of this study.

In terms of interview methodology, the style was informal but structured around a series of questions and lines of enquiry. As each interview unfolded, the questions became more refined and directed.

In our experience, the unstructured conversational interview is far more effective than a series of prepared questions.

National Park staff were present during a number of the interviews.

Community and key stakeholder consultation was also incorporated into the scope of the study by way of two open meetings (held in February and April 2001), interviews with individuals from the various stakeholder groups and consultative group meetings comprising representatives from the Cabins Consultative Group, Regional Advisory Committee, National Parks Association [NPA] and NPWS.

Site visits were undertaken between February and May 2001, with consultants and NPWS staff, to inspect the nature and condition of the landscape, structures and site features and Aboriginal archaeological remains.

All plans were produced by the consultants using NPWS data and aerial photographs. The accuracy of the plans varies with the quality of the data supplied and the quality of the photos sourced.

1.3.2 Structure

This CMP integrates, natural, Aboriginal and non-indigenous heritage values and responses in a combined sequence of understanding and analysis. A blend of descriptive text and graphics of the landscape and built environment continues from the historical narrative which outlines the themes that have helped shape the landscape to the present. In addition the views of the key stakeholders have both informed and steered the process.

The resulting report structure is divided into six major sections:

- ≠# Introduction
- ≠# Understanding the Resource
- ≠# Significance
- ≠# Conservation and Heritage Management Framework
- ≠# Conservation Guidelines
- ≠# Plan of Works

The CMP treats the Cabins Areas both collectively and individually during the analysis process. Guidelines for the management of identified

heritage values are set out in a collective manner for the Cabins Areas. Given the nature of the project brief, no attempt has been made to research the various cabins on an individual basis.

1.3.3 Terminology

Use of the term Royal National Park (RNP) throughout this CMP, other than in the early phases of the thematic history shall mean the Royal and Heathcote National Parks and Garawarra State Recreation Area.

The Royal National Park Plan of Management, adopted in 2000, made reference to licencees as ‘cabin owners’. The DEC advises that it has subsequently sought advice on the legal question of cabin ownership of the cabins and has formed the view that they are owned by the Crown. This view is contested by the RNP Coastal Cabins Protection League and the Bulgo Protection League which have stated that they believe that the cabins are owned by the occupants. This CMP takes no position regarding the legal question of which party owns the cabin. Where the terms ‘cabin owners’ or ‘shack owners’ are used (generally in a historic context), the terms simply refer to past cabin occupants.

There are a number of terms and names that may be interchangeable in recognition of the various stakeholder and user groups. These terms include:

- ≠# Cabins and shacks.
- ≠# Cabin users, cabin occupiers, shack users and “shackies”.
- ≠# Dharawal and Dharawal.

Clarification is required to distinguish between cabins owners and cabins occupiers. The land within Royal National Park is public land. DEC advises that in their view the actual fabric of the cabins is also publicly owned.

In order to provide a more integrated approach, “cultural heritage” is taken to mean indigenous and non-indigenous heritage.

The *World Heritage Convention*, defines “cultural landscapes” as *the combined works of nature and of man... They are illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural*

*environment and of successive social, economic and cultural forces.*¹

The International Union for the Conservation of Nature (IUCN) 1994 definition of a national park is *a natural area of land/or sea, designated to (a) protect the ecological integrity of one or more ecosystems for present and future generations, (b) exclude exploitation or occupation inimical to the purposes of designation of the area and (c) provide a foundation for spiritual, educational, recreational and visitor opportunities, all of which must be environmentally and culturally compatible.*²

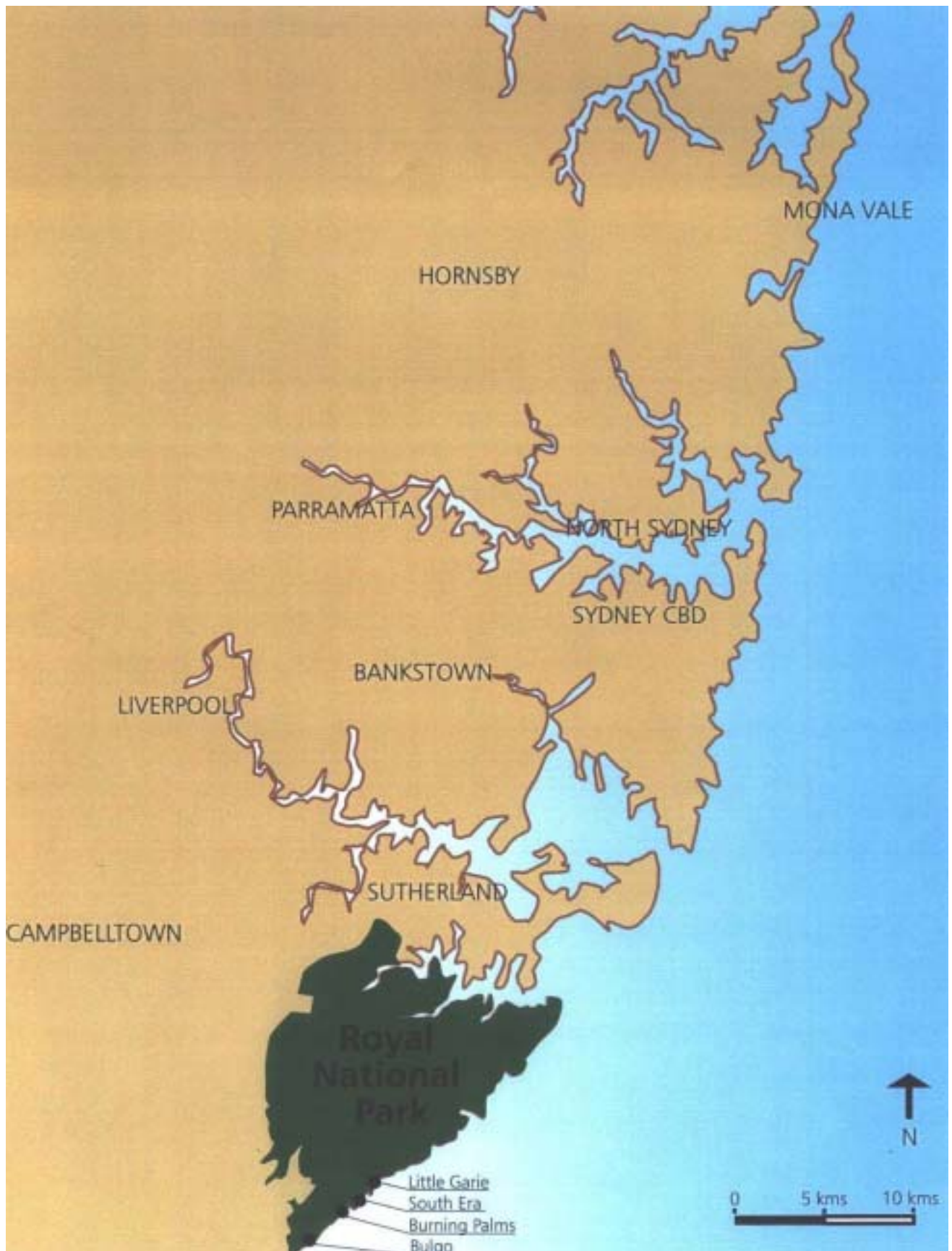
1.4 Site Identification

The primary study area comprises the four cabins areas of Bulgo, Burning Palms, South Era and Little Garie, located in the southern coastal area of the Royal National Park which is located adjacent to the southern fringe of metropolitan Sydney and about 30km north of Wollongong.

In order to understand the context and issues related to the cabins areas, the CMP also examines their wider context within the Royal National Park and, at a more detailed level, in the coastal edge of the Park.

¹ World Heritage Web Site

² RNP Plan of Management



Plan 1 Site Identification

1.5 The Study Team

The Study team for this project comprised:

- €# Graham Brooks, Sera Jane Peters and Luisa Alessi of Graham Brooks and Associates, Architects and Heritage Consultants.
- €# Ian Perkins of Ian Perkins Consultancy Services, Parkland, Bushland and Land Management.
- €# Mary Dallas of Mary Dallas Consulting Archaeologists.
- €# Michael Wright and Melissa Brown, of Spackman and Mossop, Landscape Architects.
- €# Dana Mider Consulting Historical Archaeologist

1.6 Documentary Sources

The Aboriginal site database provided in this document was derived from the NPWS Register of Aboriginal Sites, field survey and site verification. Assistance was provided by Mr Paul Houston, Aboriginal Sites Registrar. He has been advised on a number of inaccuracies and inconsistencies in the database found during the course of the study.

Existing documentary material available within the NPWS, which was reviewed for this CMP, includes the following:

- €# *Royal National Park, Heathcote National Park and Garawarra State Recreation Area Plan of Management* February 2000 (NPWS).
- €# *Royal National Park* June 1991 (NPWS)
- €# *Royal National Park Cabins Conservation Plan (Draft)* September 1994 (NPWS)
- €# *Royal National Park Cabins Conservation Plan (Draft)* July 1992 (NPWS)
- €# *Royal National Park Cabins Conservation Plan (Draft) Appendices* July 1992 (NPWS)
- €# *Royal National Park Cabins Conservation Plan (Draft)* July 1992 (NPWS) *Maps*

- €# *Report to the Australian Heritage Commission and the National Trust of Australia for the listing of Little Garie Cabin Community on the Register of the National Estate and the National Trust Register* January 1995 (Little Garie Community).
- €# *Classification of the Burning Palms Landscape Conservation Area on the Register of the National Trust of Australia (NSW)* March 1995 (National Trust (NSW))
- €# *Era Conservation Report to Secure an Interim Conservation Order* April 1990 (Era SLSC and Era Shack owners)
- €# *Royal National Park Cabins 1996 Photographic Record* February 1997 – including information from 1985 and August 2000 (NPWS).
- €# *Wollongong Council Local Environment Plan 1990, Amendment No.142.*
- €# *Major Assignment Plant Materials Cultural and Use – Palm Jungle, Royal National Park* 1987 (Student: Patricia Callaway).

This material was supplemented by additional documentary material and images including the following:

- €# Historic photographs, maps and aerial photographs sourced from Mitchell Library and NSW Land and Property Information.
- €# Contemporary photographs taken by Graham Brooks, Luisa Alessi and Ian Perkins.
- €# Internet references to comparative areas in Australia.

A full list of sources referred to during the CMP is included in the bibliography.

1.7 Report Limitations

A detailed assessment and internal inspection of each of the cabins was not undertaken as part of this study. The emphasis of this project is on the cabins areas as opposed to the individual cabins. No individual condition surveys were undertaken.

The Aboriginal heritage component of the study was based on consultation with members of the Aboriginal community in Sydney and Wollongong and on limited field survey. The field component of the study concentrated on the known sites between Little Garie and Bulgo and on areas currently sustaining greatest impact from Park users and visitors such as in and around the access tracks, shacks and the beaches. Although previously unrecorded sites and potential archaeological deposits were identified, it is highly likely further sites will be located throughout the area were fully comprehensive archaeological field survey undertaken.

The natural systems and ecological management components are based on a review of existing documentation, interviews with NPWS staff, cabin owners, air photograph interpretation (current and historic) and field verification. Detailed surveying of plant and animal species and other environmental parameters are outside the scope of this report. Full consideration of health and safety issues as they pertain to cabin users and other park visitors is also outside the scope of this report. Historic archaeological survey and assessment was not undertaken as part of this report.

1.8 Acknowledgments

The authors would like to thank all of those who assisted in the preparation of this CMP, including:

- ☞ Adi Jeuda, Christine Hopkins and Peter Hay, NPWS, South Metropolitan District.
- ☞ Miriam Stacy and Steve Brown, NPWS, Cultural Services Division.
- ☞ Vivienne Ingram and Don McQueen, NPWS Legal
- ☞ Stuart Boyce, Director of BCA Logic

Members of the CMP Working Group,
Brian Everingham (NPA), Malcolm Garder and Mark Woods (Cabins Representatives) Shane Williams and Merv Ryan (Regional Advisory Committee and La Perouse LALC).

The authors wish to acknowledge the assistance and support of members of the Aboriginal community who were consulted on the Aboriginal heritage issues, the results of site inspections and proposed site management requirements. Particular information on associations with the

area was provided by Jim and Muriel Davis of the Wadi Wadi Elders Corporation, Lou Davis and Merv Ryan of the Kurrunulla Aboriginal Corporation, David Ingrey and Shane Williams from La Perouse LALC and the Dharawal Elders from La Perouse, Beryl Bellar and Iris Williams.

Members of the various bushwalking groups:

- ☞ Jim Callaway and Alex Tucker (Confederation of Bush Walkers and NPA).
- ☞ Mark Bonnefon and Carol Sefton (Illawarra Ramblers).
- ☞ Dorothy and Ross Nivison-Smith (Coast and Mountain Walkers)
- ☞ Wilf Hilder (Bushwalking Historian)

Also cabin owners who were generous with their time and resources including:

- ☞ Alan and Dorothy Butt (Burning Palms).
- ☞ Tim Collins, Mr and Mrs Bill Collins and George Jackson (Bulgo).
- ☞ Margaret Pearce, Tony and Sandra O'Loughlan, and Keith Crebert (Burning Palms).
- ☞ Peter Stitt (Little Garie and Landcare
- ☞ Patricia Wade (NSW Fishing Club Association).
- ☞ Peter Kreilis (Wollongong Area Board Riders Association).
- ☞ The many cabins users and others who attended the open meetings held in the Audley Hall at key points in the overall project.

1.9 2005 Final Draft

The original Draft of the CMP was completed in December 2001, placed on public exhibition and reviewed by relevant agencies, including the NSW Heritage Office and NPWS, in addition to the Cabins Consultative Committee. A second Draft was prepared in January 2005 and reviewed by NPWS staff. That review aimed primarily to ensure that there was internal consistency in the document between the research outcomes, discussion of issues and recommendations for policy making that may eventually be adopted by the Department of Environment and Conservation. This final draft incorporates where appropriate the comments received as a result of that review process.

Members of the original CMP Working Group provided additional comments, as did NPWS staff Veronica Le Nevez and Gary Dunnett.

The Final Draft also responds to various additional work undertaken by NPWS in the intervening period, most notably the Cabins Conditions Standards report, the Geotechnical investigations and progress on the development of a licensing system for occupancy of the cabins.

1.10 Changes of Name

In the period between the preparation of the draft CMP, in December 2001 and the completion of this Final Draft, a number of organisations underwent a change of name or organisational status.

- ≠ National Parks and Wildlife Service became the Parks and Wildlife Division (PWD) of the NSW Department of Environment and Conservation (DEC). The South Metropolitan District became Sydney South Region.
- ≠ The Australian Heritage Commission became the Australian Heritage Council and the former statutory and heritage management framework was amended.

≠ The NSW Department of Urban Affairs became the Department of Infrastructure, Planning and Natural Resources (DIPNR).

≠ The NSW Department of Land and Water Conservation was split between DIPNR and the Department of Lands.

≠ The NSW Fisheries became part of Department of Primary Industries.

Most of these changes have been taken up in the text, however, for convenience, “NPWS” and “National Parks and Wildlife Service” have been retained as descriptors for the Parks and Wildlife Division of the NSW Department of Environment and Conservation.

“DEC” is used when specifically referring to a statutory approvals process that has now been delegated to another section of DEC other than PWD, including Aboriginal sites approvals, Built environment planning approvals under Part 5 of the EP&A Act and delegated s60 Approvals under the NSW Heritage Act.

Part B

Understanding the Resource

2.0 Thematic History

2.1 Introduction

This history forms part of the heritage assessment section of the Conservation Management Plan of the shack areas of Royal National Park. The shack areas are broadly defined as the beaches of Bulgo, Burning Palms, South Era and Little Garie on the coast of Royal National Park. These areas have a distinctive history which gave rise to a unique cultural and natural landscape which sets them apart from other parts of the Park. This Conservation Management Plan provides guidelines for future policy formulation to manage the natural and cultural heritage values of these areas in accordance with the *Royal National Park Plan of Management, 2000*

The Royal National Park was the first National Park to be proclaimed in Australia. Its boundaries and its purpose developed and changed over a long period of time and it has a still-evolving natural and cultural history. The Aboriginal occupation of the coastal landscape, the pastoral occupation and resource exploitation of the coast, the recreational use of the coastal areas and the building of shacks near the beaches have given rise to a unique cultural landscape.

The social history of the shack communities and the evolution of shack fabric will not be covered in great detail in this report, and readers are referred to Geoff Ashley's, *Draft Cabins Conservation Plan, 1994*, for further information. This history seeks to contextualise the shack areas by reference to the history of the development of the landscape through pastoralism and resource exploitation, the beginnings of the National Park, recreational use and the origins of shacks, the Outdoor Movement which gave rise to the first wave of bush walkers and conservationists, and the beginnings of the National Parks and Wildlife Service.

The sources for this thematic history, excepting that which relates to the development of the National Park and the Outdoor Movement, are mainly drawn from oral history. Much of the information on shack communities gathered for the Ashley report and for this report, has been taken from oral history collected by the National Library

of Australia, from the South Era, Otford, Little Garie, Burning Palms and Bulgo communities. Sources relating to the history of recreational uses of the shack areas has come from interviews with National Parks and Wildlife Service staff, fishing, surf life saving, surfing and bushwalking groups. Other sources include histories compiled by members of the shack communities, and published articles and books on the Royal National Park and the Outdoor Movement.

Much of the information given by individuals in oral history is vague about dates. Wherever possible the author has attempted to get some sort of date for events and activities, but these are often approximate. Some of the information was found to conflict with information found from other sources, and where it is not possible to verify either, has been excluded. Information which was non-contentious and was found to be relevant to the history of the area has been included regardless of whether the information could be checked against documentary sources. Documentary sources on the activities of people in the landscape of the shack areas, whether bush walkers or shack owners is largely based on oral history, as recreational activities do not in general leave great archival resources.

In writing the history of a landscape, there is an obvious slant toward the history of human activities in the landscape, i.e., those activities which have left their mark on the landscape, which form part of human memory or leave historical records. This history is concerned with the shack areas, and the human activities which occurred in, and shaped those areas. The ecology and archaeology of the shack areas will be covered in other sections of the CMP.

In order to better understand how the cultural landscape of Bulgo, Burning Palms, Era and Little Garie has developed, this history has been approached thematically. A thematic approach can provide contextual patterns and associations, especially in relation to human activities in the environment, which would not be immediately obvious from a strictly descriptive or chronological approach. Thematic history provides the opportunity for investigating the social and lifestyle aspects of cultural landscapes as well as historic fabric.

The former Australian Heritage Commission developed a thematic framework for use in

heritage assessment and management. The Australian Historic Themes Framework identifies nine principal thematic groups and numerous sub-themes. The organising principle for the thematic framework is human activity. “By emphasising the human activities that produced the places we value, and the human response to Australia’s natural environment, places are related to the processes and stories associated with them, rather than to the type or function of place.”³ The themes were designed to be used in conjunction with regional or State themes.

The following themes were used in this history to guide research questions, interpret the history and structure the narrative of the development of the cultural landscape of the shack areas. The themes cover the three major activities which occurred in the shack areas, Aboriginal and pastoral utilisation, recreation and conservation.

Australian Historic Themes

- 1.4 Appreciating the Natural Wonders of Australia
- 2.1 Living as Australia’s Earliest Inhabitants
- 3.11 Altering the Environment
- 3.23 Catering to Tourists
- 8.1 Organising recreation
- 8.2 Going to the Beach
- 8.5 Forming associations

State Historical Themes

- 1. First Australians
- 9. Environment
- 24. Housing
- 27. Leisure

The history is divided into three chapters, and the Australian Historic Themes that are addressed in each chapter are listed in brackets.

- ⌘ Aboriginal Associations (2.1, 3.11)
- ⌘ Timber cutting, pastoralism and recreation. (1.4, 3.11, 3.23, 8.2)
- ⌘ The Royal National Park and the first wave environmentalists. (1.4, 3.11, 3.23, 8.1, 8.2, 8.5)

³ Australian Historic Themes Framework, A guide for use in heritage assessment and management, Australian Heritage Commission, 2000.

2.2 Aboriginal Associations

2.2.1 The Dharawal

In re-counting the history of Aboriginal occupation or interaction with the areas which later became the shack areas of Royal National Park, a documentary history of the Illawarra and south coast Aboriginal people, by Michael Organ has formed the greater part of the research sources.⁴

In Organ's definition of the lands belonging to the Illawarra Aboriginal peoples, the Royal National Park falls part way between the northern Illawarra and Botany Bay groups. These groups were mostly coastal dwellers who made regular excursions up and down the coast as far north as Port Jackson, and inland to Appin and the Blue Mountains, through the Bulli pass. This group has been broadly defined as Dharawal (also Tharawal and Thuruwal) based on the family of languages which they spoke.

The earliest dated occupation sites within Royal National Park, indicate that Aboriginal people have occupied the coastal areas of the park for 7,500 years. This long occupation and use was interrupted by European settlement, which has occupied the coastal areas of the park for 8 generations.

D.K. Eades has made detailed studies of the Illawarra and south coast Aboriginal languages based on knowledge of extinct and extant language patterns. She concluded that the Dharawal language was spoken throughout the Sydney and Botany Bay region, in Illawarra, and south to the Shoalhaven. The movement of Aboriginal people to Wreck Bay, Wallaga Lake and north to La Perouse after the 1850s has made the drawing of pre-European language boundaries difficult. The southern parts of Royal National Park is today the preserve of the Illawarra Land Council and includes the shack areas.⁵

⁴ Organ, Michael 1990, *A Documentary History of the Illawarra and South Coast Aborigines, 1770-1850*, Aboriginal Education Unit, Wollongong University.

⁵ Eades, D.K. 1976, *The Dharawal and Dhurga Languages of the NSW South Coast*, A.I.A.S, ANU Canberra.

Organ has compiled a list of known Aboriginal words which relate to the Illawarra. Among them is *bulga*, *era* and *gari*, which were recorded by early and modern sources. The similarity between the Dharawal words and the names of the shack areas implies that there had been some interaction between those early surveyors or settlers who supplied the names and Dharawal speakers. A very early Parish Plan, probably from the time of Andrew Byrne's first selection ca.1831, names his property as 'Gara' and the Era beach as Garie. A later plan, thought to be pre-1880s uses Bulgo and Garie, though Garie has now moved further up the coast to its present position. Whether Garie came from Gara, or Garie from *gari* isn't known. The use of Aboriginal names for places in Australia is much debated, with many words inappropriately transferred from one place to another and across language groups by Europeans, however the currency of the words, *era* and *gari* appears to confirm an origin in the Dharawal language.

The cabin owners of Bulgo invariably pronounce the area with an 'a' on the end, as bulga. Organ lists the Dharawal meaning of *bulga* as 'hill'. On a 1920s parish plan, Bulgo is given as the name of the hill along the Cliff track above Otford lookout. The residents' attachment to the pronunciation of Bulgo as Bulga implies that there had been some contact or relationship at some stage, between Dharawal speakers and the Bulgo area. (More research needs to be conducted to confirm this and discover the origins for the spelling of Bulgo with an 'o' rather than an 'a'.) To confuse things even more, Helensburgh people used 'gera' to describe the beaches of Era and Garie and defined them as near, middle and far Gera.

2.2.2 Land and Spirit

Aboriginal association with land is a fundamental relationship of belonging, caretaking and obligation which goes to the heart of Aboriginal spirituality, social relations and being. The integral relationship of Aboriginal people with land is something that Europeans did not and in some cases, still do not understand. For most Europeans and Australians, a relationship to land implies utilisation and working of the land, in agriculture or resource exploitation. The nomadic life of Aboriginal people and the absence of European-style agriculture, led to a fundamental misunderstanding of the importance of place and land in Aboriginal life. Aboriginal utilisation of

the environment and the immense value placed on maintaining the land, is now being reassessed as holding important lessons for human continuation in the Australian environment.⁶

Aboriginal culture was a primarily oral culture which utilised storytelling as a means of imparting knowledge about the environment, law and culture. Organ has included two Aboriginal stories in his documentary history of the Illawarra Aboriginal people, which probably came from this area. These stories are open to multiple interpretations. They were transliterated by a European who freely edited them and possibly ascribed meanings which the original telling did not contain. A general point about Aboriginal stories is that they did and still do evolve, as new events or new knowledge came to be incorporated into existing stories with related themes. The re-interpretation therefore of a very old story, as being related to a more recent event, is not that unusual.

The two stories which Organ identifies as being from the Illawarra, were collected and transliterated by C.W.Peck. In 1933, Peck published his book *Australian Legends*, which contains greatly edited versions of the two stories re-told here. Peck collected the stories from Aboriginal people on the south coast of NSW and added sections containing Latin names for flora and annotations about Aboriginal social structures. Where these are clearly recognised, they have been edited out by the author for the sake of brevity and clarity.(The entire text is available in Organ)

In light of the evolving nature of Aboriginal stories, *Allambee and the Great White Spirit* may have been an original story about Aboriginal spiritual beliefs and ancestors, which was later re-interpreted by Aboriginal people as explaining the European invasion of Australia. Or, it could have been an original ancestor story which was interpreted by the European translator, as referring to the coming of white men to Australia. However it is taken, it was told to Peck by an Illawarra person, and records something of the beliefs and the life of the Dharawal, and the fundamentally close relationship they had to the sea.

⁶ For insights into the relationship of Aboriginal people to land, see; Goodall, Heather 1996, *Invasion to Embassy, Land in Aboriginal Politics in New South Wales, 1770-1972*, Allen & Unwin.

Allambee and the Great White Spirit

Allambee woke up, blinking at the sun, left his gunyah and walked amongst the sleeping people and stood on the sand dunes. He saw a strange sight. A white man sat on the sea over against a flat patch of rock. He was very big. He had flowing hair and a big mass of beard and his eyes could be seen even at a great distance. And in his hand he held a long spear.

Allambee had never seen such a spear before. He had never seen anything like this sight, for the man was huge and bright and white, and all about and belonging to this apparition was the same- huge and bright and white.

At first he was very frightened. Allambee forgot his fears and determined to go across to the rocks to see the big man who sat on the sea. He wanted to talk to him.

The great stranger said that he had come to choose a good man to go with him to the place from whence he had come, for a king was wanted there to become an ancestor and to cause a race of people to come to inhabit the land and make it grow the beautiful things that were on other parts of the coast. He asked Allambee if he would go, and though Allambee thought of his wife and his children and his people, he thought, too, that it would be fine to be a king, and what is so much better, an ancestor, so he consented to go. But he must first return to the camp and have just one last look at those whom he really loved.

He found his wife and his little brown baby on the sand dunes just where he had stood when he saw the big man in the water. Other of the family group were by this time astir, and were either preparing food or weapons, or were trying to decide what they would hunt during the day.

None had gone to the beach. Only Allambee's wife had reached the sand dunes, and there she sat awaiting her husband. When he came to he told her what had happened. She looked across to the rocks but she could see no man at all. She grew very much afraid, for she thought that if Allambee had seen any such thing he must be fey. So she said nothing, and taking her child close to her she rose simply, but with much

trepidation and inward weakness, and went back to the camp.

Allambee followed. All the people could see that something had occurred to Allambee, and the wife whispered that it was magical and no one spoke to him. They were afraid that he perhaps possessed magic power and that he might use it to their detriment or at least disadvantage.

So Allambee silently passed from out from the people and going down to the rocks he waded into the water. Many of the family group went as far as the sand dunes and from there they watched.

During the many days that followed his wife went out there, and though other women tired to comfort her she would not be comforted. She believed that one day he would come back and she would know him.

Then came the time that the king ordered the people to go to another part of the coast. While they were wending their way along the beach they came to a place where a creek spread itself out on the sand, and only a narrow bar separated it from the water of the sea. Allambee's wife was the first to cross the bar. It was quick sand and she sank.

The boy grew up without a mother or a father and was cared for by his relatives. When he grew up he became a priest, and he thought that his father was taken by a spirit for some great work and that his mother had joined him. He grew to be of great importance.

The people had moved back and forth many times. He knew all the story of his father, and every time that the camp was back near those flat rocks he spent many mornings on the sand dunes gazing out to sea and hoping to find his father coming back with the great white spirit with whom he had gone away.

His day at last passed away and he went out into the beyond and his people buried him in the sand. Each successive priest in his day watched on the sand dunes. Then came a day just like that on which the great white spirit man appeared. The sun came up out of the sea in a white sky as before and the sparkling spots

danced and spread on the water and the waves were weary.

A priest stood on the sand dunes. Away out on the ocean the great white thing appeared. It rolled with the water. The priest ran to the slumbering people and soon the sand dunes were lined with men and women and children who watched the unknown thing out on the sea.

The tide went out. They fully expected it to turn and come in, and to see Allambee with it. The story of him was as fresh in the knowledge of the tribe as if the happening of his going was one of only the day before. The priests, one after the other, kept the story green.

There was not much work that day. And all conversation was about Allambee and the expected coming. The white thing was the first of many that came, and it was seen that white men came from them and sometimes white women were with the men.

These men and women were of that race that Allambee went to be the ancestor of, and to his race belong all men who go out black and return white.

The other story included in Organ is, *What makes the Waves*, and again the interpretation which relates this to the arrival of Europeans is open to argument. It has been taken from Peck again and has been edited by the author. (The entire text is available in Organ).⁷ It is the only recorded story of the northern Illawarra people and was possibly told to Peck by an Aboriginal woman called Ellen Anderson. Peck believed that the story related to the disaster which the advent of Europeans had on Aboriginal culture and land, which is encapsulated in the image of the sky falling down.

What Makes the Waves (Arrilla of Northern Illawarra)

Arrilla was of the Kamilaoi. He lived principally on the coast, not far from Coal Cliff – between that and Stanwell Park. He was the cleverest of his tribe. He was not afraid of the sea.

He roamed as he willed over his country, and even when enemies appeared on the top of the

⁷ Op.cit. p.ciii

range and a hurried council was called by the king, Arrilla did not hasten to obey the summons. He never dared to remain away from a summoned council altogether.

One morning the enemy was seen on the top, above the wall of ironstone, right out on the edge, waving spears, and he was heard shouting to the family of Arrilla down the beach. The voice carried far. The King was young and was as stern as his father had been. He was straight as a rush, too, and he was fleet and wary. Above all, he was determined. So when Arrilla delayed, he ordered two strong men to go to the lagoon and seize him.

Now Arrilla was cunning. He had practiced his subtlety on the old king, and that is why he was allowed to respond to summons as unhurried as he wished. Arrilla asked to be allowed to speak, and the permission being given, he drew himself erect and waited until he saw the expectancy of the warriors of the family was beginning to make them impatient. Then he pointed to the highest point on the range.

He told them that in his wanderings there had been a spirit. The spirit was not friendly to him, but would be good to any stranger that came over the range at that point. He said that the enemy that then stood on the spot was receiving his courage from the spirit and there was only one way to overcome it. It was not by an organised battle. It was by strategy, and he was the only fighting man of the family who possesses the cunning.

And in that way Arrilla tried to palliate the King and to escape the opprobrium that always attached itself to those who disobeyed or were dilatory in answering a call to the councils or an order of the king. But this time the king was not convinced. He said, no immediate danger from the enemy above. If he were prepared to fight he would have been down before, said the king. He was only seeking to make the people below too angry to fight, and then he might bring his forces down and get the gain he was after.

So the meeting broke up. Arrilla was free. That much he had gained he knew, for he saw very plainly that though he had always before been successful in placating the king, this time he was in deep disfavour and perhaps would be punished. He had succeeded in making his

fellows think he had had a communion with a spirit on the top of the range, and with that belief gave him a great prestige.

It grew night again. The rest of his people were scattered on the clearer and lighter land, nearer the beach – some idling and some fashioning weapons. A few had made a poison from the acacia for their fishing, and yet others were wading in pools in the rocks seeking mussels and shellfish. What had become of the gesticulating stranger on top of the range no one knew.

No cooking fires were lighted. The council sat in the dark. Only the fighting men and the priest were in it after all. Arrilla was there.

The discussion did not last long, and it all centred upon the tale that Arrilla had told. He was frightened when he found that he was expected to climb to the highest point on the range and ask questions of the spirit to whom he said he had spoken. He dared not disobey.

When the meeting was over and the men had retired to their wurlies and their families, Arrilla sat for a long time arranging in his mind how he would proceed as soon as it was light. He determined not to go by the way he had gone before. He would go a long way round.

He knew of a gully up which it was easy to climb and which would allow him to approach the enemy by a flanking manoeuvre and then he could spy upon him and perhaps use his spear. So in the morning he said 'good-bye' to his wife and having received a scared stone from the priest for placing in his ear for good luck, he again crossed through the undergrowth and entered the jungle.

The sun was well up and the morning was becoming. Then he turned his back to that view and the climb proper commenced. It was steep. Arrilla now looked up. He had reached a spot where the big trees did not grow, above him the blue sky was unclouded and a great lazy sea eagle floated serenely. Then he was in the narrow cleft, between the sides of which the water raced in rain-time, and he was near the top.

Mustering all his caution Arrilla advanced along the edge of the mountain. As Arrilla

quietly crept along the ledge he could see down over the verdure to his people near the beach and he noted that many were looking anxiously in the direction of the point on which he had seen the enemy the day before.

He heard the breaking of twigs and the footfall of someone. He moved not a muscle. The spears were in the hand that held the shield. The noise ceased. Then the air darkened. There were no clouds but a great deep shade spread all over the earth. Arrilla looked to the sun. It was disappearing. He grew mightily afraid.

He had almost persuaded himself that he had spoken some time or other to a spirit up there, and this terrible fading out of the sunlight came to show that he was even then trespassing on the country or it. The place surely was sanctuary and taboo. So making the sign with his hand that he had seen the priest make softly whispered a magic word.

The strange shade grew rapidly deeper and then Arrilla became conscious that another man was standing just as frightened as he looking at him fixedly. Arrilla made a friendly sign and the other advanced. He was an utter stranger but his language was much like Arrilla's. They could well understand one another. He told Arrilla that he was in country strange to him and his story was a long one.

He had never before seen the sea, and he did not know what it was. He believed it to be a great sky, and beyond it was a very bad country. He said that the sky had fallen down and that it was slowly creeping on and on and eventually would cover the whole world. In his country he had heard some such tale about it.

It was a great ancestor had left the earth and had gone up into the sky. He went so fast he drove right through it and he had seen the very bad country that is beyond it. He tried to return but the hole that he had made was closed up. Yet he did not give up hope, and by beating upon it he loosened it and it fell.

It had as much life as a man and it very much wanted to return from whence it had fallen. The ancestor was always with it, floating upon it. And when he tried to rise up to return the ancestor beat it back and it could do nothing but sink down and break itself upon the beach.

However, it was surely growing and spreading, and the time would cover the earth. He had heard all these things and he had determined to see for himself, and that is why he had made the journey in the direction his people had pointed out as the one where the great sky lay.

Arrilla was delighted to hear this story. Though he had been born near the sea and lived there all his life he had no story of what it is, or how it comes to be there, nor why the waves beat on the waves, and that while it was being told Arrilla was present.

Both forgot their fears of the strange darkness that had come over, and down below his people still wondered what caused it. They thought it was because Arrilla had met the spirit and was talking to it, and as the shade passed and the sun came out bright again and the gladness that is usual to the sunshine spread again all were in high glee. There was nothing wrong, they said, and Arrilla would return with news and the spirit he had seen and spoken with would assist them if they had to fight with any trespassing tribe or family group.

Soon after Arrilla joined his people again, having come down the way he went up, and he told the story of the sea as he had heard it from the stranger, though he said it was told him by the spirit. Fires were lighted, and when the man came to them he said he was very hungry, and he told the story just as Arrilla had. A wife was found for him amongst the women and he lived there for the rest of his days with that family.

The sea grew rough and the wind blew, and he said that he had heard that that was the impatience of the sea. It was angry and impatient because of the great delay occasioned by the ancestors who refused to let it go back to where it had fallen.

The roar is the voice of the ancestors that refuse to go back. When the calm came again it was because the sea was worn out and very tired, but nothing could stop it from ever creeping further and further over the land. The winds, he said, were the spirit friends of the sea, and they tried to assist it to regain the place that it had lost.

The kamilaroi people always believed that the day would come when the sky would go back

and the earth would be quite dry and life could not exist, but they said that the day was yet a long way off.

Peck's interpretation of the story as relating to the catastrophe of European invasion may have been made with a great deal of hindsight or it was a later interpretation by Aboriginal people of recent events. Both stories are important nevertheless in demonstrating something of the beliefs, and coastal and nomadic existence of the Illawarra people.

That Aboriginal people occupied and made extensive use of the coastal areas of the Royal National Park, is certain. The enormous midden at North Era and a number of art and occupation sites on the escarpment, testify to a long occupation of the coastal region. When Matthew Flinders landed on the Illawarra coast in 1796, he made contact with Dharawal speakers, as well as two men who spoke the 'Port Jackson dialect'.⁸ These two men told him that they were from Botany and Broken Bay. He unfortunately doesn't record why they were so far down the south coast, or why they were travelling among different language groups. This exchange and frequent passage up and down the coast, also related in the Arrilla and Allambee stories, is further borne out in 19th and 20th century testimony.

The first descriptions of the coastal area were made by Captain Cook in 1770. His *Endeavour Journals* described the coastline and the first very tentative sightings of people.⁹ He recorded that in April 1770, they were following the coast and saw fires along the shore and further inland, without seeing people. On Saturday the 28th they went ashore:

At this time we saw several people a Shore four of whom were carrying a small boat or Canoe which we imagined they were going to put into the water in order to come off to us but in this we were mistaken. Being now not above two Miles from the Shore Mr. Banks Dr. Solander Tupia and myself put off in the yawl and pull'd in for the land to a place where we saw four or five of the natives who took to the woods as we approached the Shore, which disappointed us in

⁸ McDonald, W.G. 1966, *Earliest Illawarra by its Explorers and Pioneers*, Illawarra Historical Society, p.10

⁹ op.cit. p.5

the expectation we had of getting a near view of them if not to speak to them... We saw hauld up upon the beach 3 or 4 small Canoes which to us appear'd not much unlike the small ones of New Zealand in the woods were several trees of the Palm kind and no underwood and this was all we were able to observe from the boat.

2.2.3 Dispossession

Soon after contact with Europeans, influenza, measles and smallpox began to infect, kill and reduce reproduction among Aboriginal groups. Those who came into contact first were affected the most, as Aborigines had no built up immunity or disease resistance. In 1789 a small pox epidemic in Sydney wiped out 50% of the Port Jackson population. The frequent contacts between European sailors, Port Jackson Aborigines and the Illawarra groups makes it likely that there was an early infection in the Illawarra.

In 1821, Charles Throsby Smith, who wrote the first reminiscences of the Illawarra, noticed that Aboriginal people were showing signs of smallpox. In 1829-30 there was another epidemic in Sydney which most probably spread to the Illawarra, as according to the Blanket Returns of 1833-44, the Aborigines of central Illawarra numbered less than one hundred (though not all Aborigines received blankets from white authorities).¹⁰ By 1871, when compulsory smallpox vaccination was introduced in Britain, it was too late for many Aboriginal groups.

Not all Aboriginal people were killed by disease. Many left districts which had been settled early, and moved to more isolated areas to the west or south to avoid conflict and find new hunting grounds. This in itself would have caused some conflict with neighbouring Aboriginal groups, equally squeezed by the rapid settlement of the country by pastoralists, convicts and timber cutters. Many could not or would not leave their traditional lands and so preferred to suffer the settlers than move. Of these a fair proportion would have starved, or been killed in conflicts with settlers who felt that Aboriginal theft of livestock and crops should be punishable by death. Many undoubtedly suffered terrible ailments and hunger as their hunting grounds disappeared.

¹⁰ Organ, op.cit. p. xxxviii

In 1814, as food became scarce due to drought and as settlers fenced, cropped and grazed Aboriginal lands and shot indigenous animals, there were a rising number of attacks by Aborigines on settlers in the inland Illawarra districts. In 1816, Governor Macquarie declared war on the Aborigines of the south and south-west, sending military parties to terrorise the population and capture prisoners. Many Aborigines were killed or taken prisoners of war by Macquarie's punitive expeditions of April-May 1816, and the Aboriginal children collected were taken to the Governor's Native Institution at Parramatta. By the end of 1816 the areas to the west of what is now Heathcote and Royal National Parks, were largely cleared of Aboriginal families.¹¹

Governor Macquarie issued a proclamation regarding the disarming of Aborigines, which perhaps unwittingly, was a systematic attempt to dismantle Aboriginal customary laws and practices. This proclamation sought to curb Aboriginal movements and nomadic ways. The proclamation was published in the *Sydney Gazette* in May 1816. It forbade Aboriginal corroborees, meetings and the practice of Aboriginal customary law. Aborigines were not allowed to congregate in parties of more than six persons and if more than six were seen in the vicinity of farms or settlements they were to be driven away by 'Force of Arms' by the settlers themselves.

From looking at government Blanket Returns and documentary sources, Organ believes that by the 1850s, the original inhabitants of central and northern Illawarra were either destroyed or dispersed to the north, south and west.¹² By the 1860s, northern and central Illawarra Aborigines had been largely dislocated. This was due in part to the relocation of Aboriginal people onto centralised missions and camps, where they could be more easily controlled, Christianised, fed and schooled. During the latter part of the 19th century the remnants of the original Illawarra groups were forced into camps at localities such as Red Point (Hill 60, Port Kembla), Minnamurra and Bass Point.¹³ Between 1870 and 1899 there was a movement from the Illawarra, north to La Perouse and south to Wreck Bay and Wallaga Lake. In 1883 the Aborigines Protection Board was

established which began to centralise Aboriginal people and collect data on their numbers.

At the turn of the 20th century many Aborigines became fringe dwellers in towns and drifted into domestic labouring, farming and stock work on the lands once owned by them. In an unpublished manuscript May MacKay, one of the descendants of pastoralist Andrew Byrne, describes a 1912 visit to an Aboriginal Stockman, Old Tom, who was tending Byrne's cattle and living in the first hut recorded at Era.¹⁴ The name Old Tom is fairly typical of the names given to Aboriginal people in the Blanket Returns, though Old Tom was not found in lists from the late 19th century. The origins of Old Tom are not known, whether he was brought to the area by Byrne or was a traditional owner of the shack areas.

The pattern of movement up and down the coast, has remained a characteristic of Aboriginal people into this century. In a series of interviews with Aboriginal people in Leichhardt, Sydney, the author Diana Plater documented stories of Aboriginal people from the thirties moving from the south coast to Sydney and vice-versa.¹⁵

Marjorie Timbery, born in Milton in 1912, moved to La Perouse in the 1930s. She says that what attracted her was the large group of Aborigines from the south and the less rigorous control by the Aborigines Protection Board. She confirms that there was frequent movement up and down the coast, and her husband and a crew would row a small boat following the mullet season to Jervis Bay and then back. He would sell the fish on the beach or at the fish markets. In the 1930s a number of south coast Aboriginal families were living in unemployed camps at Happy Valley, La Perouse in tin shacks, in similar conditions to the whites there.¹⁶

Chicka Dixon was born ca. 1929, and arrived in Sydney in the forties from Wreck Bay and Wallaga Lake missions. He believed that: "There was only two lots of Blacks in Sydney at that

¹¹ op.cit. p.81

¹² ibid.

¹³ ibid

¹⁴ MacKay, May unpublished manuscript, Down the Coast, in the possession of Lu Cross, South Era.

¹⁵ Plater, Diana, *Other Boundaries, Inner-City Aboriginal Stories, Part 1 of an Aboriginal History of the Leichhardt Municipality of Sydney*.

Leichhardt City Council.

¹⁶ op.cit. p.112

stage. There was Redfern and La Perouse...Well the La Perouse mob was the south coast. You see they went to where their people were. In Redfern it was all the Western Blackfellas, that came to Sydney.”¹⁷

The present Aboriginal community who have links to the coastal cabins areas of Royal National Park live in La Perouse, Wollongong and further south. Their knowledge of the place derives from older relatives who continued to travel through and fish the coastal waters for abalone and lobsters when these resources became scarce elsewhere on the coast [see Section 3.3.1].

¹⁷ op.cit. p.122

2.3 Timber-cutting, pastoralism and recreation.

2.3.1 Timber cutting

The first European incursions into the shack areas were probably by groups of ex- and absconded convicts who began cutting cedar in the first decades of the 19th century. Not all areas of the coast are suitable for cedar, but Era, Little Garie and Garie are thought to have been most likely to have yielded cedar. There is not much direct documentary evidence of cedar cutting in the shack areas, but at Bulgo, local residents claim that a corrugated iron hut between the beach and the green was built by cedar cutters, and the story of the selection of the lands at Era and Little Garie by the Byrne and Collaery families indicates that cedar cutting may have had a part in their selection.

Cedar cutting had become so exploitative by 1819, that the *Sydney Gazette* published a government order forbidding the cutting of the Crown's timber. The paper reported that free men and convicts illegally residing in the district of Illawarra were cutting down, sawing and clandestinely transporting large quantities of cedar to Sydney. Many of the cedar cutters were absconded convicts, accused of committing crimes against the inhabitants and cattle of the district. Barron Field, in his *Geographical Memoirs of New South Wales*, 1832, described the cedar extraction process;

Cedar planks are formed by sawyers in pits and carried up the mountain on the backs of men, whence carts take it to the shores of Illawarra and thence to Port Jackson by boat. The sawyers prepare tracks to the forest, then clear the areas round the trees as strong vine prevent their falling. They then pit the stem, cut it into short cylinders of from 8 to 12 feet in length and saw them into planks of one or two inches thick.¹⁸

In 1830 a Wollongong magistrate estimated the number of cedar cutters in the area as 200 pairs. They worked in large gangs, built shacks in the forest near their pits and worked areas away from agricultural settlements. He described logs which

were ten feet in diameter being taken from the Illawarra area.¹⁹

One can speculate on the tremendous effect that cedar cutters had on the forests of the Illawarra. The destruction of other vegetation in order to get at the cedar would have left swathes of land open to the new weeds which the gradually encroaching settlers and their livestock bought with them. The tracks, the oxen and horses, the cutters' camps and exotic plants would have made a considerable impact on the landscape from the stability of Aboriginal occupation and management for thousands of years previously. The most important effect of the cedar cutters was the creation of tracks through the dense landscape of the coastal edge and sandstone heath. These tracks and their willingness to go into rugged country after cedar, opened the way for pastoralists. The ridge top tracks above the shack areas, such as the Squeeze Way or Burgh Track, may have originated with cedar cutters.

After the destruction of the cedar stands, other trees such as palm and turpentine were harvested for the growing number of settlers and new industries in the area. Pastoralists would have taken timber for fences, housing and fuel and also for sale. The families that arrived to work the Helensburgh colliery in 1887, and build the railway in 1884, harvested timber and palm for housing, fuel and to be used as pit props. The National Park Trustees themselves harvested timber for construction of recreational facilities throughout the Park, thinned areas of forests to give a more park-like aesthetic to parts of the landscape and issued timber licenses in the 1920s to the Metropolitan Coal Company.²⁰ The shack owners built shacks from palm and other timbers growing in the cabin areas and regularly cut timber for fuel.

¹⁸ McDonald, op.cit. p. 40

¹⁹ *ibid*

²⁰ Pettigrew, C. & Lyons, M., 1979 "Royal National Park, A History" in Goldstein, Wendy (ed), *Australia's 100 Years of National Parks, Parks and Wildlife*, Vol. 2, No 3-4 April 1979, p.26-7

2.3.2 Pastoralists

The descriptions of the Illawarra coast by early explorers, of tall trees and fertile hills, led to the selection of areas at Bulli. The first mob of cattle to reach the Illawarra, came from drought stricken Liverpool. Charles Throsby drove a mob from Liverpool to Bulli, cutting a track down the mountain in order to reach the plentiful water and grass below. The first surveys of the district were conducted in 1816 and granting of land began soon after.²¹

The first pastoralist in the cabins areas was based at Era. Andrew Byrne, a ticket of leave convict was a landowner at Appin, when he wrote a letter to the Colonial Secretary in 1822, requesting that he be granted a run at Era. "Through drought and the woods on fire", he didn't have sufficient feed for his cattle. He says that; "After excessive fatigue and travelling I have discovered a run in the district known as Boolye situated on the sea coast between the five Islands and Port A'Kin." It is thought that he made use of the run from 1823, prior to his being granted it in October 1831.²²

Byrne cleared and 'improved' the 150 acres of Portion 1, from the north side of Burning Palms to Stockyard Gully at North Era. It isn't known how often he used the run, or if he was ever resident there, he died in 1836 and the family were then living in Sydney. A manuscript by May Mackay of South Era, claims that the run was then forgotten.²³ This doesn't tally with the statement given later in the same manuscript, that the Byrne family employed an Aboriginal stockman at South Era, in 1912.²⁴

How Byrne found the land and how he managed to travel cattle through the sandstone country from Appin, is unclear. The Burgh Track which was the main stock route post-1884, was not established. There is a possibility that Byrne had used a cedar cutters' track along the coast, or that he had established the first cedar cutting track himself. This last theory appears more likely, given the marginal nature of the lands he selected for grazing and the difficulty of driving cattle into them. Byrne may have been attracted to the lands

because of the presence of cedar and the pastoral use of the land came later, after tree-felling.

North of Byrne's holding were five portions selected by the Collaery family, which encompassed Little Garie and North Era. Elizabeth Collaery was credited with sighting the lands in 1836, on a trip to Bellambi.²⁵ She was reportedly travelling along the 'Main Coast Road', when she first saw North Era, and decided to apply for a selection. However, the Parish Plans of the day do not show any tracks or roads in the vicinity of the coast of what is now Royal National Park until 1900. How Elizabeth came to be travelling along the coast isn't clear, but given that the date the family believe she first sighted the land is the same year that Andrew Byrne died, it may have been that the Collaery's were clearing the Byrne lands, cutting cedar, or leasing the run from the Byrne Family after his death.

Members of the Collaery family believe that Elizabeth was granted a grazing lease over the Crown Lands between Garie and Bundeena, and that at some stage they took an interest in coal mining and timber getting. According to Oliver Moriarty, a family descendant, when the National Park was declared the family paid the Trustees two pounds per year for grazing rights and had to supply a report on the condition of the southern part of the Park. It is not known if this is true, but given the attitude of the Trust to exploiting the Park for commercial advantage, it isn't out of the question.²⁶ The concerns raised in the 1920s by Myles Dunphy, at the actions of graziers south of Burning Palms, may have referred to the Collaerys.

The Collaerys were granted 160 acres, in four Portions, in 1870. It was surveyed in 1876 and the survey plan indicates that £50 of 'improvements' in the form of a house and a clearing up the gully on Portion 47 had been achieved. The house, which was known as the 'Cedar House' was built on the Thelma Ridge, in the centre of Portion 47, to the north of Collaery Creek. The name cedar house may have referred to its materials or it may have referred to the occupation of its inhabitants. (The house was still extant in the 1930s, but was

²¹ McDonald, op.cit. p. 27-31

²² Mackay, Mary, op.cit

²³ *ibid.*

²⁴ *ibid.*

²⁵ It is not known where this information came from, but most probably oral history. Australian Heritage Commission report, nomination for Little Garie, p. 28.

²⁶ *op.cit.* p.31

burnt down by the 1960s) The terms of the grant required that someone occupy the lands and so it is thought that Elizabeth Collaery lived there with her children, from time to time, or when their cattle needed drought proofing.²⁷ According to oral testimony, there was a cattle yard in Stockyard Gully at Era until 1952 or 1953, this may have belonged to Byrne or the Collaerys.

It would seem most likely that both the Byrnes and the Collaerys were exploiting cedar either for profit or for construction of fences, yards and housing. Given the convict background of both the families, it is not impossible that they were running cedar cutting gangs, or that they were independently cutting cedar. That they were hunting for cedar, is a far more logical explanation of how they came to find such an isolated area, rather than roaming hundreds of miles over rough sandstone, trackless country for drought-proof pastureland.

That the Collaerys did graze cattle in the coastal area is clear from the oral history of the cabins areas and the cleared, grassland landscape which remains. It is certain that cattle grazing was practiced at Era, Burning Palms, Bulgo and Garie from 1823 until at least the 1960s when the final herds of feral cattle were removed from the area by the NPWS. Just how frequently cattle were moved into the area and how many head were grazed at any time is unknown. Grazing of the coastal landscape still continues with rabbits and deer which have an increasing population, particularly in the coastal zone.

Other pastoral activities occurred at Bulgo, where Pat Carrick the Coalcliff Colliery manager ran cattle from the 1930s, on an area which included the 'Green'. Cattle also roamed over non-private lands, in the gullies between Burning Palms and Bulgo in the 1930s and 40s and until the 1960s at Burning Palms. Bulgo residents remember cattle wandering past the cabins on the beach on their way to the 'Green' until the 1950s. Deer probably grazed the southern cabins areas from the 1920s. Otford and Helensburgh residents remembered shooting and eating deer at Hell Hole and Burning Palms, before the Depression. If this is true, then deer were very widely spread soon after escaping from Gundaiman and before the National Park had incorporated those areas.

²⁷ op.cit. p. 29

2.3.3 Recreational Use

The presence of the pastoralists on the coast, the creation of tracks from the train line to the beaches, and their co-operative activities with bush walkers encouraged the establishment of campsites at Era, Garie and Burning Palms. The timber/pastoral tracks, which the first bush walkers and campers used, started at the railway stations at Waterfall, Helensburgh, Lilyvale and Otford and led down to the pastoral holdings on the coast. The popularity of bushwalking and camping in the coastal areas was in part the result of this relationship between the railway and the pastoral tracks and the pastoralists and the campers.

Helensburgh people were probably aware of the beaches at Bulgo, Era, Garie and Burning Palms by the end of the 1880s. They would have heard of the beautiful beaches from local timber cutters working for the colliery and railways, and from the pastoralists who used Helensburgh as their market. The Collaery family were the first to allow Helensburgh people to camp on their lands. According to Oliver Moriarty, the Collaerys gave permission for camping areas to be set up all over their portions as well as the Byrne land, free of charge. In 1933 Bob Gray took up the grazing rights to Portion 1 and charged campers a small rental, and actively encouraged camping on his lands at Burning Palms and South Era. As ownership of the other portions changed, rents were introduced at Little Garie and North Era as well. One of the owners, Frank Adams, of Portion 13 had a cabin at Little Garie himself.²⁸

Oral history from Helensburgh people indicates that the reason people were attracted to camp in the area, was the cheap rental, the plentiful supply of timber and food, and of course the beaches. Rabbits, fish and shellfish were also plentiful, some people kept chickens and grew vegetables, and a retired miner called Ivor Morgan is remembered for his goats at Little Garie. The Hendry family remembers eating native spinach from the cliff faces, as well as picking blackberries along the tracks.²⁹

²⁸ op.cit. p. 33-34

²⁹ Oral History interviews, Edie Swift, National Library of Australia and National Parks and Wildlife Service

As well as the Helensburgh community, pastoralists encouraged camping by Sydney based bush walkers. Stan Cottier remembers the Maynards at Garawarra Farm, selling eggs, vegetables, jams and chickens to bush walkers and campers in the 1930s and until the 1960s. They established a small shop, acted as an unofficial refuge in case of emergency and a cab service for those with too much gear to walk to the train.³⁰

The 1879 declaration of the original portions of the National Park to the north of the future cabins areas eventually brought day trippers to Garie beach. The opening of the Illawarra railway in 1887 facilitated access by bush walkers along the coastal, cliff or Burgh tracks. National Park day trippers to Garie inevitably discovered the beaches of Era and Burning Palms further down the coast. The railway stations at Otford and Lilyvale made access viable to the southern cabins areas and the graziers and farms created tracks which led directly down to the coast.

The vacant Crown Land at the southern end of Burning Palms was regularly used by bush walkers such as the Mountain Trails Club, on weekend and overnight camps. Later when the Garawarra Park Trust was established, other clubs developed campsites on the Burning Palms beach and southern headland. Bush walkers from the Coast and Mountain Walkers regularly camped mid way along the beach at the Palms. The Sydney Bush Walkers Club had a regular site on Portion 7, at North Era which they purchased in 1948. Some bush walkers built shacks at South Era and Burning Palms, while North Era remained popular with campers.³¹

During the 1920s, Edward Collaery developed a scheme called Garie Estate Development Company, to build housing and a golf course on the Byrne and Collaery lands. The Byrne family declined to join him and the scheme failed to attract investors. After this the Collaery family began to sell off their portions. In 1945 there was talk of Byrne's Portion 1, being auctioned. By this stage fisherman, campers and bush walkers had built permanent shacks with permission from the leaseholder, Bob Gray. A 1944 survey plan shows 37 shacks at South Era and 15 at Burning Palms. This community of cabin owners must have developed some cohesion by this stage as they

³⁰ *ibid.*

³¹ AHC, Little Garie report op.cit. p. 34

formed the Era-Burning Palms Protection League, with the idea of buying Portion 1, themselves.³² Other portions began to be sold off with portion 7 purchased by the Sydney Bush Walkers Club in 1948. This area included North Era, which remains very popular with campers and bush walkers to this day.

In 1949 L.J. Hooker began showing interest in Portion 1 and this led to the Confederation of Bushwalking Clubs, Mountain Trails Club and the Coast and Mountain Walkers agitating for the lands to be included in the Garawarra Park, while the National Park Trust wanted them included in the main Park. One week before the auction, the Minister for Lands resumed for the Crown, Portions 1 and later, portions 7, 13, 44, 48, & 47. All the former Collaery and Byrne lands, including the shacks, were then incorporated into the National Park to be administered by the Park Trustees.³³

Until this resumption, the combination of pastoralism and recreation at Little Garie, Era and Burning Palms had worked well for all involved. The pastoralists got a little extra income and the campers got access to an incredible coastal landscape and a weekend shack or campsite for almost nothing. All this changed however when Little Garie, Era and north Burning Palms was resumed for the National Park in 1950. Between 1947 and 1966 there had been a period of growth in cabin numbers, most probably occurring between the resumption in 1950 and the gazettal in 1954. The growth in cabins is clearly seen in the figures from Little Garie, which had 13 in 1944, 15 in 1947 and 40 in 1966. After the gazettal the National Park Trust promised the Minister for Lands that from then on, no new cabins were to be built, a policy which they obviously did not enforce.³⁴

The cultural landscape in which the Little Garie, Era and North Burning Palms shacks had existed up until then was clearly delineated by its being private land and therefore being almost out-of-bounds to any questions about improprieties in relation to impacts on the environment and private tenancy. The resumption of Little Garie, Era,

³² Geoff Ashley, 1994 *Royal National Park Draft Cabins Conservation Plan*, National Parks and Wildlife Service, p. 60

³³ *ibid.*

³⁴ op.cit. p.34

Burning Palms and later, the Bulgo lands brought them into the orbit of public interest and public accountability. A situation that had worked very well before, on private or vacant Crown Land, very quickly became out-of-context in a National Park, which was itself under pressure to focus more on conservation issues.

Prior to 1964, when a licence system began to be introduced, the occupancy of the various cabins was managed by the then Department of Lands. Since then, licences have been issued on three separate occasions, in 1966, 1979 and 1993. These confirm that the occupants of the various cabins have enjoyed them as a recreational resource.

2.3.4 The Cabins Areas

The historical development of the cabins and the culturally modified landscape which comprises its historic and visual curtilage, is very similar for South Era and Little Garie. The development of Bulgo was quite distinctive as it grew from a single community, within a different context of land occupation, and was a much later addition to the Royal National Park. The development of Burning Palms, where cabins were relocated, is also distinctive as it was subject to a different pattern of land ownership and cabin development, and a very distinctive landscape. The social make-up of the cabins areas is less distinctive at each of the northern areas than at Bulgo, and relates quite strongly to the history of land ownership in those areas.

According to recent oral history, Bulgo was visited by Helensburgh residents from at least 1915, for fishing and weekend stays in tents. However Otford had been established as a railway camp in 1884, and it is very likely that Otford people made regular forays down the hill to the beach below for fishing, swimming or for timber cutting. The main attraction of Bulgo for Helensburgh residents was and still is recreation, it being the closest beach to Helensburgh, and is easily accessible by train to Otford.

The land which was chosen for the first cabin construction on Bulgo beach, was never privately owned land. The shacks were constructed within a 100 foot Crown Reservation which was attached to the title of the first owner, John Dwyer. The track to the beach at Bulgo ran through Dwyer's land, however the cabin owners at Bulgo had resisted

paying rental as they were located on the Crown reservation. In 1960 the land was transferred to Wollongong Council and then in 1976 incorporated into the Royal National Park, which initially wanted to remove the cabins. The Bulgo community made a strong case to the Local Member, Rex Jackson and the Bulgo owners were given license to occupy in 1976. In 1989 the land known as 'The Green', on which another 6 cabins were situated was added to the Park. Bulgo has retained strong links to the Helensburgh community, with 90% of current licensees having a Helensburgh address.³⁵

Otford and Helensburgh were established in 1884 as part of the construction the Illawarra railway. Their communities would have visited other areas of the coast as well as Bulgo. Otford people had a particular relationship to Werrong, where a number of them owned cabins. Helensburgh miners were known to have built a hut at Burning Palms by 1926. The nearby beaches would almost certainly have been utilised by recreational visitors to the National Park after the establishment of the picnic area and camping facilities at Garie Beach circa 1885. The road access to the beach and the provision of horse transport would have encouraged visitors. After the First World War, the Trustees supplied a truck and bus service to Garie beach, which carried camping equipment and picnickers from the Audley or Waterfall train station. The opening of the railway link to Lilyvale and Otford in 1888 brought bush walkers and possibly day-trippers to the beaches from the other direction.

Alf Luck from Helensburgh remembers first visiting the beaches of Near Gera (South Era), Middle Gera (North Era), Tin Hut (Little Garie) and Far Gera (Garie Beach) in about 1910.³⁶ He visited the coast to pick wildflowers, go fishing and camp. In 1920, he and some friends built a shack on top of a pre-existing shack at Little Garie.³⁷ Stan Cottier, remembers the naming of Burning Palms as occurring in 1910, when Myles Dunphy and some bush walkers set fire to cabbage tree palm on the headland to celebrate the New Year.³⁸ Photos of Myles Dunphy and the Mountain Trails Club camping in the 1920s on the south

³⁵ op.cit. p. 51

³⁶ AHC, Little Garie report appendices, op.cit. p. 85

³⁷ op.cit. p. 89

³⁸ Swift, op.cit.

headland of Burning Palms indicate that the area was definitely known to Sydney Bushwalking Clubs by the 1920s, and Wilf Hilder believes the Warragamba Walking Club had visited well before then.³⁹

Camping had been encouraged not only by the graziers who received a little extra income from the recreational use of their land, but also from the National Park Trust, to the north. The Trust evidently had no problems with the idea of permanent cabins as they actually requested that wooden floors be put in cabins which were on their land.⁴⁰ Since 1900 people had constructed cabins for weekend accommodation along the Hacking River at Warumbal, Mainabar, Bonnie Vale and Jibbon Beach. The flat, cleared areas near Loftus were put to use for camps for single unemployed men during the Depression and Army personnel during the War.

The development of permissive occupancies and camping permits were a source of much needed revenue for the Trust. Camping and cabins were considered to be complimentary to the role and objective of the Park to provide recreation. The Trust developed water supplies, roads, tracks and tent frames for the camping areas to make them more attractive.⁴¹ In the 1930s a lobby group consisting of the Sydney Bush Walkers Club, Mountain Trails Club, Parks and Playground Movement and others, attempted to convince the Minister for Lands that no more permissive occupancies should be granted in the Park. This did not prevent the numbers of cabins growing significantly in the period after the Second World War and before the gazettal of the northern cabins areas into the Park.

In the cabins areas, the development from tent camping to more permanent buildings, arose from a combination of Depression occupation by Helensburgh miners and from regular visits by bush walkers and campers. Which came first and if there is a linear development cannot be determined with any clarity from oral history. It is quite likely that the beaches were visited by local recreational users from as early as 1884 though no oral history from that period survives. The development of cabins would undoubtedly not have arisen had the

private land holders along the coast not condoned it and through their actions, encouraged it.

In 1932, all but ten miners in the Helensburgh colliery were paid off and many miners and Helensburgh families camped at Bulgo, Burning Palms, Little Garie and Era to live off the land and wait out the Depression. Families grew vegetables, caught rabbits, deer and fish and made occasional forays into Otford or Helensburgh to buy produce or collect sustenance. Some shacks were already constructed at Bulgo before the 1930s, by miners such as Tom Collins who went to Bulgo to fish. During the Depression, permanence developed with the need to house whole families. Just exactly how many Helensburgh families lived in the cabins areas is unknown, several definitely at Bulgo, also at least six permanent at Little Garie, four semi-permanent shacks at Werrong, some at Burning Palms and South Era. Harold Whittey of Otford remembers Helensburgh miners even in the fifties, living permanently at Bulgo and going to work each day on the train.⁴²

By the 1930s Helensburgh people weren't the only ones building cabins. An explanation of the probable pattern of development of the cabins can be supplied by the example of Bill Shardlow, from South Era. Mr Shardlow from Sydney, remembers first sighting Era in about 1928 after walking in from Waterfall with his mother. He and his family camped in a canvas tent at Era on weekends and for long holidays, until they constructed their first cabin in 1934. He says that prior to his cabin, there were only tents built by Helensburgh families, which he described as mainly canvas, with sheets of bark and a bit of iron along the side and a fireplace. (His definition of solid walls over canvas as a tent, is a bit misleading and it could be more truly called a hut.) He remembers that the Burghites had big tents, with long tables for communal card games, and that "when they saw me building this, they said oh well we might as well have a cabin too..."⁴³ Contrary to Mr Shardlow's memory is Eileen McGowan's recollection of the first hut she and her husband bought in 1937 at South Era, which was a solid-walled affair, already erected in the late 1920s and

³⁹ Wilf Hilder, bushwalking historian, pers.com.

⁴⁰ Ashley, op.cit., p.27.

⁴¹ op.cit. p. 28

⁴² Swift, op.cit.

⁴³ Swift, op.cit. Bill Shardlow, Stella Williams.

early 1930s.⁴⁴ Also Cabin No. 57 at South Era which was built by the Jones family in the 1920s.⁴⁵

According to Stan Cottier, one early hut called Hotel Depression, was built by Helensburgh people in 1926 at Burning Palms. Stella Williams began hiking in the Depression and when she first went to Burning Palms in 1930, she remembers quite a lot of cabins and tents. Her husband had a painted canvas cabin, built in 1928.⁴⁶ In the 1930s both Helensburgh miners and bush walkers were camping at South Era, and included a number of well-known people. The naturalist Fred Briggs, Himalayan climber and bushwalker, Dorothy English, and Olympic Walker, Ernie Austen. Era attracted Sydney professionals and some notable people involved in the arts, including Hal Missingham, Max Dupain and David Moore. Many cabins which originally belonged to Helensburgh families were sold to Sydney people and as the word spread, more cabins were built and exchanged.

Between the end of the Depression and the gazettal of Burning Palms, South Era and Little Garie into the National Park, there was a constant flux in cabin numbers and owners. At South Era, Burning Palms and Little Garie there was a gradual change in ownership from Helensburgh families, to Sydney people, which had begun in the late 1930s and continued until the 1966 license agreement. Changes in ownership and in building patterns began in the years following the Depression. Norm Martin of Little Garie began visiting in 1937. When building his cabin he would catch the train every weekend from Arncliffe and walk from Lilyvale to Little Garie and sometimes catch the National Park truck back to Audley.⁴⁷ At South Era, Cabin 57 was built in the late 1920s by the Jones family from Helensburgh, who lived at Era during the Depression. In 1936 the cabin was purchased by the Jamiesons, who retain the cabin to this day. Cabin 68 at South Era was built in 1936, and sold to new owners in 1939. Cabin 19 at Burning Palms was built in 1938, and had two subsequent owners.⁴⁸

Other changes are discernible in the post-World War II period, as numbers of shacks began to rise dramatically. Cabin 111 at South Era was built by the licensee in 1950, as was Cabin 4, just prior to the gazettal into the National Park. Cabin 101 at South Era was bought from the original Helensburgh owner in 1950. Cabin 17 at Little Garie was built in 1965, then demolished in 1992. Cabin 14 was built in 1946 by a group of men from Sydney, who then sold to the current licensee in 1949.⁴⁹

This flux of building and change of ownership was partially the result of the increasing popularity of beach recreational activities such as surfing, swimming and life saving, and partially the result of the changes in land ownership as private lands were resumed for the National Park. Before 1934, the Burning Palms beach was divided into two different zones which reflected title to the land. The northern headland was owned by the Byrne family, while the flat area behind the beach and the southern portion up to the Garawarra Ridge was vacant Crown Land, over which the Collaery family may have had grazing rights.

In 1934 Garawarra Park was created, which incorporated all the Crown Land down to Otford Gap, and bordered the Byrne land to the north. Stan Cottier has said that one of the first jobs of the Garawarra Park Trust was to stop the erection of more permanent tents and cabins, although the better type of existing cabins were allowed to remain. The rental from the cabins initially supplemented the cost of the part-time ranger, who from 1948, stayed in a specially built ranger's hut at Burning Palms, which is still there today.⁵⁰

It is not known how many cabins were removed from the Garawarra Park, but by 1944, the cabins had definitely moved from the Burning Palms beach area to the northern headland. In 1944 there were 15 cabins on the headland and by the 1950s there were 44. This increase in cabins is in line with what happened at Little Garie, which also saw a big increase in cabin numbers, prior to the gazettal of the land into the Royal National Park. As well as the increasing popularity of beach recreation, the increase in numbers of cabins may also have been related to wartime activity in the National Park. Norm Martin had to rebuild his cabin at Little Garie in 1946, after it had been

⁴⁴ Op.cit. Eileen McGowan

⁴⁵ NPWS Hut Study, Appendix 1, Cabins Inventory, 1992.

⁴⁶ Swift, op.cit. Stella Williams

⁴⁷ AHC, Little Garie report appendices, op.cit. p. 99-106

⁴⁸ NPWS Hut Study, op.cit.

⁴⁹ *ibid.*

⁵⁰ Swift, op.cit. Stan Cottier

vacant for most of the war. Groups of friends who had shared cabins prior to the War began to build their own as they got married and their families increased, such as those of Margaret Brown at Burning Palms and Harry Crooks at Little Garie.⁵¹

At the end of the 1930s another form of recreational activity began at Era, Little Garie and Burning Palms, which attracted more Sydney people to build cabins. The formation of the Garie, Era and Burning Palms Surf Life Saving Clubs established new patterns of recreation on the beaches and in the cabins communities and new associations with the wider community. The establishment of Surf Life Saving Clubs and communal clubhouses forged closer ties within the shack communities and fostered a sense of public service to users of the nearby beaches. The cabins communities came to have a communal identity, as they participated in Surf Life Saving competitions under the names of the cabins areas, and established communal club houses.

The first Surf Life Saving Association in the world was established at Bondi, in 1906. It had developed in response to the rising popularity of surf swimming at Sydney's metropolitan beaches. As the National Park became more popular and access to Garie beach became easier, the numbers swimming at the very dangerous beaches in the cabins areas continued to grow. The first Surf Life Saving Club to be established in the cabins areas was at Era. Its stimulus was the drowning of an Engadine man in the surf at Era, in 1938. One month later a meeting was held with officials from the Sydney Surf Life Saving Association and all present pledged their support.

The Garie Surf Life Saving Club was not directly associated with the shack community at Little Garie, and services a much wider population given its road access and the popularity of its beach. It was also established in 1938 probably in response to the drowning at Era, which wasn't within National Park boundaries at the time. Nevertheless the National Park Trust encouraged the establishment of the Club with the provision of a clubhouse and facilities and equipment. Many of the foundation members were from the Little Garie community and it continues to have a strong association with them.

The Burning Palms Surf Life Saving Club was established in 1939, and in the 1970s became associated with the Wales Helicopter Rescue Service, through staffing and training. In 1989 the club erected a new clubhouse with accommodation facilities which have since been used by bushwalking and revegetation groups as well as Surf Life Saving Club members who do not own cabins.

Over 100 years, the nature of recreation in the shack areas has not changed considerably. Bushwalking, swimming, fishing and surfing activities are still the primary reason that people come to the cabins areas either as visitors, or as cabin owners. The effect of these activities on the landscape has been considerable. Tracks have been created, cabins have been built, changed and demolished, the landscape has re-grown from the pastoral period and then died back under the influence of fires, storms and feral pests, the management regime of the land has changed and the number of recreational users has increased enormously. The reason that recreational users are attracted to the coastal edge of the Royal National Park, has remained the same - the glorious beaches and the stunning coastal landscape. The antagonism between different groups of recreational users has also not changed considerably in over 80 years. The history of this conflict over the shack areas is closely tied to the beginnings of bushwalking clubs and conservation groups in New South Wales and the development of the Royal National Park, which will be explored in the following chapter.

⁵¹ op.cit. Margaret Brown.

2.4 The Royal National Park, the Outdoor Movement and the first wave environmentalists.

2.4.1 The First National Park

The historical development of the cabins areas and the Royal National Park over the last 123 years, is inextricably linked to the multi-layered and shared historical development of the region as a protected natural area with a focus on conservation and as a place of both passive and active recreation.

The Royal National Park, when it was declared in 1879, was the first such park in Australia. The land chosen for the reservation was not conceived as being of special conservation significance or ecological value. It was available and convenient and had been recently surveyed for the Illawarra railway. The land was unproductive as far as farming was concerned and this utilitarian approach, combined with the political expediency of creating parkland accessible to Sydneysiders, led to the idea of a public reserve. The scheme was helped along by members of the newly formed NSW Zoological Society, who requested that the government provide them with land for the purposes of acclimatisation of animals and plants.⁵²

The man identified as the initiator of the Park declaration, Sir John Robertson, was Premier at the time that the land was surveyed for the Illawarra railway. The vacant Crown Land between the surveyed railway and the coast was ideally placed to become a park as its resumption was cheap, close but not too close to Sydney, and would win favour with the influential Zoological Society.⁵³

The different factors which led to the reservation of the Park were reflected in the newspaper reports of the day. These mixed a utilitarian and resource oriented view of public parkland with the beginnings of a conservation outlook, stimulated by a growing nationalist feeling expressed as pride in 'our natural wonders'. The Deed of Grant given to the first Trustees, reflects this mixture of conservation, recreation and resource utilisation.

A primary political factor in the reservation was the growing concern at the health of the urban environment of Sydney. Between 1875 and 1877 an inquiry into the health of the city had drawn public attention to the overcrowding of the inner city areas and lack of public recreation space. John Lucas (1818-1902) was a politician and lobbyist for public spaces and parks who believed that recreation was a key factor in a morally and physically healthy community. He lobbied the Legislative Assembly for public recreation areas, which resulted in the 1879 resolution that all towns and cities should possess places of public recreation, "to ensure the sound health and vigour of the community." One month later the National Park was reserved.

The reservation of the Park was also an expression of 19th century European attitudes to land, which continues in some parts of the community today. Land, flora and fauna was seen in terms of its economic value and usefulness to man, as a resource to be used and gainfully exploited. The early acclimatisation societies were an expression of this ethic, and sought to introduce exotic species of flora and fauna to 'improve' the country. The National Park Trustees were active in assisting the establishment of aviaries, fish nurseries and 'zoos' in the park, the introduction of exotic species of trees and the thinning of the landscape to make it more European in appearance. The early Trustees were of the utilitarian school and until the early twentieth century, went about developing the Park and allowing resource exploitation to occur.

At the same time there was gradual political recognition of the social value of parks and natural areas. Working to further John Lucas' cause, Sir Henry Parkes introduced the *Land for Public Purposes Acquisition Act* in 1880, in order to speed the selection of land for public recreation and parkland. The amount set aside was only £200,000 and by 1882 it had all been spent. The areas purchased were unused, or unfertile tracts, steep or inaccessible and not of value for agriculture and grazing.⁵⁴ The link between access to space for recreation and human health was beginning to be recognised, but recognition of the environmental values of land and wildlife was still uncommon.

⁵⁴ Cunneen, Chris 1980, "Hands off the Parks!" The Provision of Parks and Playgrounds', in Jill Roe(ed), *Twentieth Century Sydney*, Hale and Iremonger

⁵² Pettigrew & Lyons, op.cit., p.17

⁵³ *ibid.*

The other factor which influenced the formation of the National Park, was the reservation of Yellowstone National Park in the US in 1872. Just how much Yellowstone was a model in conception and not just in name, is difficult to calculate. The man credited with the concept of a national park in the US was George Catlin, who in 1832 pushed for the preservation of the Indian civilisation and wilderness of the Dakotas. He described it as, "A nation's park, containing man and beast, in all the wild and freshness of their nature's beauty."⁵⁵ The romantic notion of a park for the nation, which was embedded in the Yellowstone declaration, was almost certainly not the vital factor in the reservation of the new National Park. The NSW Legislative Assembly adopted the name, most probably for political expediency, but its conception was colonial not national.

In 1887 the government formalised the powers of the National Park Trustees by Deed of Grant. The deed listed the purposes for which the Park could be used; the exercise or encampment of naval and military forces, rifle butt or artillery range, ornamental lawns and gardens, zoological gardens, a racecourse, cricket and other lawful games, bathing places or any public amusements declared by notification in the Government Gazette.⁵⁶ The main purpose of the Park was to provide for public recreation and amusement, but in providing a place where city dwellers could experience the Australian bush, it helped stimulated a sense of wonder and respect for nature. By the turn of the century, the Trustees would find that the Australian public was slowly changing its mind about the purposes of the Park and the Trustees management of it.

From the early decades of the 20th century the history of the Park and the recreational uses within it were closely tied to the development and evolution of the New South Wales outdoor and conservation movement. This movement, which had its precursors in bushwalking, zoological and parks groups, developed a long and abiding preference for the abolition of coastal cabins and permissive occupancies in the National Park. Agitation by the early Outdoor Movement led to changes in the Park's management objectives and

the relationship of the Park Trustees to the cabins. The actions of early conservationists against cabins and other recreational arrangements within the Park, and the development of a strong conservation focus within the outdoor movement, led to the eventual establishment of the National Parks and Wildlife Service.

2.4.2 Emerging Public Conservation Concerns in the Park

In *A History of the Australian Environmental Movement* the authors, Hutton and Connors, trace the beginnings of environmental awareness in Australia to the US reform movement loosely called progressivism, which was highly influential under President Theodore Roosevelt. Progressivism is defined by the authors as representing romantic virtues of joy and freedom and authentic human experience as well as scientific interest in human origins and evolution. It produced the rational and aesthetic enjoyment of nature that united and inspired Australia's first-wave environmentalists, and which is clearly seen in the writings of figures such as Myles Dunphy, David Stead and Alec Chisholm and even earlier with natural scientists such as Ferdinand von Mueller, Eccleston du Faur and Dudley Le Souef.⁵⁷

Nationalist sentiments also played their part in these early conservationists' first forays into the bush and their interest in Australia's natural history. The colonial adventure of the bush, of pushing one's boundaries in the search for inspiration and national renewal, led to a growth in clubs and societies which collectively could be called an Outdoor Movement. The establishment of groups such as the Mountain Trails Club (MTC) in 1914, which emphasised self-reliance, resourcefulness and a 'bush brotherhood', reflected the idea of national renewal through the promotion of 'sane citizenship' through a healthy mind, soul and body.⁵⁸

The early members of the MTC emphasised the idea of manly pursuits in nature, of its members being hearty and fine fellows, educated, professional, urban and exclusively male. The

⁵⁵ Mackintosh, Barry, 1999, *The National Park Service, A Brief History*, retrieved April 10, 2001, from the World Wide Web:

<http://www.cr.nps.gov/history/nps histo.htm>

⁵⁶ Pettigrew & Lyons, op.cit. p. 22

⁵⁷ Hutton, Drew & Connors, Libby 1999, *A History of the Australian Environmental*

Movement, Cambridge University Press, p. 19-20

⁵⁸ op.cit. p.64-66

writings of Myles Dunphy, a member of the MTC, exhibit a romance of the bush which was very much a product of his class and his urban milieu. Changes to the working life of Sydneysiders, the entrenchment of weekend and holiday leave and better public transport systems, meant that there was more time available for leisure, for those who could afford it. The urban middle class were at the same time becoming exposed to nationalist ideals, in writing, art and architecture which featured the Australian bush as a unique imagery and experience.

The bush walkers were initially, primarily concerned with recreational access to bushland and coastal areas for overnight camping and bushwalking. Over time, this developed into more conservation oriented concerns as they began to witness at first hand, the destruction of natural areas. Bushwalking clubs eventually became a formidable force in the agitation for new standards of conservation in the National Park, but were not alone in pushing for new standards of conservation generally. Other organisations in the movement emphasised the moral and hygienic health benefits for young city-dwelling citizens. The Parks and Playground Movement was established in 1930, and agitated for more parks and conservation of more land from development. The members included a cross-section of people concerned with education and health and urban planning, but also included members of other fledgling conservation movements. One of the committee members was David G. Stead, founder of the Wild Life Preservation Society of Australia.⁵⁹

The social network of these early environmentalists and organisations was vital, as they came together to fight common battles and campaigns. Many of the names which appear in early clubs and committees are repeated from one group to another, and in regard to the National Park, appear again and again.

The beginnings of public conservation protest in the Park, came in 1921-22 when the Wild Life Preservation Society campaigned to prevent timber cutting and mineral leases in the National Park. The Park Trustees had given permission for a timber mill to be constructed at the southern end of the park, for coal mine pit props. The Society had campaigned on the issue of feral deer, the shooting and capture of birds and marsupials, and the

destruction of trees for tracks and roads for recreational users of the park. In 1931 they lobbied for the removal of permissive occupancies from the park on the grounds of unsightliness, timber removal and private occupation of public space.⁶⁰

From 1879 until the 1920s, the Trustees had developed the park as a space in which recreation for the urban populace and resource utilisation in order to pay for recreational facilities was the norm. After the defeat of the timber leases in 1922 and the rejection by the Minister of an application for a golf course and country club, it must have become clear that there was a changing sense of the appropriate functions of the National Park. The Trustees were of the old school utilitarians and the young conservation movement began to be very critical of their management. The problem was one of definition of the purposes of a national park, which are still debated today.

The *Official Guide to the National Park*, produced by the National Park Trustees in 1914, details the development of the park as a recreation facility.

With the aid of an annual vote of public money, the Trustees have constantly pursued a vigorous policy in the development of this national pleasure ground which was transferred in its natural state to their care. Road clearing and forming, bridge and culvert construction, and the preparation of a site for headquarters, were works of magnitude initiated simultaneously, and advanced with all possible speed...This settlement is called "Audley", in honour of Licensed-Surveyor Lord Audley, who, in 1864, made the first accurate survey of the stream. Another important work has been the clearing, stumping, ploughing and grassing of Loftus heights, and of the adjacent undulating tableland extending from Loftus railway station to the Park boundary at Sutherland. This tableland is now crossed by well-made roads, and these are regularly used, with conspicuous success, for the military manoeuvres associated with the Easter encampment of various branches of the Commonwealth defence forces...Thousands of ornamental and shade trees have been planted in avenues, groups and border lines; acres upon acres of the best land have been under-scrubbed and thoroughly

⁵⁹ Cunneen, op.cit.

⁶⁰ *Australian Wildlife*, Journal of the Wild Life Preservation Society of Australia, Volume 1, No.3, January, 1937, pp.17-19

cleared; and the useless underscrub has given place to nutritious and ornamental grasses...At Audley and its environs the most pronounced proof of progress is visible, and it is here, if anywhere in the domain, that improvements effected have been fully justified. The initial operation was the clearing of five acres of land on the bank of the river for a horse paddock; next, two acres were laid down as a vegetable and fruit garden, immediately below the rocky knoll on which the public accommodation house now stands.⁶¹

The list goes on to include more picnic areas, holiday cottages, workmen's cottages, boat sheds, smithies shops, stables and carpenters shops. Trout and perch were introduced to the dams and streams and a deer park was established on Port Hacking at Gundamain. Permissive Occupancies were encouraged, cabins and permanent tent sites developed, to attract the new bush walkers and campers.

The Outdoor Movement grew rapidly after the First World War as bushwalking became a popular pastime and the railways began promoting day and picnic trips to Ku-ring-gai and National Park. Beginning sometime before 1910, Myles Dunphy and his friends had begun a weekend ritual of taking the train to Lilyvale or Otford and walking the Cliff Track or Palm Jungle Track into Burning Palms. This group eventually became the founders of the Mountain Trails Club (MTC) in 1914.

Other bushwalking clubs began to appear with the Bushlanders in 1922, Sydney Bush Walkers in 1927, the Coast and Mountain Walkers in 1934 and the New South Wales Federation of Bush Walking Clubs in 1934. Some of the clubs developed set camping places, such as the Mountain Trails Club and Coast and Mountain Walkers, at Burning Palms and the Sydney Bush Walkers at North Era. These areas became very familiar to bush walkers and led to strong attachments to the landscape.

These areas were also used for recreation by the Helensburgh coal mining community, and Otford railway workers, whose relationship to the bush grew in a completely different context to the urban bush walkers. Mining interests posed a constant threat to the National Park, with mineral licenses,

grazing and timber leases having been granted to people associated with the Helensburgh and Otford community at different times during its history. Local miners and timber cutters would have been well aware of the slow movement by conservationists and bush walkers to restrict exploitation of the Crown Lands around Helensburgh and in the National Park, and this would have led to some natural antagonism as livelihoods were threatened.

In addition, the recreational pursuits of the two groups was very different and in some ways, incompatible. The miners and timber cutters sought a beachside respite from a physically arduous industry, and a place in which to fish and spend time with family and friends. The young fraternity of bush walkers came to the coast from Sydney, to do physically challenging walks, find a sense of isolation and quiet in the bush and wonder at the beauty of the coastal scenery. For one group, the unspoilt bush and unimpeded scenery was the primary recreational object while for the other, it was a space in which to relax, and that meant creating creature comforts.

The differences between the two recreational user groups did not appear to become an overt problem until the Helensburgh community and others, began to build shacks. The building of cabins led to a deep antipathy as bush walkers saw the coastal landscape under threat of despoliation, and their recreational space taken from them. The builders felt perfectly justified in building cabins as in many cases they had sought and been given permission to build by the land holder. This feeling of antipathy was expressed in an article written by Myles Dunphy in 1975.

Times were bad, many people unemployed, so walkers who could afford to indulge in recreation in National Park and Garawarra were charitable and tolerant about the 'squatters' who, severally and as a collection of groups, spread along the unoccupied coast lands including public reserves. By their decisive actions they were developing a philosophy, the basis of which was self-interest at no expense; therefore their attitude was 'I'm alright Jack'. The vanguard of this section of the community was made up of unemployed including fellows who had not settled down after the first world war and they were getting along in years, and to some extent were living on a pension and on their wits- and 'off the land' as the saying goes. Not impeded by regular employment and

⁶¹ *The Official Guide to the National Park*, 1914, pp. 17-20

preferring an outside environment to existence in the cheapest urban environment, they searched the coastlands, found a site which suited them and proceeded to make a home in the form of a cabin or shack. They shrugged off the matter of tenure; they had great faith in the quality of toleration-other people's of course-and on the disinclination of park trustees, visitors and recreational walkers to disturb them. Although most of them usurped choice situations where walkers could camp temporarily and hikers and others could picnic, in their peculiar philosophy gave them the belief that, since they had built cribs, or shacks on the situation of their choice- the best offering, by any standard-their effort made the hut and the ground their property. So they improved the water supply, cut down trees for future seasoned fuel-the best of course- and there they were-to stay as long as they could do so. Their defiance was passive, carefully pitched to attract the sympathy of citizens better off. Or were they better off? It was a fair question because the average hard-working citizen had to honour all his economic responsibilities, and could not afford to buy a choice home site beside the seaside or estuary. It was most peculiar situation and had everybody bluffed. It became a political matter, the squatters dared the various authorities to force them off their pocket-handkerchief claims. It was astonishing how long they were able to enjoy them.⁶²

The picture which Dunphy paints of unemployed wrecks from the War ignores the large number of local families and Sydney bush walkers who also built cabins. His characterisation of the cabin owners as social misfits and lower-class manipulators is indicative of the heated nature of the argument over shacks which developed.

In the 1940s, David Stead wrote an article entitled, "The Tragic Story of National Park, N.S.W" in which he claims that shack owners were building pigsties next to their cabins from cabbage tree palm, and destroying the "the most beautiful and most picturesque[coastal country] in the whole of Australia". Stead ignored the fact that much of the tree clearance had been undertaken by graziers and by commercial interests on private land. The

⁶² Dunphy, Miles 1975, "The New Conservators", in Thompson, Patrick 1998, *Myles Dunphy Selected Writings*, Sydney op.cit. p.177-8

cabins evidently became a touch stone for many conservationists, a constant annoyance in a landscape which held personal resonance for many.⁶³

In 1924 the MTC had become concerned at the actions of the Trust in the National Park, in granting timber rights, and allowing permissive occupancies to flourish. Dunphy in particular became alarmed at the actions of graziers who held grazing leases over the Palm Jungle and Crown Land to the south of the Park, most probably the Collaery family.⁶⁴ In 1932, at the instigation of the Mountain Trails Club, Coast and Mountain Walkers and Sydney Bush Walkers, the National Parks and Primitive Areas Council (NPPAC) was formed to press for more primitive areas to be set aside for bushwalking and conservation purposes. They argued that the National Park Trustees' should be removed and control given to a single state authority such as the US National Parks Service. In this way, they argued, the conservation of the Park could be protected from private and economic interests. One of the first campaigns of the new organisation was for Garawarra Park and Primitive Area, and one of the platforms of this campaign was the removal of all permissive occupancies, grazing, timber and mineral rights from Crown Lands south of the park.

At much the same time, other members of the MTC came across ringbarking operations in the Blue Gum Forest, and the two campaigns signalled the beginnings of an organised parklands conservation movement, under the auspices of the NPPAC. With the benefit of hindsight, Dunphy believed that the two campaigns "drew attention to the fact that there existed an active organised outdoor section of the community ready and anxious to give collective and personal service and private funds, to initiate and advance schemes to save some of the natural features that make the Australian environment and scenery unique and pleasant."⁶⁵

The NPPAC campaign for Garawarra highlighted the need for recreation space for bush walkers as well as picnickers, surfers and others, and recognised that to some extent the two recreational uses were incompatible. The NPPAC plans for

⁶³ Stead, David, "The Tragic Story of National Park, NSW", *Wild Life*, 1946.

⁶⁴ Thompson, op.cit. p.179

⁶⁵ Thompson, op.cit. p. 32

Garawarra had areas which were designated picnicking and those without roads which were for bushwalking, and no allowance for private cabins. The original proposal included the private pastoral lands at Era and Little Garie, but in the end they were only granted the vacant Crown Lands between north Burning Palms and Bulgo.

The NPPAC slogan was 'Progress with Conservation', and its object was to locate and plan areas suitable for National and State Parks, Primitive Areas and Reserves. Dunphy advocated the centralised control of these areas and the planned division of them into two categories; tourist development and primitive. Its final objective was the reservation of natural, scenic bushland for wild life preservation and bushland recreation; and to co-operate with other organisations in conservation and regional planning matters. To this extent it was building on the actions of previous conservation organisations, such as the Wild Life Preservation Society, which had a much broader, national and environmental view than the recreational and scenery concerns of the bush walkers.

The Garawarra issue was won with intense lobbying of the Minister of Lands, and the gathering of signatures on a petition which was distributed by bush walkers on the trains leading to Otford, Lilyvale and Helensburgh. They explained their objectives in a handbill.

From National Park to Bald Hill should be set aside for recreation purposes. For many years the whole road-less district has been a welcome place where many hundreds of non-motoring outdoors people have found constant and congenial refuge from countless roads and resort made unsuitable for their particular purposes...The Burgh Track-used for 40 years by your people-is straddled by that property and your only range water supply has its source destroyed, and its waters are to be polluted by a cow-yard across its banks. Do you wish to save this fine forest from further regrettable spoilation-this lovely bushland that many aver is better than anything in the National Park?...Look out for the Federations representatives at Waterfall, Helensburgh, Lilyvale and Otford on Saturdays and sign the petition there.⁶⁶

⁶⁶ Thompson, op.cit. p. 175-6

In 1933 a petition of 4,632 signatories was presented to the Under Secretary of Lands. It resulted in 1,500 acres of Crown Lands being reserved as Garawarra Park and included the beach and southern headland of Burning Palms. Many of the signatories to the petition would have been bush walkers on their way to Era, Bulgo or Burning Palms. Many of the members of the bushwalking clubs had cabins at Era, Garie and at Burning Palms or had camped at Burning Palms and Era. The NPPAC plan of establishing a primitive area excluded the use and building of cabins, which they felt was inimical to the concept of a primitive area.

Actions by conservationists against the cabins which were at that stage built on private land, began in earnest after the reservation of Garawarra Park. In 1937, Marie Byles, then Secretary of the New South Wales Federation of Bush Walkers wrote an article about the shacks in the *Sydney Morning Herald*.

Some years ago there was a public outcry on account of the number of private cottages in National Park. As a result the Minister and the Trustees gave their assurance that no new private residences or shacks would be permitted. Since then the area south of National Park, known as Garawarra, has been set aside as a reserve for public recreation. It embraces Burning Palms beach, a line of seashore and rocky headland you would search the world over to equal. Its beauty alone, apart from the Minister's assurance should have caused the Trustees to keep that beauty unspoilt by unsightly hovels. Yet since its reservation there have sprung into existence a whole series of ugly shacks every whit as bad as those complained of in National Park. But even if they were less ugly their presence would be unforgivable. What is the point of reserving land for public recreation if the trustees are to permit private residences on it?⁶⁷

In February 1938, Thistle Harris, a biologist and forest botanist visited Burning Palms and wrote a report for the Wild Life Preservation Society.

While I was visiting the area in question and passing through Garawarra to do so I was

⁶⁷ Marie Byles, *Sydney Morning Herald*, September 1937, quoted in Stead, David 1946 op.cit.

distressed to see so many week-end shacks (mostly constructed of cabbage tree palm stems taken off the park) on the park itself. A united move should be made to force the trustees to have these unsightly places removed. I understand the present attitude of the Trustees is that they will allow no more to be erected. This is not enough - the present shacks may last for years and there is no guarantee that improvements and additions will not be made at the expense of the surrounding park lands. At present some of these places have whole fences constructed of Cabbage Palm stems – scarcely to be believed, in an area which was dedicated for the use of the people, not for a handful of them.⁶⁸

The protests to the Minister of Lands and the Garawarra and National Park Trustees resulted in more promises to stop permissive occupancies, but during the late 1940s the number of cabins in the National Park increased, while in Garawarra they were gradually moved to the north. At the same time the number of shacks on private lands sandwiched between the two parks also increased several-fold. The actions of conservationists in including cabins on private lands in their protests to the Minister, was perhaps a pre-emption the eventual resumption. In 1946, David Stead summed up over two decades of protest against inappropriate uses of parkland; “The sole objective has been that of staying the hand of vandalism – whether official or otherwise - and to indicate how widespread is the feeling of unrest and dissatisfaction with a method of Parks control and administration, which can have, ultimately, no other result but disaster for our great park lands.”⁶⁹

2.4.3 Increasing Professionalism

In 1949 the resumption of the freehold lands adjacent to the Park which incorporated Little Garie, Era and the northern headland of Burning Palms, saw another 350 acres added to the National Park, including all the cabins built on the former pastoral lands. The resumption of the Byrne Estate and the original Collaery family properties followed the preparation of plans for ‘Gara Estate’ by a developer. This proposal was fought not only by bushwalking groups, the

⁶⁸ Thistle Harris report to Wild Life Preservation Society, February 1938, quoted in Stead, 1946, op.cit.

⁶⁹ Stead, op.cit.

National Parks and Primitive Areas Council, the Wild Life Preservation Society, but by cabin owners as well.

The Era-Burning Palms-Little Garie Protection League was formed in 1945 as the Era and Burning Palms Protection League Syndicate, to negotiate with the executors of the Byrnes’ Estate to purchase Portion 1 of the grazing lease. Sixty six shack owners contributed £40 each to establish a fund of £2,640. The league appointed a solicitor and accountant to represent them and set up a trust fund for the money. The auction date was passed without an auction taking place and in 1946 the League commenced negotiations with the National Fitness Council and Education Department, to acquire the area as a State Recreation Area. In 1950 it was announced that the land had been resumed for the National Park, to be administered by the National Park Trustees.

Tensions between public parkland trustees, bush walkers and conservationists continued into the 1950s with agitation for more parks and better protection and management of park lands. In 1916 the National Parks Service was established in the United States with a campaign that blurred distinctions between recreation and conservation uses of the parks. The tourism benefits of the parks was emphasised by the support given to parkland ventures by railway companies. In the US as here, access by railway was very important for the early parks. The Act made the US National Park Service responsible for the conservation of scenery and natural and historic objects and the wild life therein, and to provide for the enjoyment of future generations.⁷⁰ In Australia, the pressure for the establishment of a professional parks service really began in the 1930s with the Wild Life Preservation Society making it one of their actions for 1937.

The National Parks and Primitive Areas Council had raised objections to the management of National Park Trust lands in the lead up to the resumption of the Byrne Estate. The Wildlife Preservation Society dedicated a special section of their journal to the question of national park administration in New South Wales. It describes vandalism and spoliation and use of the lands “for purposes other than those for which the public believe they are intended.”⁷¹ The Parks and Playground Movement had also made

⁷⁰ Mackintosh, op.cit. p.3

⁷¹ *Wild Life*, Volume 1, Number 3, 1937, p. 17.

representations to the Minister about inappropriate occupations in parkland. The issuing of permissive occupancies and the granting of large numbers of camping permits was a primary factor in the growing disapproval expressed by the Outdoor Movement of Trust management of the National Park.

By the 1950s, there was a gradual recognition of the importance of legislation for the protection of wildlife, on all lands. The Fauna Protection Act, passed in 1949 signalled the beginnings of a State conservation body in the appointment of a Fauna Protection Panel, to oversee the conservation of wildlife on all lands, including national parks and the selection of faunal reserves from Crown Lands. One of the outcomes of the conference and educational work of the Panel was the setting up of the Nature Conservation Council of New South Wales.⁷²

In 1955 the Caloola Club, a conservation society started by Allen Strom, set out their options for the formulation of a national parks act, which would create a national parks service to administer the state's national parks, and appoint national park boards to individual parks. One of their main concerns was security for national parks and a more professional and expert management of the lands. The Nature Conservation Council then established a sub-committee to draft a national parks bill and submit it to the government. Victoria and Queensland had already established a National Parks Association to protect and agitate for more parkland, and so, under the sponsorship of the Federation of Bushwalking Clubs, a NSW branch of the National Parks Association was established. Its primary goal was to draft and then lobby for the passing of a national parks act, based on the Nature Conservation Council's proposals. It wasn't until 1966 that the then Minister for Lands, Tom Lewis finally presented the National Parks and Wildlife Bill to Parliament, which was passed in October 1967.⁷³

2.4.4 National Parks and Wildlife Act, 1967

With the passing of the Act, Park Trustees were divested of responsibility for Royal National Park and Garawarra Park, and management passed to the National Parks and Wildlife Service. The Service had been instigated by conservation and bushwalking groups who had traditionally been hostile to permissive occupancies in national parks, and this attitude was continued in the new Service. The early managers of Royal National Park enforced the terms of the 1964 "Conditions of Occupancy" agreement. This resulted in the demolition of a number of cabins as registered owners died or rental was in arrears. Between 1967 and 1994 the number at Little Garie almost halved.

The 1964 "Conditions of Occupancy" agreement had been put in place by the former National Park Trustees, under instruction from the Minister for Lands, Tom Lewis. Lewis, who later got the NPW Act through parliament, was acting in accord with the growing pressure from conservation organisations. His advice to the cabin owners reflected a similar policy to that of the Wild Life Preservation Society that "the continued existence of this type of structure on our national parks cannot be allowed to continue."⁷⁴ By 1966 most shack owners had signed the new agreement and in 1967, the new NPWS took over the management of the cabins areas.⁷⁵

In 1964, the permissive occupancy agreement did not allow the transfer, sale or sub-letting of the cabins. This new agreement had been put in place 14 years after the gazettal of the northern cabins areas into the National Park. It allowed for the eventual demolition of the cabins as licensees died.

In 1976, the permissive occupancy agreements were terminated and owners of the cabins were issued with a licence under the NPW Act, which authorised continued occupation on a casual and recreational basis. The policy of progressively removing cabins from the Park by attrition continued, with the condition that occupancy

⁷² Strom, Allen 1979, "Some Events in Nature Conservation Over the Last Forty Years", Sullivan, Wendy op.cit., p. 68

⁷³ op.cit. p.69-70

⁷⁴ Burning Palms Landscape Conservation Area citation, National trust of Australia.

⁷⁵Correspondence, Era-Burning Palms-Little Garie Protection League, 1985, 1989.

rights could not be transferred or assigned to another party.

The 1975 *Plan of Management for Royal National Park*, stated as its first objective, the protection and conservation of scenic, scientific and natural values. The 9th objective was to restore areas ravaged by fire, shale and gravel quarrying and undesirable tracks, roads and former cabin camp sites.⁷⁶ The general protection plan of the plan of management stated that private residencies and unnecessary structures will be demolished and areas returned to a natural condition, including some of the historic Audley pleasure ground buildings and the cabins.⁷⁷

In the face of such opposition the cabins communities became more organised and consolidated. Between 1985 and 1989 successive Ministers for the Environment, including Hon. Bob Carr, reiterated the philosophy of no private occupations in a national park. In separate correspondence to the Era, Burning Palms and Little Garie Protection League from 1985 and 1989, the same expression was used; “private occupations of this nature are contrary to every accepted concept of national park philosophy and management.”⁷⁸ The response of the communities was to collect information, oral history and documents to substantiate their claims of historic and social significance, within the overall context of the RNP. In collecting this information, the cabins occupiers were reflecting a similar growth within the wider community of an awareness of the social aspects of heritage significance.

In 1990, the South Era community nominated their area for protection under the NSW Heritage Act 1977, and as a result a moratorium was placed on cabin demolition. In 1993 the Era Cabin Community was classified by the National Trust and placed on the *Register of National Estate*. In 1994 Burning Palms applied for and received the same recognition, as did Little Garie in 1998. Bulgo is listed in the 2000 Wollongong LEP as having heritage significance. The recognition of heritage value of the cabins communities, combined with a growing understanding of the importance of historic cultural heritage within

national parks, brought about significant changes in the way the NPWS managed the cabins areas.

The role of the NPWS has evolved to include the integrated protection and management of Aboriginal Heritage, Historic Cultural Heritage and Natural Heritage. The 2000 Plan of Management for Royal National Park, Heathcote National Park and Garawarra State Recreation Area(POM), reflects the integration of these functions.

The 1994 *Draft Cabins Conservation Plan*, was prepared to determine cultural significance and recommend policy for future management. Written by Geoff Ashley and Rachel Lonie, it recommended that all the cabins communities be retained. In 1994 both it and the *Draft Plan of Management* were released for comment. Members of the cabins communities as well as conservation and bushwalking organisations made submissions in regard to heritage value of the cabins. The *Draft Cabins Conservation Plan* was not adopted, but the *Plan of Management* was signed by the Minister for the Environment in February 2000.

The *Plan of Management* recognises the cultural significance of Bulgo and South Era communities as being of regional value, and states that shacks will be retained at Burning Palms, Bulgo, South Era and Little Garie. This Conservation Management Plan has been commissioned to formulate guidelines for policies that will integrate the natural and cultural values of the cabins areas, consistent with the 2000 Plan of Management.

⁷⁶ *Royal National Park, Plan of Management*, 1976, NPWS, p. 26

⁷⁷ op.cit. p. 34

⁷⁸ Correspondence, Era-Burning Palms-Little Garie Protection League, 1985, 1989.

3.0 Nature of the Resource

3.1 Introduction: The Park and the Coastal Edge

This analysis of the physical and documentary evidence has been structured in order to place the cabins areas in the context of the Royal National Park and their immediate coastal environment.

From the outset of this study it soon became clear that the cabins areas are part of a very dynamic coastal edge and as such have very different features and attractions to those of the inland cultural landscapes within the park, such as Audley. Whilst there are many factors that have shaped the overall landscape of the park, including the cabins areas, there are additional and very different physical and historical factors that have shaped the cabins areas and their immediate environment, which may ultimately impact on the final management of these areas.

The thematic history indicates that the cabins areas are part of culturally modified natural landscape that extends beyond the beaches and coastal gullies to the upper reaches of the Garawarra Ridge and escarpment. The escarpment in a sense forms a natural and historical barrier between the inland activities of what is now the majority of the park area and what may be regarded as the coastal edge.

Physical analysis of the cabins areas and their immediate environment shows that the “natural” elements of topography, geology and soil makeup and the associated plant communities contributes to the distinction. Together with the natural beauty of the beaches and landscape this distinction sustained the various activities and modification in the coastal edge.

The analysis has therefore been divided the overall Royal National Park into a number of contextual zones in order to outline and understand the natural and cultural characteristics of each, their similarities and differences.

The contextual zones are:

- €# Royal National Park as a whole
- €# The Coastal Edge
- €# The Pastoral and Recreation Zone
- €# The Cabins Areas.

3.2 Royal National Park

Royal National Park is located on the eastern coast of Australia, adjacent to the southern fringe of metropolitan Sydney, about 30 km north of Wollongong. Bounded by Port Hacking to the north, the South Pacific Ocean to the east and the main transport links between Sydney and Wollongong to the west, it is roughly triangular shaped and measures over 15,000 hectares.

Established in 1879 as The National Park, primarily in response to urban development and a social need to provide open, breathing space away from the rising levels of pollution in the city, it became known as the “lungs” of Sydney. It was one of the first areas of land in Australia specifically set aside for conservation and recreational use, later counter-balanced by Kuring-gai National Park located to the north of the city. It was renamed *The Royal National Park* following the Queen’s visit to Australia in 1954.

The park significantly retains large areas of relatively undisturbed natural bushland and is now part of the system of natural bushland within the Sydney Basin.



Plan 2 The Royal National Park and its context within Sydney's major National Parks and Reserves.

3.2.1 Natural Heritage Characteristics

The geology and topography of the Sydney Basin was formed over millions of years, as a result of many major inland rivers slowly eroding mountains and delivering enormous quantities of sand, silt and clay to the coast. These sediments, deposited over millions of years, now form a broad, slightly lopsided basin, bounded on its eastern side by the Pacific Ocean. At its edges, the coarse-textured Hawkesbury Sandstone that characterises much of Sydney's landscape rises over 200m, forming the Hornsby Plateau in the north, the Woronora Plateau in the south and the Blue Mountains Plateau in the west. Underlying the Hawkesbury Sandstone are the upper strata of the Narrabeen Group, with their interbedded layers of shales, sandstones and claystones, outcropping along the coast north of North Head, and to the south in Royal National Park⁷⁹

The Woronora Plateau is a defined geological feature that rises southwards from the Cumberland Basin to the Illawarra between the coastal cliffs and the low plain to the west around Liverpool, Campbelltown and Picton. The Royal National Park occupies a significant portion of this sloping plateau, which, within the park, rises from sea level at Gibbon Point in the north, to over 300m at Bulgo in the park's southern corner. The plateau is split by the Hacking River system which has been eroding the sandstone into deep gorges for millions of years.

The geology of the Royal National Park is predominantly Hawkesbury Sandstone, covered in places with shale or sand. These three geological units - sandstone, shale, and sand - determine the soils and the main groupings of vegetation. Narrabeen Group shales outcrop towards the south of the Royal National Park. The resulting landscape is one of steep valleys, ridges, rocky outcrops and eroded sandstone cliffs along the coastline.

The park forms part of a large tract of retained natural bushland in the Woronora Plateau and features a wide range of plant associations, including several types of rainforest, freshwater swamps and estuarine wetlands. There is also a wide range of transition zones between different vegetation communities which create a richness of floristic variation. The complex communities and

varying natural settings in the park area give rise to a diverse resource significant for its bio diversity.

3.2.2 An Integrated Natural & Cultural Landscape

The thematic history emphasises the area now within Royal National Park has traditionally been and remains an integrated natural and cultural landscape. From the early Aboriginal occupation and use of the land to the inception of the park in 1879, through its recreational and pastoral uses to the present, it is clear that the land, particularly along the coastal strip, has become a culturally modified natural landscape.

The key phases of land use outlined in the thematic history emphasise that natural setting provided both the "healthy" backdrop and resources (quarries, use of local materials) that influenced the cultural development of the park area.

The original park ideology was modelled on the large "common-type" parks being created at the time on the outskirts of London, which essentially provided open space and a natural setting for walking and other recreational pursuits.

By the late 1880s, it was recognised that apart from the inherent responsibility to protect the flora and fauna of the park, the Trust's role was to cater to the popular needs of the general public, mainly by the provision of suitable access, refreshment and shelter.

The Trust set about turning the area into a metropolitan style park by introducing a number of "improvements" and constructed buildings and roads, established pleasure gardens and introduced a number of exotic plantings and animals. The Trust focused their attention on the inner river valley known as Audley, which developed into a small village with pleasure garden character, that was popular in the early 20th century, with extensive lawns and ornamental planting, boat hire facilities and causeway (built to create both navigable water for pleasure craft and freshwater habitats for introduced fish) supplemented by a number of structures such as the old Dance Hall

⁷⁹ Benson et al, 1990

which was built in the 1940s and which are still evident today⁸⁰.

The Trust was concerned with accessibility and a number of quarry scars exist in the park area as a result of the excavation of large volumes of gravel and stone used in the construction of road and rail connections. The installation of the training walls along the river bank in the 1880s was an attempt to maintain the navigability of the Hacking River as far as Audley⁸¹.

In addition the Trust leased land for visitor accommodation, encouraged camping and accepted the shacks and permissive occupancies springing up throughout the park. This practice extended in to the 1950s and was primarily to generate much needed revenue for the Trust's activities.⁸² These "modifications" simply added to those created by the Aboriginal community and later the timber getters and pastoralists who utilised various parts of the park area both prior to and after its dedication.

⁸⁰ *Royal National Park, Heathcote National Park and Garawarra State Recreation Area, Plan of Management*, 2000, NPWS, p. 32

⁸¹ *Royal National Park, Heathcote National Park and Garawarra State Recreation Area, Plan of Management*, 2000, NPWS, p. 32

⁸² Ashley p.26

3.3 The Coastal Edge

The Coastal Edge Zone is roughly defined as the area east of the north/south running Garawarra Ridge and Black Gin Ridge lines in the Royal National Park. The coastal edge is physically

separated from the rest of the park by the steeply sloping escarpment and features a strongly differentiated topography and is subject to more dynamic conditions compared with the remainder of Royal National Park.



Plan 3a The Coastal Edge
Northern Cabins Areas



Plan 3b The Coastal Edge
Southern Cabins
Areas

3.3.1 Natural Heritage Characteristics

This area is a vigorous coastal environment with its own intricate natural systems and processes and is characterised by a series of distinctive headlands, which form eroded sandstone cliffs and broad tessellated rock platforms which meet the ocean. These dominant headlands join steep coastal escarpments which frame a series of gently undulating valleys, sandy fore dunes, coastal lagoons and ocean beaches which have contributed to the aesthetic appreciation and value of the place.

The coastal edge features strongly differentiated soil types compared to the rest of the Royal National Park, primarily consisting of shale and sand soil geology. Examination of the soil landscapes of the area in conjunction with a survey of the remnant plant communities present today can provide an insight into the former probable range, variety and distribution of plant communities.

The pre-European plant communities within the coastal edge, including the cabins areas, developed under the influence of the biophysical attributes of the area, natural processes and use by Aboriginal people. The coastal edge is a very dynamic part of the landscape and as such the structure and floristics of the original communities would have been expected to be dynamic and successional (influenced by coastal processes, fire, aboriginal use etc.).

To assist with developing a predictive model of the probable extent of original plant communities, the soil landscapes of the study area were plotted from available soil landscape maps⁸³

Soil Landscapes in the Coastal Edge

Figure 1 and Figure 2 illustrate the approximate boundaries of natural soil landscape groups within the study area (note: there is a degree of inaccuracy in boundaries arising from the interpolation of the original 1:100,000 scale maps to the study area). Five groups have been identified:

§ Gymea (gy)

§ Gymea (gy)

Undulating to rolling rises and low hills on Hawkesbury Sandstone. Very low fertility.

§ Hawkesbury (ha)

Rugged, rolling to very steep hills on Hawkesbury Sandstone. Very low fertility.

§ Watagan (wn)

Moderately inclined rolling low hills to very steep hills on fine-grained Narrabeen Group sediments. Low to moderate fertility.

§ Wollongong (wg)

Beaches, coastal foredunes and hind dunes on Quaternary marine and windblown sands. General fertility is low.

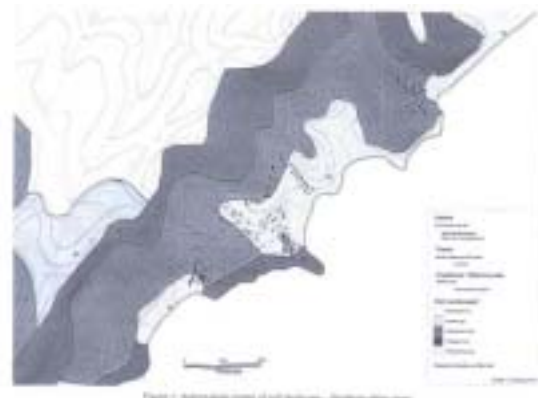


Figure 1
Approximate extent of soil landscape
Northern Cabins Area

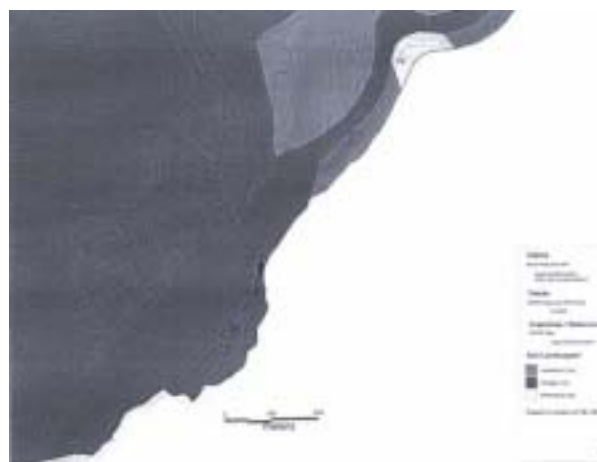


Figure 2 Approximate extent of soil landscape
Southern Cabins Area

⁸³ Hazelton & Tille, 1990

Vegetation Mapping

NPWS have been implementing a program of vegetation mapping for the park estate over several years. Broad scale vegetation maps produced by Keith, 2000 provide an overview of the dominant plant communities. Whilst refinement of the maps is required (and planned), they presently provide valuable information on the key community types in the area. Figure 1 and 2 illustrate the extent of existing plant communities mapped by NPWS.

Within the sandstone landscapes at the top of the escarpment above the northern cabins groups (Burning Palms, Era, Little Garie) there has probably been little change, relative to the lower shale landscapes, in the structure and floristics of the communities. Keith 2000, mapped the dominant community in this area as Tall Dry Forest (Garawarra) – characterised by *Angophora costata*, *Eucalyptus botryoides*, *E. piperita*, *Allocasuarina littoralis*.

The shale based landscapes on the mid to lower slopes would probably been dominated by littoral forest communities characterised by:

- § Bangalay (*Eucalyptus botryoides*) Coastal Banksia, (*Banksia integrifolia*) with a developing (and sometime dominant) littoral rainforest community understorey in areas;
- § Littoral Rainforest (with Bangalay Coastal Banksia canopy / emergents largely absent);
- § Open grassland / sedgelands dominated by *Lomandra longifolia* and *Poa poiiformis*.
- § Coastal Gully Forest within the more sheltered gullies – characterised by *Acmena smithii*, *Ficus rubiginosa*, *Angophora costata*, *Syncarpia glomulifera* (Keith, 2000).

The distribution of these communities within the shale based landscape is likely to have varied periodically in response to natural processes (storm events, fire) and aboriginal impacts.

The sand based landscapes are likely to have been dominated by Coastal Banksia (*Banksia integrifolia*) / Coastal Tea-Tree (*Leptospermum laevigatum*) on more exposed aspects, with an increase in the dominance of Bangalay (*Eucalyptus botryoides*) and some littoral rainforest species in the more sheltered valleys and

aspects. Thickets of Cabbage Tree Palms (*Livistona australis*) are also likely to have been common in the more sheltered valleys and aspects.

Some refinement of the plant community maps produced by NPWS was undertaken as part of the production of this CMP. Due to resource constraints, the refinement process was based on air photo interpretation (image dated 1996) with three days of field verification. The extent and floristics of communities identified is therefore provided as a guide and will require refinement over time. Figure 3 and Figure 4 illustrate the extent of the refined community maps.

The community types mapped strongly reflect the parent soil landscape:



Figure 3
Boundaries of Plant Communities
Northern Cabins Area



Figure 4
Boundaries of the Plant Communities
Southern Cabins Areas

Shale Communities

Littoral forest – *Eucalyptus botryoides* / *Banksia integrifolia*

Native Grassland / Sedgeland – *Lomandra longifolia* / *Poa poiformis* / *Themeda australis*

Littoral Rainforest – *Acmena smithii*, *Cassine australis*, *Livistona australis*, *Cupaniopsis anarcardioides*

Rainforest Type b (Keith 2000) - *Acmena smithii*, *Ceratopetalum apetalum*, *Backhousia myrtifolia*, *Synoum glandulosum*

Coastal Gully Forest (Keith 2000) - *Acmena smithii*, *Ficus rubiginosa*, *Angophora costata*, *Syncarpia glomulifera*

Exotic Grassland – *Pennisetum clandestinum*, *Stenotaphrum succundatum*,



Figure 5
Crown Salt Burn in Babgalays – Burning Palms



Figure 6
Trial Planting – Burning Palms



Figure 7
Sedgeland/grassland – south of Burning Palms



Figure 8
Themeda australis remnant grassland – Bulgo



Figure 10
Littoral rainforest dominated lower slopes - Bulgo



Figure 11
View of grassland around Little Garie cabins



Figure 9
Established littoral rainforest – Burning Palms



Figure 12
Kikuyu dominated grassland at Bulgo



Figure 13
Exotic grassland

Sandstone Communities

Tall Dry Forest (Garawarra) (Keith, 2000) -
Angophora costata, *Eucalyptus botrioides*, *E.
piperita*, *Allocasuarina littoralis*

Coastal heath – *Lomandra longifolia*, *Westringia
fruticosa*, *Epacris coriacea*



Figure 14
Tall dry forest



Figure 15
Regenerating heath south of Burning Palms



Figure 16
Regenerating heath on south facing slopes – Burning
Palms

Sand Communities

Coastal Open Scrub – *Banksia integrifolia* /
Leptospermum laevigatum

Native Grassland / sedgeland – *Lomandra*
longifolia / *Poa poiformis*

Most of these communities are either significantly fragmented or in the primary or advanced stages of regeneration/recovery following clearing or the impacts of natural processes. Some communities, as identified previously, are considered to be early successional communities and are considered likely to change over time providing that threatening processes are minimised



Figure 17
Coastal Open Scrub – Burning Palms



Figure 18
Coastal Open Scrub – on Semi-detached Point
Headland

Fauna

Ten “vulnerable” species scheduled under the NSW Threatened Species Conservation Act (1995) have been recorded (NPWS Wildlife Atlas Database Records – January 2001) within in a 5km radius of the cabins areas, within the coastal edge zone. These include:

Giant Burrowing Frog (*Heleioporus australiacus*)
Red-crowned toadlet (*Pseudophryne australis*)
Grey falcon (*Falco hypoleucos*)
Broad-billed Sandpiper (*Limicola falcinellus*)
Sooty Oystercatcher (*Haematopus fuliginosus*)
Powerful Owl (*Ninox strenua*)
Sooty Owl (*Tyto tenebricosa*)
Large-eared Pied Bat (*Chalinolobus dwyeri*)
Large-footed Myotis (*Myotis adversus*)
Humpback Whale (*Megaptera novaeangliae*)

The majority of these species have been recorded in the sandstone plant communities on the ridgeline/escarpment above the subject cabins areas. These plant community types remain relatively undisturbed (compared to the shale and sand based landscapes of the Pastoral and Recreation Zone and the Cabins Areas). Only two species have been recorded within the culturally modified landscapes of the cabins areas – Broad-billed sandpiper (North Era) and the Grey Falcon (Semi-detached Point).

The rainforests along the Hacking River are the richest and hence most valuable areas for molluscs. Other areas include the littoral rainforest association along Middle Rill (north of Garie Surf Club) and Palm Jungle (north of Werrong)⁸⁴.

Three species of introduced fauna, deer, rabbits and foxes, have been noted within coastal area of the park. The fallow and Javan rusa deer are the survivors of several species introduced to Royal National Park early this century. The animals have a considerable impact on vegetation structure, regeneration of native species and soil stability. Their presence is not consistent with the protection of the environment and the conservation of native species.⁸⁵

The extent of the landscape utilised by deer appears to be most extensive – with ranges for particular groups extending between the sandstone

communities on the ridgelines and escarpments within the Royal National Park and the shale and sand based landscapes of the cabins areas.

Recorded impacts of deer on the landscape and plant communities range from increased soil erosion (particularly the sand landscapes on steep slopes), degradation of littoral rainforest community understorey, and impacts on the structure, floristics and regeneration capacity of native vegetation (varying between species and seasonally). Culling or control of the introduced deer populations has ceased pending the conclusions and recommendations from a Macquarie University PhD study currently being undertaken. Review of the previous NPWS Deer Management Policies and Plans will be undertaken in conjunction with the conclusions of this study between 2001 and 2004.

The extent of the landscape being utilised by rabbit populations appears to be restricted largely to the sand landscapes around Era. Little evidence of their presence within the broader shale landscapes was noted during inspections.

3.3.2 Cultural Heritage Characteristics

Aboriginal Use & Occupation

The earliest dated sites of Aboriginal occupation of the NSW south coast region include a rock shelter at Burrill Lake [approx. 20,000 years BP] and an open shell midden site at Bass Point [dated to approximately 17,000 years ago]. These would have been occupied at a time when the sea level was much lower and the present coastline would have been an inland environment drained by streams. At this time these sites were inland and the coastline, due to falling sea levels, was approximately 15-20km further east of its present position. The present coastline was formed around 3,000 years ago when the sea levels stabilised.

There are no other Pleistocene, or sites dated to the last glaciation on the Sydney coast. There are two sites dated to around 7,000 years ago, which are a sheltered midden at Curracurrang in Royal National Park and an open campsite containing a hearth at the Prince of Wales Hospital in Randwick. The majority of sites throughout the Sydney Basin are dated to within the last 2,500 years and along the coast demonstrate exploitation of marine resources at the current sea levels.

⁸⁴ RNP Plan of Management pp23

⁸⁵ RNP Plan of Management

Most sites around the present coast date to the Holocene period. There may be older sites on surface landforms which may or may not have been covered by the sand movements associated with the present coastline formation following the Pleistocene. Many of the oldest sites will have been inundated during the period of rising sea levels at the end of the last glaciation.

Our understanding of the archaeology of the study area is relatively limited. Most of the known sites along the coast in Royal National Park have been identified by interested amateurs, academic archaeologists and, more recently, by NPWS staff. Academic research in the late 1960s and 1970s focussed on well-known large sheltered and open occupation sites along the coastal strip or in Port Hacking. Megaw (1974) excavated a series of sites at Kurnell, Gynea Bay, Wattamolla and Curracurrang. These were among the earliest archaeological investigations along the NSW coast and apart from some limited site surveys as part of more recent infrastructure projects such as at Bundeena, Maianbar and Fishermans Bay, there has been little archaeological work in Royal National Park since.

The number and distribution of sites in the wider region are unlikely to reflect an Aboriginal pattern of occupation and are more likely to be a result of post invasion development impacts and the variable nature of archaeological study. Focussed site survey has been conducted on the sandstone formations to the west of the coast and this bias has resulted in a disproportionate number of sites having been recorded in these areas. Large portions of this landform type are taken up as water catchment and there is restricted access. Sites have survived in greater number and in relatively good condition. The intense concentration of coastal development has resulted in the destruction a large number of sites to the north and south of Royal National Park and those surviving have been variously affected by this type of impact. The shell midden sites along the coast within the park have remained relatively in tact, particularly in areas where there is no direct road access. The main impacts derive from storm erosion, the past pastoral activity, free ranging deer, and recreational use associated with the shacks and coastal walkers.

There is ample evidence that the Royal National Park coastal strip was an important focus for the Aboriginal owners over a considerable period. Site recordings between Little Garie and Burning

Palms began in the early 1970's. Eugene Stockton identified the major midden at North Era and two others at South Era in 1973 as part of amateur research. Phillip Hughes and Marjorie Sullivan recorded a midden at Little Garie in 1973 and included it in an academic assessment of post depositional effects on coastal middens. Since then the sites have been recorded or re-recorded by amateurs or hut owners. The quality of the recordings varies considerably and location details are often inaccurate. Two previously unrecorded sites and two sheltered potential archaeological deposits [PAD's] were identified during the course of the present study.

The sites are strongly related to the topography and underlying geology. Sheltered occupation sites and axe grinding grooves are located in the Hawkesbury sandstone formations of the scarp above the beaches. Open occupation sites [middens] are located along the Holocene beach dunes or above the rock platforms below the headlands separating the beaches. No sites have been identified on the hill slopes based on the Narrabeen (Watagan) group of sediments.

European Tracks & Access

European use and occupation of the coastal edge has traditionally been and continues to be concentrated in the lower section of the escarpment and beach areas, which will be discussed in the following sections of the report. The Coastal Edge Zone features a number of walking tracks and paths which traverse the upper escarpment area affording a number of vantage points and vistas.

Garie Road provides vehicular access to Garie Beach and connection to the coastal walks which lead to the northern subject beach and cabins areas. Close to the junction of the Sir Bertram Stevens Drive and Garie Road is the Governor Game Lookout which boasts panoramic views of the coastal edge and views over North Era, Mid Era Point, South Era and Semi Detached Point. The Aboriginal Midden site at North Era and the South Era cabins occupying Semi-Detached Point are clearly visible.

Travelling east, down along Garie Road is another vantage point located at the crest of the hairpin turn. This informal lookout provides another view of the coast and a view of the Little Garie coastal cabin group.

Also close to the junction of Sir Bertram Stevens Drive and Garie Road is the start of an unsealed road which extends south west approximately along the line of the Garawarra Ridge and leads to the Garawarra Farm complex. The complex features a large, open, unsealed area, used as a carpark. Signage at the end of the road indicates the start of the Cliff Track, leading to Lilyvale and Otford, and the Coast Walk. The Coast Walk, according to the sign leads to Burning Palms (2.5km), Era (2.0km) and Garie (4.2km).

The Coast Track extends east from this point along the Burgh Ridge. It traverses Hawkesbury sandstone (Bundeena) outcrops and scarp and lower largely cleared slopes formed on Narrabeen sandstone, siltstone and shales and features a suite of Aboriginal sites located along or adjacent to the track.

There are two sheltered occupation sites situated within 20m of the track in the upper elevations of the scarp. These sites are located in sandstone overhangs and contain archaeological deposit or art. A third could not be relocated and may be one of the other shelter sites plotted incorrectly. An axe-grinding groove site containing nine grooves is situated immediately adjacent to the track. All these sites appear to be relatively intact. Disturbances are largely limited to animal burrowing.

Two sheltered overhangs containing potential occupation deposit [PAD's] are located immediately adjacent to the track in the wooded upper elevations. Three trees bearing scars and metal axe marks are also located on or adjacent to the track. They are likely to be the result of bark removal for early European shelter or cattle water troughs.

At the break of slope, below the sandstone outcrops, an exposure of red rock suitable for use in stone tool-making was identified. The track is cut through the rock exposure in several places over 50m. No signs of Aboriginal stone extraction or quarrying or core reduction is evident, however the stone types present in the middens may include examples of this rock.

The Burgh Track has been traditionally used by pastoral and recreational users of the coastal environment and continues to provide the major thoroughfare and access to the beach and cabins areas of Era and Burning Palms.

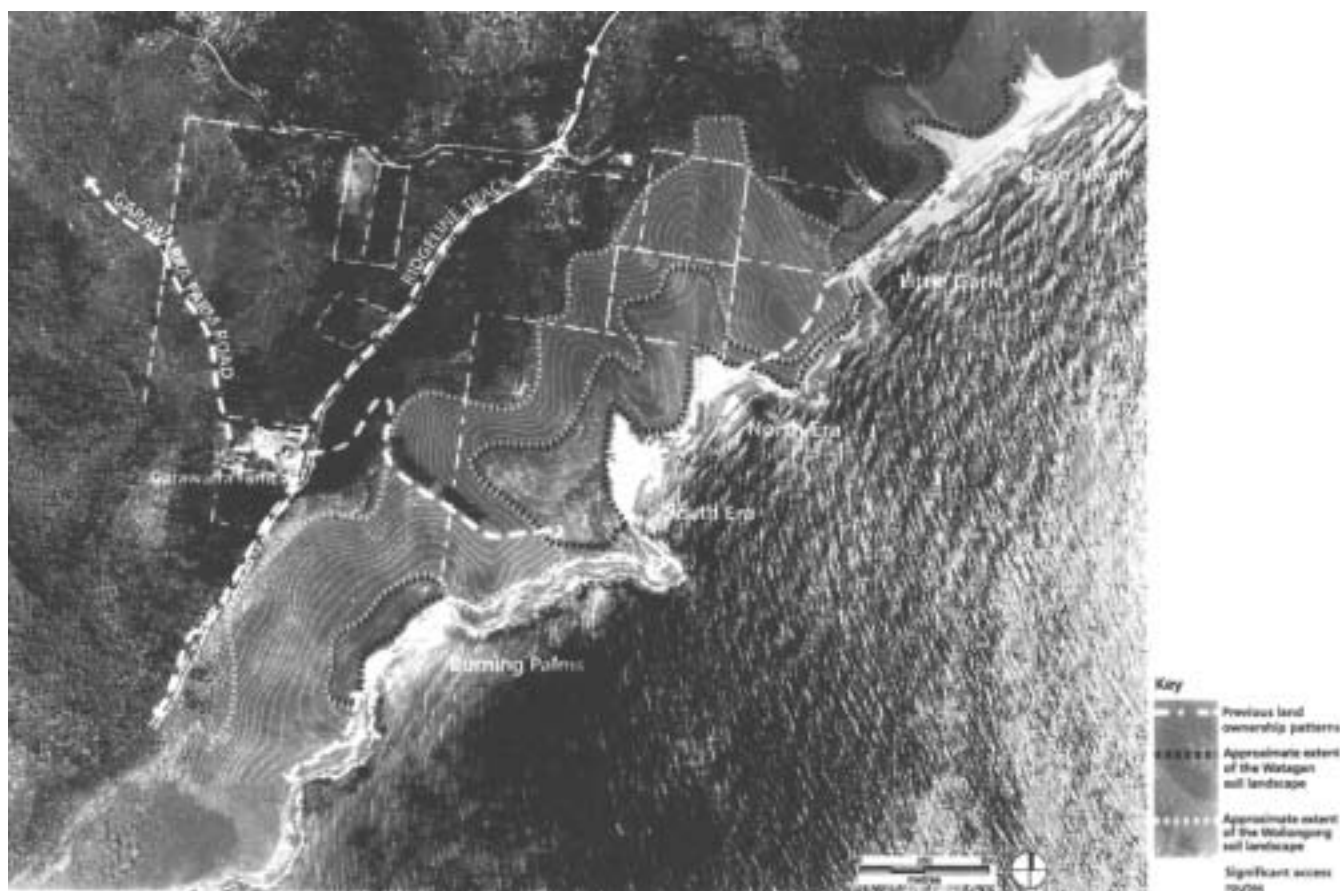
The access track to Bulgo which may have been created as early as the 1880s by residents of Helensburgh and Otford for access to the beach and the Green areas, features several notched palm trees. These served as markers for the track. The subsequent cabin residents of the beach and Green areas formalised the track, and created stairs, drainage and signage along its length from Lady Wakehurst Drive to the cabin areas.

The lesser used Mid Era Track was created by bushwalkers and cabin users to access North Era and South Era. Several stone ringed circular fireplaces are located on the headland above Mid Era Point.

3.4 The Pastoral and Recreation Zone

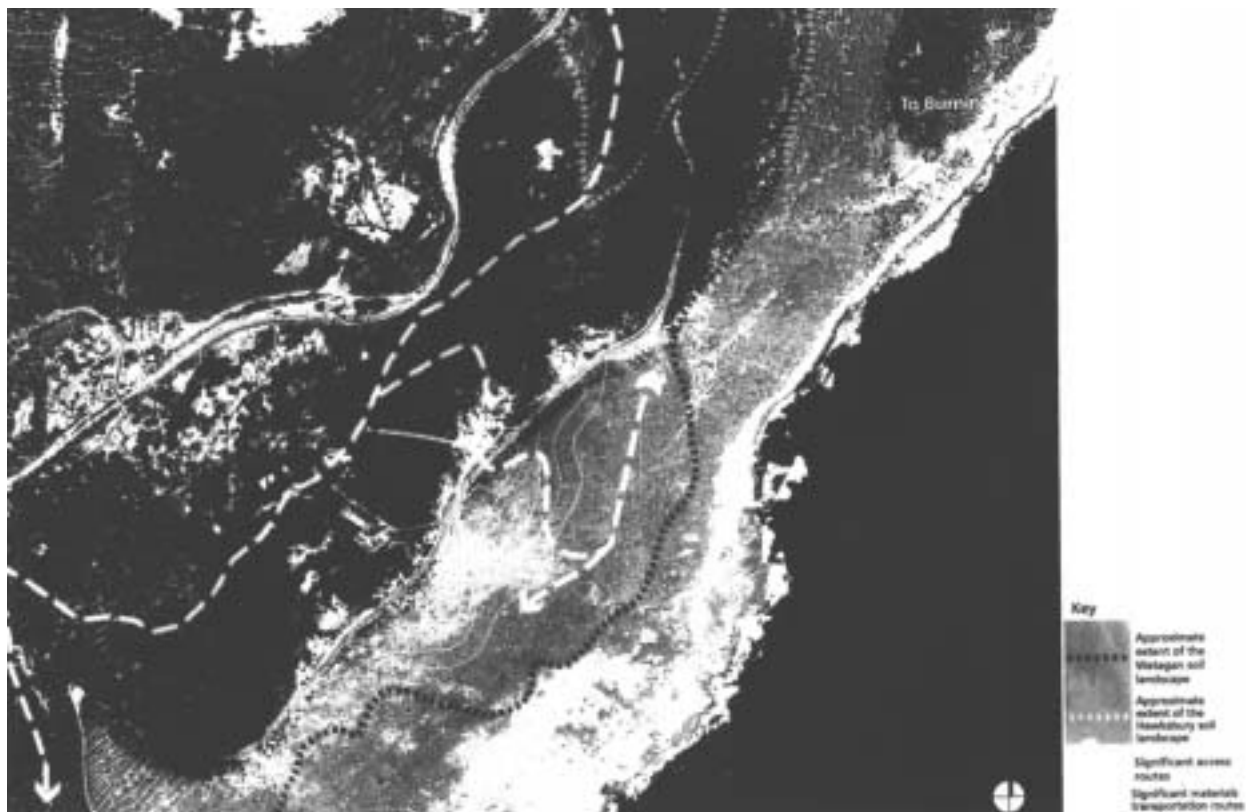
The Pastoral and Recreation Zone forms a significant and distinct part of the Coastal Edge Zone and backdrop to the immediate environs of the cabins areas. The distinction is primarily due to its topographical and ecological attributes which sustained a more concentrated and varied use which differentiates it from the upper reaches of the escarpment, coastal edge and general park area.

The use of the word “pastoral” is used in a broad sense and taken to include Aboriginal use and exploitation of the coastal landscape primarily for food resources, in addition to the extractive treatment of the landscape by the timber getters and grazing use. The Pastoral and Recreation Zone is roughly delineated by the shale and soil landscapes occurring within the coastal edge zone, on the mid to lower slopes of the escarpment.



Plan 4a The Pastoral and
Recreation Zone
Northern Cabins Area

Northern Cabins Area



Plan 4b
The Pastoral and Recreation
Zone
Southern Cabins Area

3.4.1 Natural Heritage Characteristics

The Pastoral and Recreation Zone essentially features Watagan, Hawkesbury and Wollongong soil types identified and discussed in the previous sections, comprising moderately inclined rolling low hills extending from the very steep hills and upper reaches of the escarpment to the beaches, coastal foredunes and hind dunes more closely associated with the cabins areas.

The thematic history clearly illustrates the patterns of past clearing and land use of the coastal edge of what is now Royal National Park. Clearing of the original plant communities and agricultural use of the landscape closely follows the extent of the shale (Watagan) and sand (Wollongong) based soil landscapes identified in Section 3.2.

These two soil landscape groups (and particularly the Watagan soil landscape) generally have the higher soil nutrient levels than the surrounding sandstone based landscapes. Accordingly, these areas would have been most productive in an agricultural sense (although, still considered to be marginal in terms of agricultural capability⁸⁶).

Clearing and pasture improvement activities would have been more intense within these landscapes, and domination of some sections of the landscape with exotic pasture grasses such as Kikuyu (*Pennisetum clandestinum*), Carpet Grass and Buffalo Grass (*Stenotaphrum seccundatum*) appear to attest to this.

The zone largely features plant communities associated with the shale soil type mainly and sedgeland with areas of littoral rainforest (notably west and south west of Burning Palms and Bulgo) and pockets of coastal gully forests in the vicinity of the cabins area (notably to the north west of Little Garie and west of North and South Era). A section of "Rainforest Type b" (after Keith 2000) is located north west of Little Garie. Exotic grassland and sandstone plant communities are typically located in the vicinity of the cabins areas.

Plant Community Regeneration

With the cessation of grazing and intense agricultural use of the zone, patterns and processes of plant community regeneration are emerging.

A review of a series of historic aerial photographs of the study area indicates that there has generally been an observable increase in the extent of native canopy in the cleared sections of the shale based landscape since 1947. However, between 1978 and 1984 a significant decline in the density and extent of shrub/canopy cover was evident in several large sections of the study area, whilst shrub/canopy regeneration appeared to increase in other areas. A significant decline in shrub/canopy species also can be observed between 1984 and 1996, although these declines are very localised (but extensive).

The increase in the observable extent and density of shrub/canopy cover since 1947 indicates that the natural regenerative processes for many of the native plant communities are still clearly functioning within the study area (primarily the shale based landscapes), albeit possibly for only a limited number of species. Whilst the observable increase in canopy extent and density in some areas over time may reflect the regeneration of existing canopy species following disturbance (eg. Coppicing from lignotubers in *Eucalyptus* spp.), it is clear that not all canopy re-establishment is occurring in this manner.

Field observations during the production of this plan identified new seedlings of many canopy species within the disturbed Pastoral and Recreation Zone (although many were dead or dying due to environmental stresses). Overall, the periodic and localised decline in observable native shrub/canopy species appears to be related to the impact of natural processes rather than any direct impact from land use associated with the cabin areas (eg. Fire impacts on the ridgeline between Era and Little Garie and the upper valley of Burning Palms).

There are several factors and combination of factors which appear to be influencing the rate and extent of natural regeneration and the successional plant community. These are considered to include:

- § Soil landscape (combination of topography and soil type);
- § Aspect;
- § Ecosystem / community resilience;

⁸⁶ Hazelton & Tille, 1990

- § Proximity of site to propagule sources (or vectors for propagule movement) where initial site resilience is low;
- § Impact of natural processes eg. Fire frequency and intensity, storm/ climatic impacts;
- § Impacts of introduced animals (eg. Deer, rabbits);
- § Impacts of introduced plant species.

The regeneration of native plant communities within the shale based landscapes appears to be following a successional pattern. This pattern (simplified) is considered to be as follows on the exposed shale and sand based landscapes:

- a) Heavily disturbed (cleared) and exotic pasture improved grasslands – cessation or reduction of managed grazing activities.
- b) Recruitment of Bracken Fern (*Pteridium esculentum*), *Lomandra longifolia* and *Poa poiformis* dominated grasslands/sedgeland. There is evidence of apparent displacement of exotic pasture grass species with bracken/*Lomandra*/*Poa* within the immediate vicinity of the cabin areas (eg. Era) and on the headlands south of Burning Palms.
- c) Progressive recruitment of Coastal Banksia (*Banksia integrifolia*), *Allocasuarina verticillata*, *Leptospermum laevigatum* and/or Bangalay (*Eucalyptus botryoides*) and/or rainforest species (eg. *Acmena smithii*, *Cassine australis*, *Tristaniopsis laurina*). In some areas, the recruitment of rainforest species appears to be occurring in the absence of a *Banksia integrifolia*/*Eucalyptus botryoides* canopy (eg. Sections above Bulgo) whilst in other areas it is apparent that rainforest species recruitment is occurring following *Banksia*/*Eucalyptus* establishment.

The sand based landscapes and community types appear to be the most significantly affected in terms of regeneration processes and potential. Most of these areas within the study area are either largely devoid of locally indigenous species (eg. the dune systems behind south and north Era beaches) or severely impacted by degrading influences (eg. soil erosion and weed infestation in south Era and Burning Palms; grazing by deer in north Era). A combination of their close proximity to high use areas of the landscape (ie. the cabin areas and beaches), their high vulnerability to instability (arising from human and animal use and

dynamic coastal processes), and the absence of (or close proximity to) reservoirs of native plant propagules has resulted in the natural regeneration processes being severely depleted in these areas. A high degree of intervention is considered to be required to facilitate the stabilisation and restoration of these areas.

Introduced Plant Species

There are a number of introduced plants species located within the zone and which can be categorised into three broad groups:

- a) Agricultural weeds - those species introduced deliberately or accidentally during the agricultural period of the landscape. These include pasture grass species and opportunistic weeds such as Blackberry (*Rubus fruticosus*), Nagoora Burr (*Xanthium* sp.) and Thistles.
- b) Environmental Weeds – those species which have apparently colonised sections of the landscape in response to disturbance. Examples include Crofton Weed (*Ageratina adenophora*) and Lantana (*Lantana camara*). It is difficult to determine a direct link between the presence of these species and agricultural or cabin community use of the landscape. These species tend to be easy spread by natural vectors such as wind or bird movement. These species are generally those which are able to establish in landscapes with low to medium soil nutrients.
- c) Ornamental species - which tend to be more related to the cabins areas

3.4.2 Cultural Heritage Characteristics

It is clear that the natural characteristics of the Pastoral and Recreation Zone, the flatter coastal topography, ecology and natural and aesthetic features of the landscape, including headlands and beaches, have contributed to the resource utilisation, appreciation and recreation, protection and conservation uses of the area.

Aboriginal Use & Occupation

Aboriginal use of the zone is evidenced by a number of sites. The largest of the middens described by Stockton is located at North Era. This site comprises a compact shell lens and an extensive surface scatter of stone artefacts and shell over a deflated portion of a sand dune between the south end of the beach and a gully towards the north end of the beach. The midden is similar in composition to the other middens recorded for this coast. It contains substantial quantities of stone artefacts and rock platform shellfish remains suggesting localised exploitation of resources possibly dating to the last 3,000 years.

The dune separates the beach from a camping ground. Most of the midden is currently enclosed by a wire fence. The north end of the midden is not enclosed by the fence and is traversed by campers seeking access to the camping ground behind the dune. A number of sign posts advise the visitor of the importance and sensitivity of the site but contain inaccurate information about the content of the site. Reference is made to the Aboriginal exploitation of Cockle [Bimbla] particularly around Port Hacking but none is present at this site. In effect, this detracts from the importance of the localised or specialised adaptation of the Dharawal people to this place.

In 1964 an Aboriginal burial was removed from the North Era midden. The burial of an adult Aboriginal male was located at the north west of the midden six feet from the dune crest. The burial remains are held in the Human Osteology Collection at the Australian Museum [ref: Aus. Mus. Human Osteology Database]. To date they have not been included in the NSW Aboriginal Land Council burial repatriation program. Discussions with Dharawal members of the La Perouse Aboriginal community and the Wadi Wadi of the Illawarra region indicate a firm desire for the return of these remains to their place of origin.

Subsequent Use

From the early 1800s until the late 1960s, this part of the coastline was managed under freehold land ownership for a number of pastoral and agricultural pursuits. In addition to the timber clearing for pasture lands and mining infrastructure on the coast, red cedar was removed from Bulgo and South Era in the early 1900s.

The cabins landscape has a history of grazing activities from the early 1830s through until the 1960s. Large areas of land were subdivided along this coastline and granted to settlers in the mid 1800s, who subsequently began to clear and cultivate large areas of native vegetation along the coast for grazing activities. Photographic evidence of the area from around 1920 (prior to cabin construction) shows the undulating lands near the coast had been almost entirely cleared for pastoral purposes, with only the steeper escarpment slopes remaining uncleared.

The clearing of vegetation and the introduction of pasture grasses altered the coastal landscape and the adjoining escarpment areas. The introduction of domestic stock and associated intensive grazing activities impeded the regeneration of native vegetation, and introduced problems of erosion to many tracks and access ways, particularly on steep sandy slopes. The later introduction of deer, rabbit and foxes for hunting and sporting pursuits, resulted in significant changes to native fauna populations as well as a continued impact upon native vegetation.

The cabins landscape today evidences the result of over 150 years of grazing by both cattle and later deer and rabbits. Landscape impacts associated with these activities include soil erosion and compaction, reduced regeneration of native seed and the continual pruning of surviving grasses, trees and shrubs by incumbent deer populations.

In addition to the landscape impacts evidenced on the site today, the Burgh Track provides another important landscape connection between the utilitarian uses of the area and the next major land use. This track, which connects South Era to the Garawarra Farm, was the main track used by graziers to move cattle to and from this area, which ascended the escarpment and continued to Helensburgh. As recreation uses of the area increased, this track became the main access route for people from Helensburgh to the coastal areas,

and remains the main route to Era and Burning Palms.

An important phase of land use and ownership is closely tied to the increased use of this area of the coast for recreational activities. Before roads were constructed in this area, the zone had become a popular recreation destination, particularly for swimming, surfing and fishing, but also for its scenery and the many opportunities for nature appreciation. These activities were associated with local communities such as Helensburgh, and the establishment of coal mines in this area. However as early as 1912 at Era, and throughout the 1930s across the other sites, bush walkers and other visitors and locals began to use this zone for weekend camps. It was these families and community groups that established, through weekend fishing trips and later camping for weekends and holidays, a history of recreational use at these places. Accordingly, three surf life-saving clubs were established in this area before the Second World War. (Garie in 1938, South Era in 1938 and Burning Palms in 1939) to provide protection to swimmers and surfers.

The bushwalking and nature appreciation movements of the 1930s continued to increase awareness and usage of the area. The bushwalking and conservation groups, led by enthusiasts such as Miles Dunphy, supported the return of the area to a “primitive” state, with no tracks and no shacks. These groups were generally opposed to the shacks along the coast as they were a relatively permanent sign of human intervention, which was not considered appropriate by conservationists.

From the 1930s onwards the conservation and bushwalking groups continued to grow, and demand for the coast to be used for recreational purposes was now in conflict with the ideals and beliefs of the conservation groups. These groups expressed strong desires to see these coastal lands dedicated for the purposes of conservation. In 1934 the conservation groups persuaded the Government to establish an area known as Garawarra Park as a Primitive Area. Garawarra Park included the area directly behind Burning Palms Beach and continued south.

This dedication required all existing shacks behind Burning Palms beach to be removed and cabin sites to be relocated to the northern headland between 1934 and 1949, into the private pastoral land remaining between the National Park and the

now Garawarra Park. The relocation of these shacks north of the Garawarra Park boundary remains today as a physical reminder of the boundary of the divide between public recreation and nature conservation. The relocation of the shacks to the foredunal area at the north of the beach has resulted in an undesirable, exposed southerly aspect for the Burning Palms shacks and ongoing problems with erosion, resulting from increased access and activity on the vulnerable sandy foredunes.

3.5 The Cabins Areas (Bulgo, Burning Palms, South Era & Little Garie)

The four groups of cabins studied within this Conservation Management Plan are located along the south-eastern coastline of the Royal National Park.

The inherent landscape characters of each of the four cabins areas are directly influenced by the natural and cultural history of the broader coastal edge in which they are sited. The natural landscape, topography, geology, vegetation and aspect, have directly influenced the land use patterns, phases of land ownership and range of user groups that begin to illustrate the cultural history of the area.

The thematic history emphasises the changing values associated with the cabins areas resulting from the ownership and management changes of the cabins areas to the present. These changes provide further information on the changing use requirements and the development of the cultural landscape in response to the demands.

The cabins landscape is complex and dynamic, containing a diversity of flora and fauna communities, and numerous intricate natural systems, which are quite vulnerable to change, and have considerable natural value. The cultural value of this landscape is also highly significant, many elements of which serve as reminders of past uses and also demonstrate the development of both recreation and conservation activities in this area.

An appropriate example of this balance between the natural and cultural values of the site is apparent when considering the open grassed area of the cabins' immediate surrounds. These open areas are integral to the cultural value of this area, contributing to the overall landscape character and reminiscent of the pastoral land uses. However, the regeneration of the surrounding bushland has significant natural and ecological value, and contains unique examples of regenerating coastal vegetation communities. In certain instances the regeneration of some species (particularly banksias) is beginning to enclose the area around the shacks, reducing open grassed areas, restricting views and reducing natural light.

In addition, these grassed areas are currently being grazed by local deer populations, however, NPWS have committed to reducing and/or removing deer populations within the park. This will have a definite impact on the study area, either increasing required maintenance levels, or decreasing the cultural value of the cabins landscape.

Any programme that reduces the deer population will also need to consider how to manage the resultant regrowth in bushland.



Plan 5a The Northern Cabins Areas



Plan 5b The Southern Cabins Areas

3.5.1 Natural Heritage Characteristics

The natural character and vegetation characteristics of the four cabins areas is directly related to the soil configuration of the landscape. The three northern groups of Little Garie, South Era and Burning Palms feature a combination of Wollongong and Watagan with Hawkesbury landscape making up topography of Semi Detached Point and immediate coastal edge south to Burning Palms. Bulgo is entirely located on Watagan soil landscape.

The existing plant communities follow accordingly with a mix of sand, shale and sandstone based vegetation located in the northern cabin areas and predominantly shale communities located at Bulgo.

In addition to the exotic grasslands associated with the pastoral use of the landscape, introduced plant species in the cabins areas are primarily ornamental and exotic plant species associated generally with the non-agricultural use of the landscape. Most of these species appear to be related to the cabin communities and garden plantings. The extent of spread of these species ranges from extremely isolated (generally non-invasive horticultural plantings - certain Palm species, Norfolk Island Pines etc) to extensive (in the case of some species such as the succulents, Arum Lilies etc).

The invasive potential of some species is, to a degree, uncertain (eg. *Oleander* sp.) although their invasive potential in natural landscapes has generally been well established at other sites in the Sydney Region.

In many cases, the location of these species within the landscape reflect the former location of cabins. Some introduced species pose a serious threat to the regeneration of the native plant communities in the landscape whilst others pose little or no threat.

No native plant species scheduled under the NSW Threatened Species Conservation Act (TSCA) 1995 have been recorded within the cabins landscape or within the locality (NPWS NSW Wildlife Atlas Database records – January 2001).

Fauna

No comprehensive surveys of native fauna present or utilising the cabins landscape have been undertaken. Observations by cabin owners indicate an increase, in recent years, of species such as Diamond pythons, possums, echidnas whilst a decrease in species such as New Holland Honeyeaters has been reported. Without systematic surveying of fauna it is difficult to determine how accurate these observed increases and decreases are, or whether they are more reflective of the frequency of cabin owner observations. Undertaking additional studies in this area was beyond the scope of this report.

As previously noted, ten species of native fauna scheduled as vulnerable under the TSCA have been recorded in the locality, however only two of these (Broad-billed Sandpiper and Grey Falcon) have been recorded within the cabins areas.

Four species of introduced fauna have been noted within the cabins areas, these are; pet dogs, deer, rabbits and foxes. As previously noted the area covered by the deer appears to be extensive, however there is an apparent increased intensity of grazing pressure around the exotic grass dominated sand landscapes in the Era area, and within the immediate vicinity of each cabin area. Whilst there appears to be broad consensus within the cabins communities that the deer should be removed or heavily controlled, there is also evidence that deer are fed by some cabin users and visitors.

The extent of the landscape being utilised by rabbit populations appears to be restricted largely to the sand landscapes around Era. Observations by cabin owners in relation to the size of the population of rabbits appear to conclude that it is, at this point, smaller than in previous decades and subject to biological control (recorded use of the landscape during the depression, for example, noted rabbits as an important food source for local people). Several active warrens were noted in the Era area. Control of the rabbits by cabin occupants has been undertaken in previous years, although not in an integrated manner. It was also noted by NPWS staff that any systematic control of rabbit populations within the cabins area would need to be integrated with a Fox control program to minimise the potential for increased predation of native mammals by foxes if rabbit populations diminished significantly.

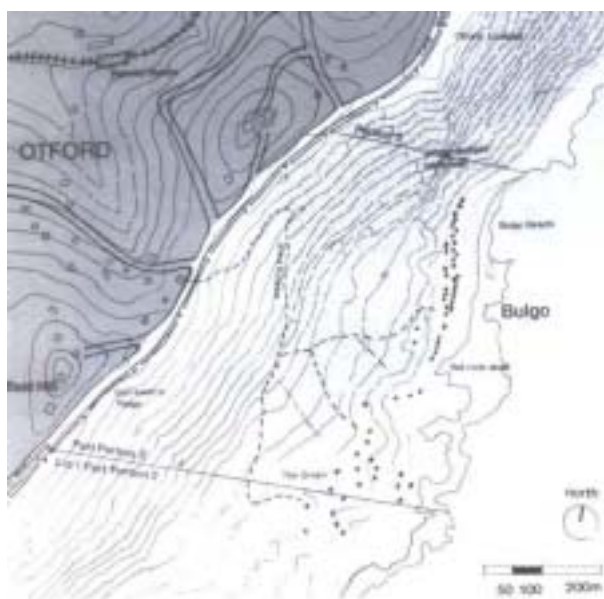
3.5.2 Cultural Heritage Characteristics

There are a number elements within the cabins areas which indicate the cultural characteristics of the four areas. Perhaps the most obvious cultural element within the cabins areas is the cabins themselves together with associated structures and elements such as retaining walls, water tanks and water systems that illustrate the on-going weekend and holiday recreational use. Other structures such as the Surf Life Saving Club buildings at Burning Palms and South Era and boatsheds signify other recreational uses of the immediate cabins areas.

The shacks at Bulgo, Little Garie, South Era and Burning Palms were mostly built between the 1930s and the 1950s, whilst the land on which they are sited was still under freehold ownership and was used for grazing purposes. Evolving out of tent camping, the light canvas materials were gradually replaced with solid-walled shacks, providing examples of dwellings constructed free from almost all normal constraints but influenced by others such as the need to carry in most materials down long tracks and steep hills. Until 1930, bush timbers (including cabbage tree palms) were often used in cabin construction. Some evidence of this remains particularly at Bulgo.

Elements such as the various interconnecting paths and tracks remain as evidence of the exploitive, pastoral and continuing recreation use and appreciation of the immediate coastal environment.

3.6 Bulgo Cabins



Plan of Bulgo Cabins Areas
1994 Draft Cabins CMP

Access

Access to Bulgo is via a track approximately 1 kilometre long that winds down the escarpment of the Garawarra Ridge and begins north east of the café on Lady Wakehurst Drive at Otford. A roughly sealed car parking area used by the shack owners and visitors to the area is located directly opposite. The track access point is not delineated or discernible in any way and is reached by stepping over the continuous moulded steel railing which bounds the side of the road.

The nature of the track varies as progress is made down the predominantly shale landscape of the escarpment. The surrounding vegetation comprises relatively open woodland at the top of the escarpment, through to sections of coastal heath and littoral rainforest areas continuing down the track. Figure 19, shows the denuded escarpment, it would appear that the cabins located on Bald Hill are visible from the road and start of the track. Today, it is not possible to see all of the cabins until some way down the escarpment, due to the vegetation cover. See Figure 20.

Sections of the track have been formed to maximise water run off and feature gutters which are regularly cleared of leaves and debris. The timber track runs perpendicular to the main track and extends straight down the main hill. This

track traditionally has been the route for transportation of most materials to the area since the establishment of the site. A skid was used and dragged down the slope with goods strapped to the frame. Half way down the escarpment, the main track splits in two, with one branch leading to the beach and main grouping of cabins and the other continuing directly to The Green.

There are important views from the main track at key openings – firstly to The Green, where clearings and cabins are visible, and then from lower areas through to the beach and the main cabin settlement.

The journey to the beach from the road is an important part of the cabins landscape with noticeable changes in the vegetation structure and densities contributing to a sense of progression toward the beach. Parts of the track are enclosed and dark and other parts open up and provide sweeping views over the ocean.



Figure 19
Photograph showing denuded escarpment above Bulgo, circa 1984.



Figure 20
The Bulgo track, winding through dense vegetation cover.

Aboriginal Resources

A shell midden is located in an eroded bank above the rock platform at the south end of Bulgo Beach at the mouth of a gully containing three shacks. The site is subject to storm erosion and surface deposits above the midden layer contain metal and glass debris. The midden layer is 20cm below the surface and is 5-15cm thick in a grey brown charcoal rich clayey layer. Parts of the bank containing shell midden have slumped, exposing an 8m strip of midden in section. The midden comprises: Cartrut-shells *Thais orbita*; chiton *Plaxiphora costata*; Triton *Cabestana spengleri*; Periwinkle; and, Limpet. Snapper bone and stone artefacts are also present.

A number of shack owners reported two painted art sites in the scarp above Hell Hole to the north of Bulgo. It is likely other midden sites are located along the beach dunes at Bulgo under the cabins. Open camp sites may also be located under the turfed higher and relatively level ground to the south of the beach.

Settlement & Siting

The main, northern group of cabins at Bulgo are located within a narrow strip of land between the beach and the steeply rising, vegetated land of the escarpment. The cabins have an easterly aspect directly overlooking Bulgo Beach, and as such are exposed to coastal wind and weather patterns, as well as wave action during high tides.

The siting of the cabins is reflective of a 30m Crown Reserve established in the 1830s and is characterised by a tight spatial arrangement, arranged in rows two deep behind the beach with only three to four metres between. See Figure 22. The close spacing of the main beach group differentiates it from the other cabin groups at Little Garie, South Era and Burning Palms.

Most of the cabins in the main group at Bulgo were built in the early 1930s during the Depression. The cabin community has strong connections with Helensburgh and mining activities in the area. These associations remain apparent in the cabin siting and landscape today.

The Bald Hill area (known as The Green) south of Bulgo, was added to the Royal National Park in 1989. This group of cabins are generally spaced further apart and lie in former grazing land. See



Figure 21
The Bulgo access track



Figure 22
The Bulgo beach cabins

Within the cabin settlement there are a number of paths and tracks which connect the various areas. The main access tracks, and many of the smaller paths, are maintained by the cabin community, using found or donated materials.

Within the beach settlement, most paths and retaining walls are concrete, which is considered by the cabin community to be one of the most durable materials in such an exposed location. There are supplies of local stone around the beach area, but this stone must also be set in concrete to enable the material to endure wind and water action. Many of the paths and retaining walls constructed along the beachfront have been severely damaged or removed by these processes in the past.

There are several eroded areas on beach front, particularly where drainage lines meet the sand.

Definitive landscape characters and/or landscape uses

The Bulgo cabins have particular social significance because of strong associations with the northern Illawarra, particularly Helensburgh, and the mining activities and communities, that differentiate it from the three northern coastal groups. Whilst aspects of Bulgo's history are similar to the other groups, its strong family and social ties have produced a village of a different and tighter spatial and social form, with strong community association amongst cabin owners.



Figure 23
Cabins on The Green above Bulgo beach.



Figure 24
Track between cabin groups

Neither landscape nor lifestyle appears to have changed greatly in 60 years – the cabin owners are older than the other areas and many are possibly only the second generation to own the cabins. There are a number of significant landscape modifications resulting from the cabins settlement – such as the enlargement of a small channel in the

rock shelf in the middle of the beach. See Figure 25. This area was blown up by cabin owners in the mid-1900s using explosives supplied by those cabin owners who worked in the mines. The enlarged rock channel allowed entry point to the beach and cabins settlement for boats, as well as providing local stone for construction. See Figure 26.

Bald Hill was probably cleared by early settlers, and cattle grazed on the site up until the 1960s. The cabins in this area were constructed much later than those on the beach, (up to the 1980s), and as such this area has a different setting and social structure. The Green is mown weekly by cabin owners, as deer are not prominent in this area and the grass requires constant cutting.

A number of observations have been made by cabin owners regarding the regrowth of native vegetation in and around Bulgo Beach over the last 15-20 years. This is evident along the steep ridge up to Otford, and the lower coastal escarpments leading to the beach, where vegetation communities have resurged. Around the cabins, this regrowth has also occurred, and a number of native plants (particularly banksias) will continue to encroach upon the cabin surrounds and may eventually enclose some cabins and/or block views.

The Bulgo settlement has a strong and well-developed cabin community who combine to carry out much of the maintenance work of the cabins surrounds. There is community input to mowing and clearing activities as well as general access and track work to the cabin surrounds.

There has recently been some bush regeneration work on the mid-slopes, involving clearing of lantana and other weed species. A number of cabin owners have been actively involved in Landcare and in helping NPWS combat weed problems in the area such as century plant, prickly pear, oleander and mother of millions.

The water supply system for the Bulgo cabins has also been developed by the community over many years. The water collection system is quite efficient, involving the collection of running water from natural creeks and piping the water (gravity-fed) down to the cabins.



Figure 25
Rock channel, providing boat access to Bulgo beach.



Figure 26
Boat slipway to channel.

The Constructed Image

There are three principal types of structure at Bulgo;

- €# The shacks and cabins in their various shapes and forms

- €# Support structures including sheds, WC/showers and
- €# Community structures such as the boat shed and safety station.

These structures are located within two areas within the community called Bulgo;

- €# The main beach grouping and
- €# The Green.

The character and imagery of the built forms in each of these areas whilst similar, are very different, particularly in terms of size and scale, materials used and siting. These aspects are directly influenced by the different site conditions and environment as well as the differing historical development of the two areas. The similarities between the two areas are clearly evident;

- €# Materials, colour choices and reuse of materials have produced an expressive vernacular with the impression of suburban housing in some cases dispensing with some traditional elements such as eaves.
- €# Use and assemblage various traditional and improvised building materials.
- €# Relationship with the “outside rooms” and spaces.
- €# Combinations of roof forms and presence of chimneys and fire stacks and flues.
- €# Evidence of evolutionary development and changes.
- €# Use of solar power.

The main beach grouping generally enjoys an easterly aspect looking out over the immediate grassed dune and rocky beach and sea with extended views to the northern headlands and coast. The now vegetated escarpment behind provides physical separation from the access road and development above.

A combination of the topography and implications of the Crown reserve clearly had a part in the tight spatial arrangement and “two cabin thick” line of cabins along the beach. The cabins, boatsheds, toilets, showers, store sheds, paths and retaining walls create a dense arrangement and village type character unified by the close ties in the community. The siting apparently influenced by the mutual agreement with neighbours.

Initially cabins were made from materials that were easily available and transportable. A typical construction of the time was a bush pole and sapling structure with corrugated iron walls and roof (typically gable form). This may have influenced the small scale nature of the structures, in addition to the parameters of the Crown reserve.

Few had open external fireplaces and relied on the efficiency of internal fuel stoves for cooking and heating in winter. In later years, as the iron corroded and more durable products became available, the earlier materials were replaced or covered over.

Unlike other cabin areas, the main beach group of Bulgo features a direct relationship with the beach and the associated dynamics. The evolution of the built form is clearly evident and clearly associated with the extremely exposed location which required building materials to be constantly maintained and replaced. Some retain original or early fabric including sapling and bush timber structure overlayed with more recent additions and materials (particularly evident in boatshed structures).

The shacks along the beach feature concrete slab floors, the sandy ground providing a stable footing for the relatively small areas, more importantly however, providing a more durable material in the highly corrosive atmosphere.

The evolution of the walling and even roof form and cladding fabric is evident with the fibro walls and corrugated asbestos roofing material associated with the architecture of the 1930s through to the 1950s giving way to the more contemporary profile steel and aluminium sheet and even *Hardiplank* wall cladding material. Similarly timber windows have been replaced with aluminium windows.

Awnings of various types and descriptions also feature on most of the beach cabins. Possibly to provide some shelter from the morning sun, they also emphasise a connection with and importance of the “outside rooms”.



Figure 27
Cabin showing heating flue.



Figure 28
Cabins along Bulgo beach

The evolution of the other cabins area, where there was more physical room to grow, meant that the outside rooms and verandah spaces were eventually closed to provide more internal space for a growing family or to provide more conveniences to the original basic one room layout. See Figure 31.

The beach cabins on the beach generally appear maintained, although in varying condition. The exposed location necessitates constant attention and renewal which contributes to the less uniform character. However common features such as their scale, siting and relationship with each other draws them together and contributes to the character of the grouping.



Figure 29
Concrete slab floor edges and walkways

The Green and Bald Hill areas were used for grazing and pastoral activities with cows still present in the area until the 1960s and now predominantly features exotic grassland around the Cabins located in this area.

The cabins here are generally larger, free of the spatial restrictions of the beach area. Some of the structures are more traditional in nature whilst some are more expressive and individual. The cabins here appear generally well maintained and in good condition.



Figure 30
Evolution of building and roofing materials.

The Green and Bald Hill shacks feature a combination of slab on ground and suspended timber floor structure on a either stone, brick and timber pole footing because of the nature of the sloping site (sometimes a combination of these indicating extensions). Most feature open timber decks and water tanks are a more prominent feature here, unlike the beach grouping which are connected to gravity feeds from the creek and communal water tanks concealed in the vegetated areas of the escarpment.

The structures here generally feature more recent building materials, however their evolutionary nature is similarly evident. Like the main beach grouping the universal use of solar power is clearly evident with the panels and in some cased battery packs visible. In addition many of the cabins in both areas also feature suspended aerials on the roofscape.



Figure 31
Outdoor barbecue area, Bulgo



Figure 32
Cabin on The Green, note the large size in comparison to the beach cabins.

Archaeological and other Features

A small channel cut in the rock shelf in the middle of the beach is one of the obvious landscape modifications. This was blasted out with dynamite by the Bulgo community to provide boat access. The associated remains of a boat sliprail remains in line with the channel on the beach in front of the main boatshed. See Figure 25.

A rock pool, located at the southern end of the beach, was enlarged for children's swimming and in order to keep live fish and perishables. This was also constructed using dynamite, sourced from the Helensburgh coal mines. Other rock pools were also used for this purpose.

Both dry and wet packed stone retaining walls are located in and around the main beach grouping. These are generally used to shore up the slope behind shacks and some have been covered in poured concrete.

As discussed previously, Bulgo features a number of interconnecting paths and tracks. A small timber bridge structure located at the middle of the beach grouping connects the main path leading from the beach to Bulgo hill. Higher up on the escarpment an aluminium bridge forms a link in a pathway over a creek line which also features a corrugated steel channel and culverts.

A number of water tanks, pipes and infrastructure for transportation and storage of fresh water to the main beach cabins are concealed in the vegetation in the lower sections of the escarpment.

Other archaeological features include the sites of former cabins evidenced by concrete slabs, retaining walls, footings, surface drainage, former boat slips, the swimming pool/rock pool within rock platform adjacent to the Green, and general building material and garbage scatters.

3.7 Burning Palms



Plan of Burning Palms Cabins Areas
1994 Draft Cabins CMP

Access

The main access to Burning Palms extends from Garawarra Farm along the Burgh Track to the top of Semi Detached Point where the track separates and continues down the southern face of the headland to Burning Palms. Garawarra Farm features a large open space used as carpark where shack owners and visitors to the area, leave their cars and vehicles. See Figure 33. It is reached via an unsealed road which begins just east of the intersection of Sir Bertram Stevens Drive and Garie Road.

According to signage at the head of the track, adjacent to the access road, the Coastal track to Burning Palms is 2.5 kilometres. The nature of the track as it extends east, along the Burgh Ridge varies. The western section and head of the track is surrounded by primarily littoral forest which opens out into coastal heathland. The western section of the track is reasonably well defined and maintained, however as it extends east to the

headland there is some erosion evident influenced by the more open nature of the heathland.

The open and low nature of the heathland affords spectacular views south over Burning Palms beach and beyond. The rise of the escarpment behind the beach and the “crocodile” form of the headlands to the immediate south of Burning Palms beach is particularly evident. The Burning Palms Surf Life Saving Club House, located to the west of the beach, and some of the cabins are visible from the track.

At the eastern end of the track on the Burgh Ridge, a sign indicates the direction to South Era and Burning Palms. Continuing down the track, the rock platforms of the headland and adjacent coastal topography are highly visible along this section of the track.

There appears to be a number of tracks, paths and shortcuts leading to the cabin and beach areas. These are used by both cabin owners as well as surfers and fishermen who access the beach from Garawarra farm.

Parts of the tracks leading into the area are eroded. When compared to the other cabin groups, many of the paths and steps through the Burning Palms group are generally not well defined. This may be a result of the ongoing erosion problems experienced in the area. A number of areas around the cabins settlement have been fenced due to erosion problems.



Figure 33
Garawarra farm access road.



Figure 34
Garawarra track.

Aboriginal Resources

Two middens are located along the beach at Burning Palms, one at the north end in a sand dune above the beach, the other in a clayey loam deposit at the southern end of the beach.

The northern midden is disturbed by a walking track. The steep dune slope here is de-vegetated, and deflated. The area is presently fenced off to limit foot traffic/walkers and allow re-vegetation. Shell is scattered over a deflated area of 10x10m some 20m landward/behind and 10m above the beach. Shellfish represented are: Cartrut-shell, Spenglers triton and limpet.

The midden at the southern end of the beach is situated in a clayey loam 5cm below the surface. A 5-15cm lens of shell is visible over a 20m section of a 1.5-2m high bank above the beach. Potential deposit could extend landward up to 20m under a well-turfed flat area used by campers. Site is located adjacent to a small freshwater lagoon. 50% of the shellfish represented are limpet and periwinkle, also includes abalone, cartrut-shell, turbo and triton.

Settlement and siting

The Burning Palms cabins are located in a series of different groups, across the northern headland, banding around the headland and further up on the slopes of the escarpment. They feature southerly aspect with spectacular views south over the beach, immediate “crocodile” headland and further south to Wollongong. The lights of the industrial stacks and chimneys can be seen on a clear night.

Ashley refers to four “visual catchments” or localities within the cabin area:

- €# One grouping located in a low area at the north end of the beach where a small creek enters the ocean.
- €# A group of six higher and further around towards the headland, fairly close together with four almost in a line.
- €# The third group is located on a triangular space bordered by two creeks and the Burgh Ridge above including two in the open grassed area and
- €# The fourth group is widely spaced on the steep headland.



Figure 35
View of Burning Palms from Garawarra track.

These roughly coincide with four types of shale and sand type vegetation communities present within the Burning Palms Cabin Area. Namely: coastal open scrub around the lower grouping; sedgeland around towards the headland (both sand based communities); littoral forest and coastal heath/sedgeland surround the upper cabins (shale based soil landscape). Introduced species in these areas include Coral Trees and weeds such as the Mother of Millions.

The first shacks at Burning Palms were constructed behind the beach. Between 1930 and 1945, these cabins were moved to the Byrne property on the northern headland as a result of the dedication of Garawarra Park which included land behind the beach area. The new park was declared for conservation purposes and required the removal of all cabins within its boundaries.

Today the Burning Palms cabins reflect this sense of relocation – they are set into the headland with a direct southerly aspect and are exposed to southerly winds and storms. See Figure 36. As such, as Ashley points out, the cabin locations have been controlled by an historic event rather than best environmental choice. This siting choice has already presented problems with the cabin structures and surrounds, and certainly provides implications for their long term management.

A number of cabins are located on the dunal headland. This area is an integral part of the dynamic coastal foreshore and is highly erodible. There is much evidence of erosion already – many areas are unstable and have been closed off by cabins owners. Several cabins will be affected by these erosion problems in the short term – some toilets are now perched on the edge of small gullies that are badly eroded. A number of coral trees have grown in the gully area. See Figure 37.



Figure 36
Siting of B.P. cabins on southern headland.

Definitive landscape characters and/or uses

Due to the Cabin relocation, Burning Palms features a more “recent” community and appears to have a different social composition than other Cabin groups. Only one owner is from

Helensburgh and almost 60% reside in Sydney’s southern suburbs. In particular there are strong connections with Cronulla and other southern beaches/surfing communities.



Figure 37
Erosion gully, Burning Palms.

The surf club at Burning Palms has been a focus for the community and has linked it to the broader life-saving movement and wider community. Many of the cabin owners at Burning Palms go on regular patrol rosters and through involvement with the surf club have contributed valuable ideas to surf and other forms of rescue, such as designs for new surf boat construction and the establishment of the Westpac helicopter rescue service.

In the early 1980s, a surf clubhouse with some bunkroom accommodation was constructed, the idea behind approval that if the cabins were to be removed, then the surf club would still be able to function. The surf club facilities have been used for public visitors, school groups, and bush regenerators, through prior arrangement with the club.

Some regeneration work has been undertaken by cabin community groups. Action will be urgently required to the major areas of erosion within the cabins group, particularly along the main track up over Semi-Detached Point.

A number of cabin owners have been actively involved in Landcare and in helping NPWS combat weed problems in the area such as century plant, prickly pear, oleander and mother of millions.

The Constructed Image

Like Bulgo, Burning Palms features three types of structures;

- ⌘ The shacks.
- ⌘ Associated structures such as the various outbuildings and water tanks.
- ⌘ Community structures such as the boatshed located at the northern end of the beach and the 1980s Surf Club building.

A ranger/bush regenerators hut is also located above the southern end of the beach. It is a timber framed and clad structure with suspended timber floor bearing on concrete pier footings. The corrugated iron gable roof also covers a verandah under the main form. It also features an external chimney clad in corrugated iron.

The cabin grouping and the associated structures are located on the headland at the northern end of the beach. A line of cabins exists along the former boundary line between what was privately owned land and Garawarra Park land. The line in a sense forms the demarcation, described by Ashley, between the conservation and the recreation uses along this part of the coastline.

The cabins feature mostly concrete slab floor with some suspended floor systems depending on their siting within the grouping. “Fibro” wall cladding and timber windows predominate possibly as a result of the relocation and use of materials associated with that period. A combination of roof forms are evident, with the more traditional gabled and skillion roof form being most popular.

There is generally some evidence of the evolutionary nature of the building, particularly visible in the footings and wall fabric. Chimneys and water tanks are prominent features of all the cabins at Burning Palms and an absence of the solar panels and aials seen at Bulgo was noted. The water tanks apparently a recent addition to most cabins (1980s) as creek water was previously used. Apart from one or two exceptions the cabins generally appear in good condition and are reasonably well maintained.



Figure 38
Cabin 43, Burning Palms



Figure 39
Note the water tank and views to the north.

The cabins in the lower area are generally smaller and share a closer relationship with their associated outbuildings, possibly due to restrictions of the sloping site and relative density of trees and vegetation. The cabins in the lower areas would have and continue to be restricted by the erodible nature of the lower gully area and sand landscape and creek lines extending to the beach. These cabins typically feature small cleared areas and narrow paths around the footprint of the building. See Figure 40.

The south facing orientation of the cabins means that they generally miss the morning sun. A combination of southern aspect and closeness of tree and cover afforded by the canopy and coral trees in the area means awning type elements are generally not required. It is possible that as the vegetation cover developed verandahs may have

been infilled and incorporated as extensions to the original structures.

The shacks located in the higher area and on the headland are generally larger, several featuring awning and open covered areas, possibly due to the more exposed location. These cabins also feature larger open space, often with concrete slab and stone flagging finish around the cabin footprint.



Figure 40
Lower cabin group, Burning Palms

The community buildings at Burning Palms, namely the Surf Club building and beach boat shed are more recent structures. The previous boat shed having been washed away in a storm. See Figure 41.



Figure 41
Boat shed, Burning Palms

The boat shed is a simple rectangular shaped structure with suspended timber floor, supported by concrete block and stone footings. The building features a simple gabled roof, with roof and walls clad in profile metal sheet cladding. A

timber deck runs along the length of the building, facing the beach. A water tank is located adjacent to the eastern wall.

The Surf Club is a focal point of Burning Palms culture and the building provides a place to collectively meet and interact. The Club building comprises a group of structures sited in a “U” shaped configuration. See Figure 42. Essentially timber framed and clad (painted western red cedar) the structures feature suspended timber floors and large skillion roof sections for maximum water collection to the adjacent water tanks. The main building contains kitchen and common area including a deck which overlooks the beach and features views beyond. WC and shower facilities and separate bunk rooms for males/females and families are located in the adjoining structures. In addition to the water tanks the building is serviced by a septic system, gas bottles and fuel generator.



Figure 42
Surf Club, Burning Palms

Archaeological and other features

A series of paths, tracks and interconnections have been formed to connect the various cabin area to the main track, the beach, the Surf Life Saving Club and other cabins. The number of rills and creek gullies in addition to some erosion has necessitated the addition of stone and timber bridges and connections being placed in these areas.

The form of the headland and siting of the cabins has led to the formation of a number of retaining walls constructed of dry and wet packed stone and glass beer bottles. In some areas a combination of the two materials has been used.

The beer bottle walls are a significant feature, most dating from the 1960s (dates appear on the base of the bottles) indicating the gradual build-up and effective use of what was essentially a waste product (didn't have to carry the empties back up the hill. The equivalent today – beer cans – are collected, crushed and carried up the hill to provide funds for Club activities).

There is some stone flagging and concrete paving relating to “outside rooms” and areas around the cabins. These are generally fairly recent.

Other archaeological features include the sites of former cabins evidenced by concrete slabs, retaining walls, footings, surface drainage and building material and garbage scatters. These are scattered throughout the Burning Palms area.

No above ground evidence relating to the site of the original cabin settlement behind the beach, was located during field survey. The recent revegetation works by NPWS would have obscured any extant visible features such as footings, depressions and building platforms.

3.8 South Era



Plan of South Era Cabins Areas
1994 Draft Cabins CMP

Access

Access to the South Era cabins for most cabin owners is via the Coastal Track along the Burgh Ridge. Cabin owners are able to leave their cars at the Garawarra Farm complex and walk to the coast. According to the sign at the head of the track, the walk to Era is 2 kilometres. Linked to the Coast Walk is the Burgh Track which continues west from Garawarra Farm onto Helensburgh. The Burgh Track has significant historic value as it was the original track used by graziers to move cattle into and out of the area, then formed the main access for early cabin owners and during the Depression. Many Sydney visitors to South Era caught the train to Lilyvale and walked into South Era via the Burgh Track. It has remained the main access route into South Era.

The approach to South Era from Garawarra Farm is over "Burgh Hill" and Semi-Detached Point. The route across the headland is not clear – there are steep paths over the top of the headland, as well as a flatter path across the headland on top of the cliff. Many of the paths over the headland are

eroded, probably from a combination of the exposed location, from walkers and deer.



Figure 43
Headland track, B.P. to South Era.

Cabins owners and visitors alike can also access Era from Little Garie. The Coast Walk connects South Era with Garie (an additional 2.2km) around the headlands via Era Beach. The route of the Coast Walk is unclear in some locations, as it crosses numerous rock platforms and there is no defined pathway - in other places the path drops away and walkers are required to climb down rocks and find suitable routes.

On approach to South Era from Garie to the north, "Burgh Hill" comes into view, as walkers follow around the headland at North Era and Mid Era Point. Turning into South Era the valley comes into focus, with its combination of areas of former cleared pastoral landscape and creek lines extending to the beach, enclosed by a forested escarpment backdrop, with cabins sited around the valley but more densely positioned on Semi-Detached Point and south face of Mid Era Point.



Figure 44
View of South Era from coastal track to Little Garie.

From within the cabin group on Semi-Detached Point, there are many vantage points providing sweeping views over the beach and the ocean. The cabins sited in the centre of the valley have views over the valley and the beach.

The cabin area is visible from Governor Game Lookout, located east of the intersection of Sir Bertram Stevens Drive and Garie Road before it begins to wind down to Garie Beach. From the lookout the grouping located on the southern headland, south face of Semi Detached Point, is particularly visible.

Aboriginal Resources

A number of shell middens have been recorded at South Era. The NPWS Aboriginal Site Register lists two at the south end of the beach and two at the north end. Some of these recordings relate to the same site or are incorrectly plotted. The earliest recording [by E. Stockton in 1973] describes two at South Era and one at North Era. NPWS Registered these sites using grid references which place all three sites at South Era. Subsequent recordings at South Era may have duplicated the Stockton recordings.

A midden was relocated during the current study at South Era at the north end of the beach and is clearly one of the middens described by Stockton. The midden is exposed over an area of 20x 40m of a deflated sand dune and in section above the dune. It contains substantial quantities of stone artefacts, animal bone and shellfish remains of rock platform species. The immediate area of the site is largely de-vegetated and actively eroding. Coastal walkers pass close to the site. Cabin owners on the south facing slopes of the South Era valley also pass the site to the beach. Free-ranging deer also contribute to the destabilisation of the site.

Another midden reported to be located at the south end of the beach above the rock shelf could not be relocated, and if still present, is likely to be covered by vegetation. The information on the NPWS site form for this site is minimal.

Settlement and siting

South Era Beach extends from Mid Era Point to Semi Detached Point to the south. Two creek lines run through cleared grass wetlands and drain into the beach between the two headlands. The creeks

form two small valleys that lead up to the dense forests of the escarpment.



Figure 45
South Era from Burgh Ridge.

The soil landscapes at South Era mostly comprise of Wollongong, with most of the cabins located on the Mid Era headland, valley and southern headland sited on this landscape. Some of the cabins located at the back of the valley are located on Watagan landscape. Semi Detached Point is made up of Hawkesbury sandstone.

Semi-Detached Point, also called “Burgh Hill” features the most prominent grouping of cabins. Sited in neat rows, they share common areas of lawns of buffalo grass and coastal open scrub.



Figure 46
Cabins on Semi-Detached Point

The cabins here are closely spaced together, sheltered from the coastal southerlies and enjoy northerly aspect with spectacular views of the beach and northern coastline. Several native plants and a number of oleanders have grown up in the last few decades in this area, enclosing areas around cabins and restricting some views over the ocean.

The next spatial grouping of cabins extends around the edge of the cleared valley adjacent to Semi-Detached Point and joins the densely vegetated areas at the back of the valley. The cabins in this location are generally more spread out and sheltered from the strong southerlies. The “valley” cabins enjoy greater sense of privacy and bear a closer relationship with the bush than the beach and immediate coastal environment.



Figure 47
Cabins in the valley of South Era.

The open cleared areas in the valley and lower slopes retain some evidence of the earlier grazing period, as well as contributing to the aesthetic and visual quality of the valley. These open areas also help to conserve the visual link between cabins and surrounds. Valley cabins located on the higher slopes are surrounded by the shale based vegetation communities, littoral forest and sedgeland.

The final grouping occupy the southern face of the Mid Era headland. Like the cabins on Semi-Detached Point, these cabins appear neatly arranged on the grassed slopes of the headland. A survey dated 1944, shows no cabins on the northern, Mid Era headland. It would appear that most were constructed after second World War. South facing and exposed to southerlies, it was probably the last of the Era areas occupied.



Figure 48
Cabin group on Mid Era headland.

Like the cabins site on Semi-Detached Point the cabins on the Mid Era headland are surrounded by exotic grassland and some exotic planting. At the time of the inspection it would appear that cabin users were in the process of removing some exotic planting and succulents from the area. Of particular note was a large stand of giant agave located at the eastern end of the grouping. See Figure 45.



Figure 49
Giant agave, Mid Era headland.

Definitive landscape characters and/or uses

South Era has a unique history as a very strong community based development with a mixture of cabins users comprising of more local, Helensburgh residents as well as Sydneysiders. It has been described as probably the most diverse and mixed community of all the cabins groups.

Historically, South Era has been documented as being and associated with a culturally diverse and creative community associated with a number of

artists, poets and photographers (figures such as Hal Missingham, Max Dupain and David Moore).

During the Depression, the South Era cabin community was very strong and communal activities and resource pooling helped many families through difficult years. Vegetables were grown around shacks during the Depression and wild spinach picked from the cliffs was shared amongst cabin families.

There are very large deer populations in the valley – particularly in the central valley adjacent to the creek line and wetlands. These large deer populations have resulted in track erosion problems evident throughout valley, as well as on headlands surrounding and on Burgh Hill. The deer also maintain much of the grassed area within the valley, helping to retain the open pastoral character that is an important visual component of the cabins.

There are several exotic plantings around the cabins, on Semi-Detached Point and northern headland. A number of oleander plants were planted by early cabin owners, as well as Norfolk Island pines and succulents. See Figure 49.

A number of cabin owners have been actively involved in Landcare and in helping NPWS combat weed problems in the area such as century plant, prickly pear, oleander and mother of millions.



Figure 50
Deer herds in Era valley.



Figure 51
Retaining wall and exotic plantings, South Era.

The Constructed Image

Three types of building are also located at South Era;

- €# The cabins in their various forms
- €# Associated support structures and
- €# Community Structures such as the Surf Club facility and associated cabin located on the southern slopes of the valley area.

The cabins appear evenly placed around the grassed area behind the beach, that can be divided into three principal areas;

- €# The southern headland grouping, i.e. located on the northern face of Semi Detached Point. See Figure 52
- €# The valley grouping. See Figure 53
- €# The northern headland grouping. See Figure 55

The first hut was apparently built in the northern clearing on Era Creek. However from 1934 many followed the example of Bill Shardlow and constructed on the southern headland or “Burgh Hill”.

Helensburgh families had erected tents in this area in the 1920s and later built the majority of the cabins there. They were neat and tidy with steeply pitched gable roofs and like at Bulgo they were closely spaced together emphasising the community ties, however with northern aspect and here they were well sheltered from the cold southerlies. Ashley makes the comment that they were constructed along the lines of northern English mining towns. Some were subsequently

sold to non Helensburgh people, and other Sydney people built later during the 1930s, however this precinct still retains a different character to the other precincts at South Era.

The grouping extends to the eastern end of Semi Detached Point and enjoy views of the beach and further north. Those at the eastern end of the grouping boast views beyond the coastline of North Era. Surrounded by native bush and oleander, which has apparently grown since the 1930s, the cabins in this area continue to be located in neat rows and share an apron of neat, low grass, giving a character described by Ashley as that of a “Mediterranean fishing village”.

The cabins are firmly planted to the ground, with concrete slab floors and maintain the village character with traditional pitched roof profiles, some with chimney flues, ventilators and solar panels and one or two with suspended aerial antennas.

Most of the cabins also feature eaves on the northern elevation to provide some sun shading from the northern aspect. Evidence of a relationship with the outside open spaces is indicated not only by the apron of lawn surrounding the structures but also by the presence of retractable and makeshift shade cloth awnings.

Although sheltered by the southerlies, evolution of the building materials is evident. The older, more traditionally used materials of corrugated iron giving way to fibro and profiled metal sheet cladding to walls and roofs and even *Hardiplank* type products to walls. All of the cabins in this area appear to be in good condition and well maintained.



Figure 52
Cabins on Semi-Detached Point.

The associated outbuildings and structures are located amongst the cabins. Interestingly enough some of these are actually located in prime areas close to the edge of the headland and feature views to the beach and beyond. These structures are typically modest and small, generally square in plan with access opening and skillion roof over.

The next spatial grouping of cabins generally extends around the edge of the cleared valley backing up towards the bush behind. The valley cabins have a different and more private character, being more spread out, and a closer relationship with the vegetated backdrop with primary views of the valley and depending on their location views of the beach.

The cabins in the valley area vary in size, perhaps not restricted by the early close knit social ties and the physical space associated with the southern headland grouping. The valley cabins also generally feature concrete slab floors, although due to the form of the land and siting some are constructed with suspended floor plates. The valley cabins are generally surrounded by a flat, open area around the footprint, in some instances with concrete or stone flagging.

Several smaller structures of varying condition occupy the southern valley area, west of the walking track coming down the Burgh Ridge. These smaller structures display the traditional vernacular as described by Ashley, being simple rectangular forms with gable roof. It is interesting that despite the full northern aspect, a number of these are clad in metal and profiled steel sheet cladding of various ages. See Figure 50.

The other valley cabins are generally larger, their growth and evolution evident in their configuration, form and building materials. Several located east of the southern headland group displaying the “evolved vernacular” described by Ashley⁸⁷.

⁸⁷ Ashley p.81



Figure 53
Valley group viewed from the East.



Figure 54
Iron-clad cabin, South Era valley.

The northern headland cabins essentially form two rows in a considerably more open and less tight configuration than the southern headland. The cabins in this area, like the valley cabins vary in form, size and character. Probably the last grouping to be constructed, these cabins feature slightly different and more recent materials.

The cabins here are similarly firmly planted on their respective sites, generally with concrete slab floors and predominantly gabled, corrugated steel clad pitched roofs. Despite the later establishment, the evolutionary nature of the building fabric is evident, possibly due to exposure to the strong southerlies, and some expansion is also evident in the configuration and form of the cabins which feature a mix of corrugated steel, weatherboard and aluminium cladding.

Like the southern headland a number of the structures feature retractable awning structures such as rolled up lengths of shade cloth which are

supported by both permanent and makeshift frames and elements. See Figure 55.

The cabins here are similarly surrounded by aprons of well kept lawn and gardens featuring some exotic plantings, with retaining walls holding back the embankment behind. One of the more notable structures of this grouping being the packed stone cabin at the eastern end of the headland. The northern grouping are generally in good condition and apparently very well maintained.

The Surf Club, one of the primary focal points of the community, is located in the central beach area. It appears that the building has grown and evolved in tandem with the community, comprising of a number of connected structures with pitched roof and various wall cladding, although this is the fourth structure to house its various facilities. A concrete block section of wall and connected concrete steps, located south of the Club House, is the former entry and all that remains of the timber club house which was destroyed by wind c.1977.

The Era Surf Lifesaving Club also manages a cabin located in the valley clearing, south of the Club house. The cabin is a larger rectangular structure with gabled roof and suspended timber floor bearing on concrete filled metal pipe and stone footings. The cabins also features a combination of timber framed and aluminium windows, relatively recent *Hardiplank* wall cladding and a covered timber deck on its northern elevation. Adjacent to the south western corner is a B-B-Q area/ retaining wall structure formed by packed stone flagging. The cabin is surrounded by relatively flat grassed area and fronted by some steps and plantings leading towards the lower valley and Club House.



Figure 55
Northern headland cabin.

Archaeological and other Features

Beer bottle retaining walls are present at South Era, and these are mainly decorative elements of 'garden' spaces rather than retaining walls as at Burning Palms.

South Era also has various stone retaining walls and paths, which are mown between cabins and pit toilets and frequently used routes to the beach.

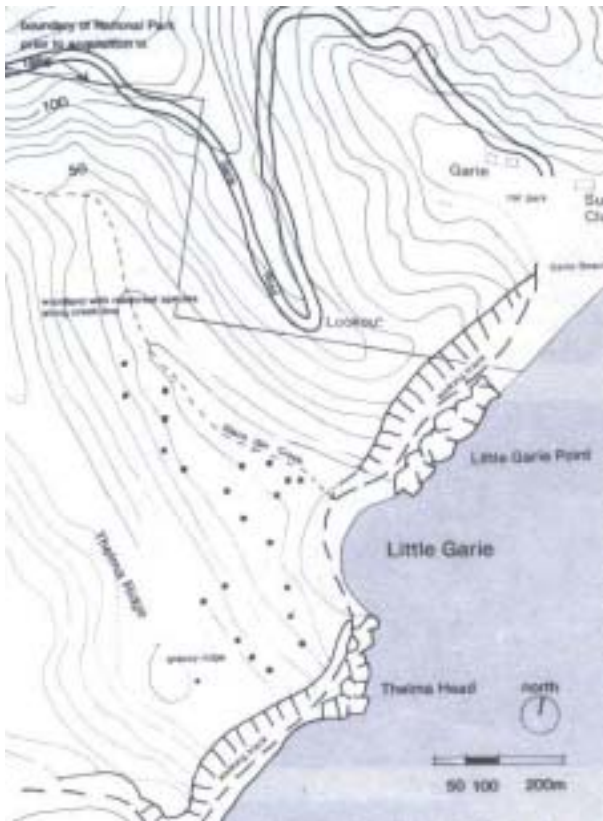
Some exotic planting and ornamental garden areas were noted around some of the cabin structures as were outdoor barbeque areas and seating.

There may be parts of South Era which has potential for the archaeological remains of previous cabins or demolished structures. There is also the potential for the remains of the stockyard up stockyard gully and the stockmen's hut mentioned in documentary sources.

Other archaeological features include the sites of former cabins evidenced by concrete ground slabs, excavated building platforms, bottle glass and stone retaining walls, concrete and stone footings, surface drainage and building material and garbage scatters. These are located throughout the South Era cabin area.

At North Era, the general location of the former stockyards and 1870s 'Cedar House' was established and surveyed. No visible above ground evidence of either item remains as both the house and stockyards were possibly destroyed by fires. A mature Illawarra Flame Tree, located on the southern slope of Thelma Ridge may mark the position of the former house.

3.9 Little Garie



Plan of Little Garie Cabins Areas
1994 Draft Cabins CMP

Access

Of the four Cabin Areas, Little Garie is perhaps the most easily accessible. Today visitors and cabin users alike are able to drive to Garie Beach, park the car in the adjacent, carpark area and take a short walk, along part of the Coast Walk, to Little Garie.



Figure 56
Garie beach carpark

Little Garie cabins can be glimpsed by vehicular traffic travelling to Garie Beach on Garie Road and can be clearly seen from a lookout on the hairpin bend immediately before Garie Beach. From the lookout the impact of the 1994 fires on Thelma Ridge is evident, with low vegetation and shrub coverage. The cabins are prominent due to the low nature of the surrounding vegetation and presence of cut and grazed grass forming a definite edge around them. See Figure 58.

The track extending from Garie Beach is in good condition and is regularly maintained by cabin users in consultation with NPWS staff. The Coast Walk actually skirts the eastern edge of the cabin area and continues onto the Garawarra Farm (4.2 kilometres) and beyond to Otford and Lilyvale. See Figure 57.



Figure 57
Coast track from carpark to Little Garie.

Walking north along the coast from Era to Little Garie beach, Little Garie Point and the northern end of Garie beach comes into prominent view. Only one cabin is visible at this point, the remainder of the cabin grouping is not immediately visible, being significantly elevated above the level of the beach.



Figure 58
View of Little Garie from lookout.

As a result of their elevated siting and location in the gully, few of the cabins actually have views of the beach area. Some of the cabins located at the eastern end of the grouping have good views north to Garie Beach.

Within the cabins area there are few formed tracks between cabins at Little Garie, mostly just grassed areas. Some tracks at the back of the settlement are lined with lomandra blades – these lead the visitor to the rear cabins.

Aboriginal Resources

Two middens are recorded for Little Garie. They most likely represent the visible remains of a continuous midden from the south end of Little Garie to the gully at the north end of the beach. The recorded exposures are relatively close together along and above the main coastal walking track. Thick turf presently obscures the northern portion of the site. The walking track traverses midden exposures at the south end of the beach. It is unlikely the midden at this point retains much depth, but its landward extent is unknown and may contain undisturbed deposits.

Settlement and siting

The Little Garie cabins are located in the valley of Black Gin Creek, on the lower slopes of the headland between Little Garie Beach and Thelma Ridge. The cabins are sited on the southern side of the Creek which is surrounded by coastal gully forest. Extending down to the creek line, the cabins are spaced fairly evenly about the grassed valley. Some cabins are defined decisively by mown grass patches which surround the cabins and are connected to the next cabin by a mown path. See Figure 58.

The cabins generally have a north east orientation, with some shelter and protection afforded by Thelma Ridge above, although several cabins in the gully have been damaged by wind, which apparently gusts through the gully and bounces off the ridge.

The landscape is generally more “open” and the spacing between cabins is wider than the cabins at Era and Burning Palms, which are located at the edge of forests. Thelma Ridge and adjoining slope has generally been depleted of dense vegetation and trees due to the bushfires of 1988 and 1994. There are large areas of buffalo and other grasses

between cabins - these areas are maintained by a number of deer that reside and graze around cabins. At the edges of the grazed areas, there are large areas of lomandra and bracken ferns.



Figure 59
Little Garie cabin spacing and landscape

Definitive landscape characters and/or uses

The Garie community has developed over five generations since the cabins were constructed, and as such contains a range of people of different age groups and parts of Sydney including residents of Helensburgh. Like the other cabins area, Little Garie was first visited by Helensburgh residents for fishing.

In the early stages of its history, Little Garie was known as “Ivor’s Beach” or “Tin Hut Beach” after Ivor Morgan who lived in a small iron hut and grazed goats in the gully area. The area had been cleared of eucalyptus during its pastoral phase and as a result has been grazed by cattle, Ivor’s goats, deer and rabbits.

Garie Beach has always been a popular feature in the Royal National Park, and was a popular weekend camping spot in the 1930s. The cabins community is very much associated with Garie Beach, and cabin owners have always been actively involved in the Surfing Club/community. A number of cabin owners have been actively involved in Landcare and in helping NPWS combat weed problems in the area such as century plant, prickly pear, oleander and mother of millions. There have been several attempts to plant sections of native plants, one small fenced off section currently remains, and despite the impacts of rabbit and deer, there has been encouraging success.

The Constructed Image

There are three principle building types at Little Garie:

- €# The shacks in their various configurations;
- €# The associated outbuildings and amenity structures and
- €# “The Hall” which was constructed for community use.

The cabins are generally spaced evenly about the valley and were constructed prior to the incorporation of the land into the National Park in 1954. It would appear that the former landowner, Gray, had some hand in the siting of the cabins, ensuring that that were adequately spaced. The current configuration also reflects the removal of cabins in numbers greater than at other sites.

The more open nature and less restrictive site may have contributed to the subsequent size and configuration of the cabins at Little Garie, which are generally larger than the other areas.

The cabins feature a combination of concrete slab and suspended floor systems bearing on timber, stone and concrete, with a combination of pitched, gabled and skillion roof forms. The overall form of most cabins indicating growth and expansion. A typical cabin has an original single room section with corrugated iron gable roof, fibro walls with an infilled verandah addition. See Figure 60.

Historical sources reveal that a bushfire nearly destroyed all of the shacks in the 1950s. It would appear that a significant amount of building fabric associated with that time such as fibro wall cladding and corrugated asbestos roof cladding remains, however some renewal is evident with the use of Colorbond products and aluminium



Figure 60
Cabin showing evolution of structure.

windows. Of note is one of the western cabins which features stone walling and chimney elements.

The cabins are generally in very good condition and well maintained. Like the other cabin areas, materials had to be carried in by hand (from the lookout above the valley)⁸⁸ and later from Garie Beach. The renewal process and general good condition of the building fabric may also be attributed to the fact that the site is generally more easily accessible than the other areas.

Some of the cabins feature outdoor living areas and barbecue formed of stone flagging. Water tanks are typically located adjacent to the cabins to facilitate maximum water collection. The associated structures and outbuildings vary in form and condition and relationship to the main cabin structures. See Figure 61.

“The Hall” is a timber framed structure with gabled roof and walls clad in corrugated steel. The building also features aluminium windows and small timber deck signifying the entry on its northern façade. Internally the timber wall framing is left exposed. Managed by the Community of Little Garie (Little Garie Social Club) who sought permission and constructed the building with Club fees⁸⁹. The Hall is used for social gatherings and meetings and features a small library and table tennis table. See Figure 62.



Figure 61
Cabin showing outdoor area, water tank and barbecue.

⁸⁸ op.cit. p.69

⁸⁹ NPWS Huts Study 1992



Figure 62
Little Garie Hall.

Archaeological and other Features

One of the largest beer bottle retaining walls in the cabins area is located at Little Garie. It features bottles dating from the 1950s and 1960s. The bottle walls are consolidated with cement and perform a purely decorative function.

Little Garie also features a number of stone retaining walls used around the shacks, with some incorporating beer bottles.

Other archaeological features include stone retaining walls, concrete and stone footings, surface drainage and building material and garbage scatters located within a 20 metre radius of extant and former cabin sites. These are located throughout the Little Garie cabin area.

The Black Gin Gully and Creek contains a series of stone retaining walls, garden beds and access steps. There are two shallow rough stone lined wells/soaks in the creek bed located adjacent to the individual cabins. Garbage scatters are evident eroding from the gully.

A small shallow rough stone lined well is located north of cabin 6, at the edge of the ridge. It provided the adjacent cabins with washing and drinking water prior to the installation of corrugated iron water tanks.

3.10 Comparative Analysis

3.10.1 Introduction

A comparative analysis of cabins and huts on public lands elsewhere in Australia and in particular on national parks will assist in an understanding of where the RNP Cabins Areas fit within this wider context.

Ashley's report contained an extensive discussion on comparable huts around Australia and in New Zealand. Much of the material in this section has been drawn from that discussion.

In general the various huts or groupings of huts especially in coastal NSW and elsewhere in Australia share a remoteness of location but a diversity of historical development. They are unified by their location on public land and many have been the subject of often lively public debate and fluctuating support from their respective land management agencies. These debates lead to the deliberate destruction or attrition of many of the cabins or huts, especially in the later decades of the 20th century. Typically most huts were erected without formal consent and those that survive do so with the tacit or explicit approval of the relevant land agency.

The following summary of the various cabins and huts reveals that they share a number of historical themes, including coastal recreation, living on the economic margins of society, the exploitation of public land for private occupancy and as a touchstone for public debate. While there is no accurate number of surviving huts and cabins around the country, it is likely to run into several thousand. The question of rarity or representativeness therefore needs to be carefully considered in relation to the cabins areas within RNP.

It is clear from the following narrative that the RNP cabins areas are not significant for their rarity, or even for a consistency in historical development. Their significance derives more from their physical settings within the Park and the continuing custodial responsibilities that are shared between the cabins communities and the Park managers.

3.10.2 Background

Huts, shacks and cabins are generally understood as being dwellings of smaller scale than a house, associated with temporary occupation and remote locations. Like Aboriginal "gunyahs" and huts they traditionally were built of local and transportable materials. These factors generally forming a common aesthetic, scale and type of "vernacular" style.

Many early huts were generally associated with more practical use such as those in Kosciusko National Park that were built and used seasonally when stock was grazed in the higher country. Huts of more "practical" usage are associated with many significant periods in Australia's history including First Settlement, the Gold Rush, the Depression and post war soldier settlements. It was not until early in the twentieth century that recreation use and use as "weekenders" emerged, sometimes evolving out of the "practical" usage. So-called "weekenders" were usually erected by private owners on private land. Small numbers were erected, with or without permission on public land, often for recreational use. Both privately owned cabins and huts and those on public land were characterised by the use of "low cost", easily transportable materials.

A common feature was that most of the huts were constructed in remote and often vacant public land, many in natural surroundings, some of which subsequently became part of the national park estates in different States.

Information on similar examples in Australia has been difficult to obtain, searches of databases such as the *Australian Heritage Places Inventory* and the *Register of the National Estate* yielded minimal information. As the *Huts Study* notes, those examples of simple weekenders remaining on private land are exposed to development pressures and can be expected to be progressively replaced over time.

This comparative analysis has therefore been generally confined to "coastal" and comparable cabins located in NSW National Parks.

Ashley refers to cabins located in the National Park estate such as those at Sandon, now in Yuraygir National Park. The comment is made that these bear more similarities to the RNP

Bonnie Vale cabins as they are generally larger, have electricity supply and road access.⁹⁰

The Bonnie Vale cabins are located in the northern section of Royal National Park in Simpsons Bay, on the southern shores of Port Hacking. Like the other RNP cabins they evolved from weekend camping. They differ however as they are the only grouping within the present Park boundaries to be constructed on what was at the time National Park land. As such, unlike the other RNP cabins they were constructed with approval and to the specific design of the National Park Trust and Sutherland Council. As such Bonnie Vale cabins have a very different association with the Park and are a rare example of 1950s weekender recreation area constructed and managed by the National Park Trust.⁹¹

The Crater Cove Huts, are located in an inlet west of Dobroyd Head in Sydney Harbour National Park. Constructed over a forty year period from 1923, they are located at the base of a steep amphitheatre, some amid dense bush and others on the low cliffs and wide rock platforms facing the Harbour.

Constructed for recreational use, Ashley notes that the grouping was one of a number of shack settlements that were built around this area of Sydney, however little remains of the other settlements. The shacks incorporate local stone, with one making use of a natural cliff overhang. The earlier huts were apparently constructed of driftwood.

In the pre-war period the Huts were generally only used as weekenders (apart from permanent resident Fred Williams) and were never anything like the Depression period shanties. In the post war period, unlike the RNP cabins, more permanent occupants gradually moved in.⁹² The settlement was associated with a number of artists and is significant for its continuous recreation use and aesthetic appeal. However the eviction of the occupants in 1989 and the severing of the ongoing social context, has reduced their significance. Other coastal cabin examples located in National Parks such as Broughton Island and Tambooy Huts

bear some similarities to the RNP coastal cabins however were used primarily for work related activities. Although Broughton Island later developed a more recreational use. Examples such as those at Mullet Creek, like the RNP cabins, developed primarily from local recreational use.

3.10.3 Boat Harbour

Ashley notes that the Boat Harbour grouping, located west of the Botany Bay National Park, displays similar historical and physical characteristics to the RNP cabins.

The Boat Harbour grouping is sited on the sloping ground between Boat Harbour beach and the sand dunes to the north west. Boat Harbour is located on the south western shore of the Kurnell Peninsula. The shacks are near the end of a Four Wheel Drive track which runs south of Sir Joseph Banks Drive.

Like the RNP cabins, the grouping is significant for the layering of occupational uses including fishing and continuing recreational use. Dating from the 1930s they are constructed of timber with fibro cladding, and are described as a type of dwelling that was once widespread in the Sutherland Shire.⁹³ The boatshed is apparently the oldest structure of the grouping, indicating the importance of the early fishing and recreational use of the area.

3.10.4 Broughton Island

Broughton Island is located in the South Pacific Ocean off the coast of NSW, north east of Hawks Nest and east of the southern section of Myall Lakes National Park. It has a history of transient residents occupying the island since the 1890s. Initially migrant fishermen, attracted by the available off shore fishing sites, erected small, low cost dwellings which provided basic shelter and comfort during their occupation of the Island. The community began to develop as the fishermen began to bring their families to the settlement. With improved transport and influence of technology the use of the huts shifted to a more recreational use. This in turn led to the huts

⁹⁰ Ashley, p.98.

⁹¹ Australian Heritage Places Inventory Record – *Bonnie Vale Cabin Community*.

⁹² Australian Heritage Places Inventory Record – *Crater Cove Huts*.

⁹³ Edward Higginbotham with Perumal Murphy Wu Pty Ltd, *Sutherland Heritage Study*, 1993.

becoming more substantial in nature with greater emphasis on comfort and convenience.⁹⁴

The present huts (the earlier grouping at Providence Beach, located on the other side of the Island, was vacated during 1950s) are located in a cove on the south eastern side of the Island on an artificially made terrace between the small, well contained beach and incline of an escarpment behind.

The current settlement comprises seven huts, six of which are grouped closely together with an east orientation. They are relatively concealed, being tucked into the hillside and being in a cove are reasonably well sheltered from most winds. The cabins are generally larger than the RNP coastal cabins, however their form and evolution of building fabric may be comparable to the larger cabins at South Era and Little Garie. Like the RNP cabins the earliest remaining cabin was constructed during the 1930s however most originally date from the 1950s and 1960s. They generally have been modified and retain little early fabric.

The cabins area is considered to be of regional significance for its historical association with ethnic fishermen who established themselves on the Island and for the associated range of social groups. The Cabin area represents the continuity of use and change from commercial fishing, to more recreational fishing and general recreational use of the place. As such they are of social significance. It is also considered to be of some local aesthetic significance.⁹⁵

3.10.5 Tamboy Huts

Tamboy Huts are also located within the Myall Lakes National Park at the start of the final extension of the Myall River which runs parallel to coast extending about 20 kilometres north east of Port Stephens. The village is picturesquely located on the western shore of the Myall River. Like the RNP cabins, the area is relatively isolated. There is no direct road access although cars can travel to the eastern site of the river using a restricted access vehicular track. Access however is

primarily by boat, tourists can visit Tamboy by ferry and private boat also.

Timber getting originally opened up much of the Myall Lakes area, however the village of Tamboy, its settlement and subsequent development is associated with commercial fishing and prawning activities of the area. It was not until 1910, when ice was manufactured near by that these pursuits became viable. Like the RNP cabins Tamboy Huts were generally constructed prior to the gazettal of the Park (in 1972). According to the 1992 *Hut Study* (NPWS), Hut No.1 was constructed in 1914 and it is assumed that the others were constructed about this time, making them slightly older than the RNP cabins. By the 1920s a number huts were being used by fishermen. The village apparently grew as a number of fishermen gradually settled near their favourite fishing spots.

In 1984 a Plan of Management was adopted that recommended the removal of the huts (approximately ninety in all) from the National Park. However under the Plan of Management, a license could be drawn up for the occupation of the sites at Tamboy “to preserve a historical situation” as the huts were being used by commercial fisherman three of four nights a week. It was proposed that the fishermen living in the huts under the arrangement at the time of the dedication, would be offered continued occupancy of the sites under the provisions of the NP&W Act.⁹⁶

Following the 1992 *Hut Study* (NPWS), there was a general concern over matters pertaining to fire management, licensing, illegal building and renovations and the general presentation of the areas and hut ownership. A number of resolutions were made following a series of meetings, these included: the huts needed to be of an improved standard; permission would be necessary to carry out work; permanent camps would have to go and visitor numbers would have to be limited. As a result many questions arose. However it was not until 1996 that a final review of the document and schedule of conditions were available.

The village now comprises nine rustic huts and associated facilities including WC, shed and smoke house under the license arrangement. The area occupies a strip of approximately 200 metres.

⁹⁴*Draft Conservation Assessment Broughton Island and Tamboy Huts*, EJE Group October 2000. p.8

⁹⁵ op.cit p.46

⁹⁶ op.cit.p.50

The buildings are generally orientated to the east, towards the river. They are randomly sited on flat sites created by clearing of the native vegetation to form small open pockets within the bush. Clearing was apparently kept to a minimum. Grass surrounds the buildings and exotic trees and shrubs are lightly scattered about the area. Some small garden areas have also been created, generally located directly adjacent the buildings.

The huts are typically larger than the RNP cabins and despite the flat sites feature suspended timber floors, gabled and skillion roof sections and are clad in predominantly timber weatherboard but also corrugated steel and FC (fibro) sheet.

Most of the huts are in good condition and surprisingly have not been reworked or renewed. It has been noted that the original materials have been preserved by regular and routine maintenance.⁹⁷ However in contrast to the RNP cabins, the more “permanent” occupation and absence of the harsh coastal, marine environment and shelter from winds afforded by the vegetation may also contribute to the use of more durable building materials.

The huts have regional historical significance for their association with the fishing and prawning industry centred on the Myall River and Lakes. They are representative of early fishing villages that once occurred throughout the Myall Lakes area, which have been subsequently lost through natural decline and previous government intervention, making them a rare example in their current context. It is significant for its continuous use and occupation by fishermen and aesthetic riverside setting. The huts are a specific vernacular building form that is slowly being lost throughout the region. Like the RNP cabins they have social significance arising from their strong association with a certain community – in this case the commercial fisherman and their families.

3.10.6 Mullet Creek

Mullet Creek is a tributary of the Hawkesbury River, entering the river from the north in the vicinity of Dangar Island. The Great Northern Railway line runs along the western bank of the creek, affording views of the huts as the creek and rail line turns in a north eastern direction. The Mullet Creek huts are strung out along the eastern

side of the creek with access via a short boat trip across the creek from Wondabyne Railway Station. There is no formal public landing site on the eastern bank, only the jetties for each of the huts.

The construction of the railway line to Gosford and nearby quarry led to the establishment of the first camps at Mullet Creek. Prior to that time there was some low key settlement related to oyster farming and quarrying. During the 1880s the area was hub of activity during the construction of the Bridge and tunnel to Woy Woy which required a significant workforce in the area until 1889.⁹⁸ With the opening of the bridge and running of the railway, Mullet Creek’s importance soon diminished and the camps moved on.

Like RNP cabin areas, the opening of a rail link provided opportunities and coincided with the move towards reduced working hours and annual holidays. The opening of the rail made the area more accessible to the general public and contributed to the development of Woy Woy and Gosford as picturesque tourist destinations. Woy Woy was noted for the recreational attractions such as fishing, bathing and shooting. By 1920 the population of Woy Woy was significant. The region’s tourist attractions soon spilt over to the smaller railway stations and waterways. This saw the establishment of numerous “weekenders” in the area. The attractions of fishing and swimming and a weekend retreat no doubt provided the impetus for building the Mullet Creek huts.

The majority of the huts at Mullet Creek were established post 1940s when tourism at Woy Woy peaked. It seems that some of the early “settlers” in the area were those who had worked on the rail or in the quarries and were familiar with the area. Formal leases were granted from 1947. Unlike other huts in the Hawkesbury which tended to develop around small industries, the Mullet Creek huts were developed for recreational use and as “weekenders” and unlike the RNP coastal cabins were not linked to Depression use.

In 1959 land was consolidated into the Brisbane Water National Park and following the National Parks and Wildlife Act 1974, the land around Mullet Creek and Mooney Mooney Creeks,

⁹⁷ op.cit.p.57

⁹⁸ *Mullet Creek Huts Brisbane Water National Park Conservation Management Plan*, Sutera Architects March 1998. p.5

including that containing some the huts was gazetted as part of the Park. With the gazettal of the hut sites as part of the National Park, many leases were revoked as they were considered to be incompatible with maintenance of the area's natural values. Many of the huts were subsequently demolished as leases expired or were terminated.

Today only ten huts remain with three and remnants of some of the former huts located within the boundaries of Brisbane Water National Park. They are generally of the "evolved vernacular" style described by Ashley and generally are comparable to the RNP cabins. Although a much smaller group, significant features such as the continuous recreation use, difficult access, use of local materials, lack of services and social history of ownership also makes them comparable.

Other huts located in the Hawkesbury area include those at Dark Corner, Patonga. Like the RNP cabins, Dark Corner cabins are associated with the effects of the Depression. In 1926 permissive occupancy leases were offered at Dark Corner in an effort to move people out of tent camps in the area. The six huts that remain probably date from this time. They are sited in an orderly fashion on the flat dunal area behind the beach. These huts are similarly scaled to the Mullet Creek Huts but have generally been significantly upgraded and modernised.⁹⁹

The Dark Corner cabins are significant as a grouping erected on public land during times of economic downturn, which were ultimately granted leases in the form of permissive occupancy. The grouping is of aesthetic significance as a relatively uniform grouping of cottages of similar style, scale and material on their original curtilage with historic and social significance related to their use as early weekender cottages in the area.¹⁰⁰

3.10.7 New Zealand Examples

The following commentary has been extracted from the 1994 Draft Cabins CMP, pp 15.

In New Zealand the traditional weekender cabin is known as a "bach", shortened from "bachelor", to reflect the traditional life style of single males.

It is not clear how many were built on tenured or non-tenured land, but these cabins reflected quieter times when people could select a quiet spot and erect a cabin as a place away from home. Building regulations were officially relaxed in recognition of the casual nature of these dwellings, especially those not occupied on a full time basis.

Most cabins were owner built, relaxed and eclectic in character. They used second hand materials, unusual forms and colours and have few services provided. Many were located only by way of squatter's rights on beaches, river banks and around mountain lakes. The lack of tenure meant a simple form of construction and general lack of capital investment.

Most were located on the coast, were built by city dwellers and located within an easy drive of major centres of population, such as Auckland, Wellington and Christchurch.

As along coastal NSW, the New Zealand weekenders are disappearing. With boundary changes to national parks, some cabins are incorporated into public ownership. Occupants were often allowed to stay until their death, or given extended notices to quit.

3.10.8 Other Australian States

Coastal weekender cabins appear to exist in most Australian States on various forms of public land, including national parks. Generally, States with the greater coastal development and history of land controls, such as NSW and Victoria, have few coastal cabins remaining, whereas other States with less coastal land use development, more Crown land and less control on that land, have numerous coastal cabins, in some cases forming townships.

⁹⁹ op.cit. p.26.

¹⁰⁰ Graham Brooks and Associates Pty Ltd, *Gosford Heritage Review*, 1997.

Victoria

During the 1940s and 1950s permissive occupancies were granted by the Victorian Lands Department. In 1976 there were approximately 120 such cabins, with less than half that number by 1992. They were in locations such as Cape Ottway, Cape Conran, Murray River, Grampians and Gippsland.

Since 1990 many of the huts have been removed. Of the 21 1950s huts at Cape Ottway, only six remained in 1992.

One group of huts at Lakes Entrance were erected in the late 19th century by the Government to house workers on a development scheme. These were later licensed. They are regarded as having heritage significance.

South Australia

Most coastal land in South Australia is managed by the Lands Department. It had been estimated that some 3,500 shacks existed at the time of the 1994 Draft CMP. Most were weekenders on the coast on vacant Crown Land, with a number on the Murray River.

Although several date from the 1930s, most are from the 1960s, before a brake was out on construction in the 1970s.

A typical pattern of development was for inland farmers to erect simple weekend fishing shacks on the coast. There are concentrations of them on the

York Peninsula and in the Spencer Gulf, south of Port Augusta.

The SA National Parks and Wildlife Service estimates that there were approximately 97 huts and cabins within their park system.

Western Australia

Of the wide variety of huts situated on public land throughout Western Australia, a substantial number are recreational dwellings known as squatter shacks. These often comprise fisher huts situated along the coast on vacant Crown Land. There are also several coastal national parks and reserves that contain huts. There are approximately 74 in the Shannon Park and D'Entrecasteaux National Park

There are an estimated 1,000 cabins or shacks located on vacant Crown Land that is outside the national parks system. These are mainly on the flat dunal coastal strip north of Perth. Some are grouped together to form townships.

Tasmania

It has been estimated that up to 2,000 cabins are distributed around the coast of Tasmania, some within national parks.

Queensland

No definitive study was identified by the 1994 Daft CMP.

Part C

Significance

4.0 Assessment of Significance

4.1 NSW State Heritage Register Criteria

The following assessment of cultural significance of the cabin areas has been completed using the NSW State Heritage Inventory Criteria.

The definitions that are used within this assessment, of National, State and local significance, **are not hierarchical levels of significance but reflect contextual relationships for the significance of the item or place.** Significance is assessed as relative to the community of interest associated with an item. For eg. The Depression history of South Era is of local significance to the South Era cabins users and the Helensburgh community, but is also an important component of the social history of the Depression in NSW.

By defining an item as having local significance it does not lessens its importance or allows a less rigorous protection and conservation of the item.

The assessment is structured to reflect the four zones identified in the analysis incorporated in a significance assessment of the context and setting of the cabin areas (Royal National Park, Coastal Edge and Pastoral and Recreational zones) in order to provide background to the cabins area significance assessment.

The contextual significance assessment is not meant to be a statement of significance for the Royal National Park as a whole. The assessment is made here to demonstrate how aspects of the significance of the cabins areas are inextricably linked to the significance of the larger park, the surrounding areas and coastal zones.

This significance assessment also includes the use of “Regional” significance as requested by NPWS. “Regional” in this context refers to the specific geographic location of the cabins, within the Royal National Park and its immediate surrounds.

4.2 Significance of the Context

(incorporating Royal National Park, Coastal Edge and the Pastoral and Recreational Zones).

Criteria A

An item is important in the course or pattern of NSW (or local) cultural or natural history.

- €# Royal National Park (RNP) is of **national historic significance** as the first national park in Australia.
- €# The dedication of Royal National Park is **regionally significant** as it halted the spread of urban development along the coastline, providing an important natural buffer between the southern outskirts of the city of Sydney and the northern reaches of the city of Wollongong.
- €# The park area protects a large number of **regionally significant** Aboriginal sites which illustrate Aboriginal use and occupation of the coastal landscape.
- €# The vegetation of the park is of significance as it features a wide range of plant communities including several types of rainforest, freshwater swamps and estuarine wetlands.
- €# The history of the administration and use of the park illustrates the historical development of conservation and recreation philosophy and national park management approaches from its establishment in 1879 to the present day.
- €# The park area has **local significance** for its association with the history of timber cutting, pastoral expansion, mining and recreational uses of the Illawarra and Sutherland area.
- €# The historical tracks which cross the park from the railway to the coast are **locally significant** in demonstrating the use and access ways into the coast by pastoralists, timber cutters, bush walkers and locals.

Criteria B

An item has strong or special association with the life or works of a person or group of persons of importance in NSW (or local) cultural or natural history.

- €# The coastal edge zone in particular has a special association with Dharawal people from the Illawarra, South Coast and La Perouse who occupied and used the coastal areas. This association is demonstrated by a number of

middens, shelters, and other archaeological sites.

- €# The progressive development of a protective public framework for the coastal edge and the remainder of the park is associated with prominent Sydney and Illawarra bush walkers and conservation groups such as the Parks and Playground Movement, Wild Life Preservation Society and National Parks and Primitive Areas Council, as part of the beginnings of the conservation movement in NSW.

Criteria C

An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or local area).

- €# The unique aesthetic character of the overall park is characterised by the contrast between the coastal edge with features such as distinctive headlands, eroded sandstone cliffs, broad tessellated rock platforms and ocean beaches of great natural beauty, and the inland sandstone areas of the park with its unique and varied floristics.

Criteria D

An item has strong or special association with a particular community or cultural group in NSW (or local area) for social, cultural or spiritual reasons.

- €# Aboriginal stories indicate a close association between the Aboriginal people with the coastal edge of the park. The surviving archaeological evidence and the potential archaeological resource along the coastal edge of the park has particular importance to Dharawal people as an example of the survival of Aboriginal heritage in the face of ongoing suburban expansion and development.
- €# The coastal edge has strong historical, social and recreational associations with local communities of the Illawarra and the Sutherland Council.
- €# The pastoral and recreation zone in particular has historical and continuing social values for the Helensburgh and Otford communities.
- €# The pastoral and coastal edge zones have a high social value to the many bushwalkers, both as individual and as representative clubs and associations, who have appreciated and

lobbied for the protection of the natural and visual qualities of the locality.

Criteria E

An item has potential to yield information that will contribute to an understanding of NSW (or local) cultural or natural history.

- €# The coastal zones contain beach ridges which have developed under low wave energy conditions and provide information on shoreline changes and recent changes in sea levels.
- €# The nature and diversity of the Aboriginal archaeological sites within the park has the potential to contribute to our understanding of pre-contact Aboriginal occupation of the south coast of NSW.
- €# The coastal zones have the potential to yield information on the effects of pastoral and grazing activities and natural regeneration processes that counter coastal forces.
- €# Significant sections of littoral forests and coastal gully forests located in the coastal zones, have the potential to yield information on the evolution of these areas and regeneration within a culturally modified natural landscape.

Criteria F

An item possesses uncommon, rare or endangered aspects of NSW (or local) cultural or natural history.

- €# RNP is part of a network of coastal national parks in the State.
- €# RNP contains significant, localised geomorphic features such as the relic cliff-top dunes which are the most extensive and best preserved examples in the State of aeolian coastal dunes formed during Holocene sea level changes. Associated with these dunes is the only deflation hollow of its type in the State.
- €# The park contains rare examples of early national park design and administration, in the surviving pleasure grounds, and camping areas, and illustrates the early exploitation of the park in the remnant mining activities and permissive occupancies.

Criteria G

An item is important in demonstrating the principal characteristics of a class of NSW's (or local) cultural or natural places; or cultural or natural environments.

- ☞ Royal National Park is **regionally significant** as one a series of sandstone national parks and reserves in the greater Sydney area.
- ☞ The Royal National Park encompasses an area recognised as amongst the most floristically diverse for its size in the temperate parts of the world.
- ☞ The coastal edge protects important landforms and plant and animal communities which are typical of the coastal and sub-coastal parts of the Sydney Basin.
- ☞ The sand and soil landscapes and associated communities are considered to be highly significant within the NPWS estate.

4.3 Significance of the Cabins Areas

Criteria A

An item is important in the course or pattern of NSW (or local) cultural or natural history.

- ☞ The Bulgo cabins area is **locally significant** for its demonstration of the ways and means by which the Helensburgh and Otford community coped with unemployment and homelessness during the Depression and the close continuing association between Helensburgh and this group of cabins.
- ☞ The progressive development of the northern cabins areas is of **regional significance**, illustrating an informal recreational cultural landscape evolving under the overall environmental resource management of the landowners, Park Trustees and subsequently NPWS. As a result, there was less of a regulated environment regarding compliance with planning and building codes, resulting in a casual or “vernacular” character within the cabins areas.
- ☞ The cleared landscape character of the cabins areas is **locally significant** for its demonstration of early pastoral uses of the coastal edge.

Criteria B

An item has strong or special association with the life or works of a person or group of persons of importance in NSW (or local) cultural or natural history.

- ☞ The cabins areas illustrate the continuing nature of recreational activities and leisure in the coastal zone of the RNP and their associations with groups such as Surf Life Saving Clubs, community associations, bushwalking and conservation groups and Emergency rescue services.
- ☞ The cabins areas have an historical association with Sydney and Illawarra bushwalking clubs, conservation organisations and prominent identities who lobbied government for the removal of the cabins in favour of natural heritage conservation.
- ☞ The South Era cabins have historical and continuing associations with Sydney arts identities, such as Max Dupain, David Moore and Hal Missingham.

Criteria C

An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or local area)

- €# The cabins areas are **locally significant** for their demonstration of a mid 20th century vernacular, weekender style holiday cottages in a coastal setting. The repetitive patterning of building styles and materials demonstrates the communal and traditional nature of construction and the limitations imposed by the natural environment and isolated location of the cabins areas.
- €# The unique aesthetic character of the cabins areas arises from a combination of the informal architecture and village character, the dramatic siting along the coastal edge and the mixed cultural and natural landscape setting of grasslands, forest, headlands, beach and escarpment.

Criteria D

An item has strong or special association with a particular community or cultural group in NSW (or local area) for social, cultural or spiritual reasons.

- €# Parts of the cabins areas localities have particular importance to the Dharawal people as burial sites. The coastal edge surrounding the cabins areas remains as an important fishery for the local Aboriginal community, particularly the Wadi Wadi people of the Illawarra at Wollongong and La Perouse and other Dharawal people of the south coast.
- €# The cabins areas contain sites that have cultural, spiritual and social associations with Dharawal people and local Aboriginal community organisations such as the Illawarra Local Aboriginal Land Council and La Perouse LALC.
- €# The cabins areas have social value for the recreational activities of the Helensburgh and Otford communities, which has continued over several generations.
- €# The cabins areas are of **local significance** for their association with the recreational activities of Illawarra and Sutherland communities.
- €# The cabins have **local social significance** for the cabins occupants and users, many of whom have been associated with the place for a number of generations. An appreciation of the dramatic setting, common lifestyle values and

shared obligations for issues such as track maintenance and surf-lifesaving, have enhanced a sense of community among the majority of cabins occupiers.

- €# The Surf Life Saving Clubs have high social value for the services they provide to recreational users of the cabins areas.

Criteria E

An item has potential to yield information that will contribute to an understanding of NSW (or local) cultural or natural history.

- €# The cabins areas have the potential to yield information on the evolution of coastal ecology and regeneration within a concentrated culturally modified area.
- €# The cabins areas have the potential to yield information on the development of the “vernacular weekender” as a mid 20th century architectural style.
- €# The archaeological features of the cabins areas such as the various paths and tracks and beer bottle retaining walls have potential to yield information about the use and development of the areas.
- €# Many of the cabins contain rare fabric, design and siting details from the first phases of establishment during the 1920s and 1930s (demonstrating the evolution of the shacks from weekend recreational use to permanent structures).

Criteria F

An item possesses uncommon, rare or endangered aspects of NSW (or local) cultural or natural history.

- €# The cabins areas contain regenerating shale plant communities of Bangalay/Coastal Banksia and littoral rainforest of high conservation value.
- €# The floristics of communities adjacent to the cabins landscapes are unique to the southern section of the RNP and the Illawarra and are therefore of high significance within the NPWS estate. A number of these communities have been listed as Endangered Ecological Communities.

- ⌘# The cabins areas provides habitat for some vulnerable species of fauna scheduled under the *NSW Threatened Species Conservation Act, 1995*.
- ⌘# The cabins areas comprise a rare series of recreational cultural landscapes within the Royal National Park
- ⌘# The cabins areas possess uncommon and endangered examples of vernacular weekender architecture, which are becoming increasingly uncommon along the NSW coast.

Criteria G

An item is important in demonstrating the principal characteristics of a class of NSW's (or local) cultural or natural places; or cultural or natural environments.

- ⌘# The cabins areas are representative of the principal characteristics of NSW mid 20th century vernacular weekender architecture on public coastal land (with Mullet Creek, Dark Corner- Patonga, Crater Cove, Bonnie Vale and Boat Harbour-Kurnell).

5.0

Statements of Significance

5.1 Context

(incorporating Royal National Park, Coastal Edge and the Pastoral and Recreational Zones).

Royal National Park is of historic significance as the one of the oldest dedicated National Parks in the world and of **national historic significance** as the oldest national park in Australia.

The historical development of the park is of **state significance** for its illustration of the changing attitudes and motivations of the Australian community, in regard to parks and nature reserves and conservation.

The progressive dedication of the Royal National Park is of **regional historical significance** as it halted the spread of urban development south from Sydney along the coastline and as one of the sandstone parks and reserves of the Sydney region.

The progressive development of a protective public framework for the coastal edge and the remainder of the park is associated with prominent Sydney and Illawarra bush walkers and conservation groups such as the Parks and Playground Movement, Wild Life Preservation Society and National Parks and Primitive Areas Council, as part of the beginnings of the conservation movement in NSW.

The coastal zone is of high **local significance** due to its spiritual, cultural and historical associations with the Dharawal community. The presence of middens, campsites, shelters and art sites demonstrate the continuing association of Aboriginal people with the coastal edge.

The pastoral and recreation zone is of **regional significance** for its association with the early timber getters and pastoralists of the Illawarra and has a strong historical and social associations with local Illawarra and Sutherland communities.

The coastal edge is of **regional significance** for the natural beauty of its various headlands, gullies and beaches that have contributed to the recreational attraction of the coastal edge.

The visual character of the pastoral and recreation zone, with open, sparsely vegetated ridges and densely vegetated gullies and scattered cabins, is significant, both for its aesthetic qualities and its associations with the former and continuing landscape uses. The unique aesthetic character of the pastoral and recreation landscape arises from the contrast between the open grassed landscape and the vistas and views afforded and the natural backdrop of forest, headlands and beaches.

The park encompasses an area recognised as amongst the most floristically diverse for its size in the temperate parts of the world.

The plant communities of RNP are considered to be of **state significance**. The sand and coastal sandstone (heath) communities occur in other areas of the Sydney bioregion, however many of these areas are not securely reserved for conservation purposes or are subject to significant degrading impacts.

The pastoral and coastal edge zones have a high social value to the many bushwalkers, both as individual and as representative clubs and associations, who have appreciated and lobbied for the protection of the natural and visual qualities of the locality.

The coastal edge has strong historical, social and recreational associations with local communities of the Illawarra and the Sutherland Council. The pastoral and recreation zone in particular has historical and continuing social values for the Helensburgh and Otford communities.

The coastal edge is of scientific significance as it contains considerable archaeological evidence that has the potential to contribute to our understanding of pre-contact Aboriginal occupation of the south coast of NSW. Significant information relating to local resource use, burial practises and coastal movement is likely to be retained in undisturbed portions of these sites. They retain not only the potential to inform us about past use and occupation of the South Coast region in particular but Aboriginal land use practices in general.

5.2 The Cabins Areas

The cabins areas are of **regional significance** for their illustration of a continuing history of recreational activity and cultural modification in the coastal edge of the Royal National Park.

The Bulgo cabins area is **locally significant** for its demonstration of the ways and means by which the Helensburgh and Otford community coped with unemployment and homelessness during the Depression and the close continuing association between Helensburgh and this group of cabins.

The progressive development of the northern cabins areas is of **regional significance**, for its illustration of an informal recreational cultural landscape that evolved under successive environmental resource management regimes of the pastoral landowners, Park Trustees and subsequently NPWS. The casual or “vernacular” character of the cabins areas was largely a result of this less regulated atmosphere compared to the formal compliance with planning and building codes required in typical residential suburban development.

The cabins areas have an historical association with Sydney and Illawarra bushwalking clubs, conservation organisations and prominent identities who lobbied government for the removal of the cabins in favour of natural heritage conservation.

The cabins areas illustrate the continuing nature of recreational activities and leisure in the coastal zone of the RNP and their associations with groups such as Surf Life Saving Clubs, community associations, bushwalking and conservation groups and Emergency rescue services.

The cabins areas comprise a rare series of recreational cultural landscapes within the Royal National Park. The cabins areas are **locally significant** for their demonstration of a mid 20th century vernacular, weekender style holiday cottages on public land in a coastal setting (with Mullet Creek, Dark Corner- Patonga, Crater Cove, Bonnie Vale and Boat Harbour-Kurnell). The repetitive patterning of building styles and materials demonstrates the communal and traditional nature of construction and the limitations imposed by the natural environment and isolated location of the cabins areas.

Parts of the cabins areas localities have particular importance to the Dharawal people as burial sites. The coastal edge surrounding the cabins areas remains as an important fishery for the local Aboriginal community, particularly the Wadi Wadi people of the Illawarra at Wollongong and La Perouse and other Dharawal people of the south coast.

The cabins have **local social significance** for the cabins occupants and users, many of who have been associated with the place for a number of generations. An appreciation of the dramatic setting, common lifestyle values and shared obligations for issues such as track maintenance and surf-lifesaving, have enhanced a sense of community among the majority of cabins occupiers.

A unique unifying feature of the cabins areas or communities, when compared with a typical suburban or regional residential area, is the background influence of strong environmental and scenic character management that is inherent in the public ownership of the National Park. A sense of shared involvement and responsibility has developed between the cabins occupants, surf clubs and the land managers, most recently NPWS.

The Surf Life Saving Clubs have high social value for the services they provide to recreational users of the cabins areas.

The cabins areas have the potential to yield information on the evolution of coastal ecology and regeneration within a concentrated culturally modified area. The archaeological features of the cabins areas such as the various paths and tracks and beer bottle retaining walls have potential to yield information about the use and development of the areas.

The floristics of communities adjacent to the cabins landscapes are unique to the southern section of the RNP and the Illawarra and are therefore of high significance within the NPWS estate. A number of these communities have been listed as Endangered Ecological Communities.

5.3 The Individual Cabins Areas

5.3.1 Bulgo

The Bulgo (commonly pronounced Bulga) cabin community is of high historical and social significance for its continuing association with the communities of Otford and Helensburgh over several generations. This association is demonstrated in the continuity of use of the area, and the evolution of the building fabric from makeshift tent accommodation to more permanent cabins and shacks.

Most of the cabins on Bulgo Beach were built in the early 1930s, partly out of frustration and the inadequacies of the original tent like structures and as a result of need for permanency during the Depression. The cabin fabric is significant for its preservation of early details of construction and furniture from this period of occupation.

The shacks have research potential for their illustration of self-regulated planning, vernacular building techniques, design for a harsh marine environment and amenity provision in an area without vehicular access.

The siting of the Bulgo cabins is historically significant, as it reflects the original 100 foot Crown Reserve at the bottom of the escarpment. This close spacing and the origin of the cabin owners from the same town has produced a community with a strong sense of identity and with high social value. The sense of identification demonstrates the long recreational association between the coast and the inland mining and timber communities.

Bulgo has significant landscape modifications, such as the boat channel in the middle of the beach, the rock pool and the water gravity feed that supplies water to the beach cabins. These modifications demonstrate the communal relationship and mining origins of the cabin owners.

Bulgo cabins have high aesthetic significance, demonstrated by the quaint vernacular design of the cabins, their spacing in the landscape and their siting on the edge of the ocean with its dramatic escarpment backdrop.

5.3.2 Burning Palms

Burning Palms has historical significance for its association with the early pastoral and timber cutting incursions into the area and its subsequent recreational use. Most of the early recreational use is associated with the community of Helensburgh and early bushwalking clubs such as Coast and Mountain Walkers and Mountain Trails Club and who set up permanent campsites along the beach.

The Burning Palms area has historical associations with bushwalking enthusiast Miles Dunphy who named Burning Palms after he and other hikers lit dead palms as signal beacons on New years Eve in 1914. Burning Palms is also associated with the National Parks and Primitive Areas Council who lobbied for the reservation of Garawarra Park and Primitive Area, whose boundary crossed the northern area of the beach. Burning Palms has historical associations therefore with early conservation movements in NSW and the historical focus of bushwalking groups on conservation actions in Royal National Park.

Burning Palms has historical association with the early establishment of the Burning Palms Surf Club and later the development of the Westpac Helicopter Rescue Service. The cabins hold high social value for the Burning Palms cabins community.

In 1945 the Burning Palms and South Era cabin owners combined to form the Era-Burning Palms Protection League in order to protect the interests of the cabin owners. The League, which is historically significant as one of the oldest types of community bodies to form in Australia, had intended to purchase the cabins land, however a week before the auction, in February 1950, the government resumed the land for the National Park.

The Burning Palms shacks have research potential for their illustration of self-regulated planning, vernacular building techniques, design for a harsh marine environment and amenity provision in an area without vehicular access. The shacks further illustrate the historical resumption of the beach area for the Garawarra Park and Primitive Area, and their subsequent resiting on the northern headland.

5.3.3 South Era

South Era (commonly referred to as Era) is the largest of the cabins areas and contains a broad cross section of building types and cabin owners. More than any of the other cabins areas, South Era illustrates early and continuing association with individuals and groups who contributed to the rapid growth of the Outdoor Movement and conservation groups.

South Era has historical associations with artists, writers and photographers and has been described as having a very cosmopolitan and diverse community, which continues to this day. The shack owners now represent a broad cross section of Illawarra, Sutherland and Sydney people. The shacks hold great social value for the South Era community.

The cultural landscape of South Era is historically significant for its demonstration of the earlier pastoral and timber uses of the area. The landscape is aesthetically significant for its cultural and natural features and the contrasting nature of these within a dramatic coastal landscape. There are several instances of significant garden landscaping in close proximity to the cabins.

One of the early and contemporary focus points at South Era is the Surf Life Saving Club. Established in 1938, it is significant for its early inception and continuing social value.

The South Era shacks have research potential for their illustration of self-regulated planning, vernacular building techniques and use of local resources, design for a harsh marine environment and amenity provision in an area without vehicular access. The South Era area contains examples of unique construction techniques, including several stone cottages that use cavity construction.

5.3.4 Little Garie

Little Garie has historical significance for its early association with the Helensburgh and Otford communities who established the first recreational fishing shacks along the gully, in the 1920s. On Thelma Ridge was the 1876 house site of the first Europeans to settle in the park area, the Collaery family.

Little Garie has aesthetic significance for the strong contrasts between the high hills behind the beach and the domestic scale of the cabin architecture, set into open grassed clearings, along the north facing gully.

It is a socially self contained community, which has seen a great drop in cabin numbers due to cabin demolitions. This has had a great impact on its integrity and therefore, its significance.

The community has a strong historical and social association with the Surf Life Saving Club at Garie Beach which was established in 1938. The cabins hold great social value for the remaining Little Garie community.

The Little Garie shacks have research potential for their illustration of self-regulated planning, vernacular building techniques, design for a harsh marine environment and amenity provision in an area without vehicular access. The Little Garie shacks have developed in quite a different fashion to those of other cabins areas due to the close proximity of the Garie Beach road, and relatively easy access.

Little Garie is historically significant for its continuing association with the development of early camping grounds in Royal National Park and the development of the Garie Beach recreational area.

Part D

Conservation & Heritage Management Framework

6.0 Heritage Management Framework

6.1 Core Characteristics of Significance

The most important characteristics of heritage significance arising from the above analysis that must be taken into the formulation of conservation policies for the RNP cabins areas are as follows:

- š The integrated natural and cultural heritage landscape characteristics of the cabins areas as components of the wider natural heritage features of the Coastal Edge within the Royal National Park.
- š The associations with, and physical evidence, of the heritage of the Dharawal people.
- š The, at times, competing values arising from the degree of public interest in the conservation of the natural heritage values of the Coastal Edge within RNP and the interests of those who occupy the cabins areas, both of which are under the overall management responsibility of NPWS.
- š The casual or vernacular character of the various cabins areas that has developed under successive land management regimes.
- š The continuing nature of the recreational and leisure activities in the coastal zone of the RNP and their association with groups such as the surf clubs, bush walking and conservation groups.
- š The enhanced a sense of community among the majority of cabins occupiers, drawn together by an appreciation of the dramatic setting, common lifestyle values and shared obligations for issues such as track maintenance and surf-lifesaving.
- š The background influence of strong environmental and scenic character

management that is inherent in the public ownership of the Royal National Park.

- š The shared involvement and responsibility for the care and conservation of the cabins areas and their settings between the cabins occupants, surf clubs and NPWS.
- š The known archaeological features and general potential to yield information on the evolution of coastal ecology and regeneration within a concentrated culturally modified area.
- š The floristics of communities adjacent to the cabins landscapes are unique to the southern section of the RNP and the Illawarra and are therefore of high significance within the NPWS estate. A number of these communities have been listed as Endangered Ecological Communities.

The conservation and management of these values, which include both tangible and intangible characteristics forms the essence of the recommendations for conservation policies within this Conservation Management Plan.

6.2 International Conservation Bodies

The International Union for the Conservation of Nature and Nature Resources (IUCN) mission is: *To influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable.*

In 1994 the IUCN defined a national park as:

A natural area of land and/or sea designated to (a) protect the ecological integrity of one or more ecosystems for present and future generations, (b) exclude exploitation or occupation inimical to the purposes of designation of the area, and (c) provide a foundation for spiritual, educational, recreational and visitor opportunities, all of which must be environmentally and culturally compatible.

The IUCN categories and classifications for national parks and reserves are those endorsed as best-practice by the National Parks Association.

6.3 National Agencies

6.3.1 Australian Heritage Council

The Australian Heritage Council, formerly the Australian Heritage Commission has recognised *Burning Palms Settlement*, Waterfall NSW, Era Beach Settlement, Waterfall NSW and *Little Garie Cabin Community*, Waterfall NSW as important components of Australia's cultural resources, by listing on the *Register of the National Estate (RNE)*. Classified as historic, they were registered in 1980.

The role of the RNE in relation to the management of heritage sites in Australia was reduced by the 2003 amendments to the *Environmental Protection and Biodiversity Conservation Act (EPBC Act)*. The RNE remains as a record of heritage places but carries no statutory obligations. Since there are no Commonwealth owned properties in the study area, or properties recognised as being of National Heritage Significance, there are no direct implications for the heritage management of the Cabins Areas arising from the EPBC Act.

The RNE listing for the *Burning Palms Settlement* covers the "area between the ridge ending at Figure Eight Pool in the south, The Burgh Ridge to Semi Detached Point in the north, the escarpment in the west and the coast in the east".

The Statement of Significance reads:

The settlement represents a cohesive group of people whose historical occupation of the area has a continuity of over seventy years. Settlement members have demonstrated a dedication to public service through the Surf Club and Landcare Group. The settlement is unique in its location and environment settlement management, in the complete absence of accepted services, is democratic, tolerant and respectful of others. Standards of behaviour are accepted by consensus. The settlement buildings and lifestyle are maintained through initiative, innovation and self reliance. It is so easy to destroy and obliterate the past when that heritage may be an example and strength for future generations.

The listing for the *Era beach Settlement* covers the "area generally bounded by Mid Era Ridge in the north, The Burgh Ridge to Semi Detached Point in

the south, the top of the escarpment in the west and the Tasman Sea in the east".

The RNE Statement of Significance reads:

The Era Beach settlement is important for its historic associations with the community of bush walkers from Sydney who were part of the rapid growth of outdoor recreation, particularly in the 1930s; with others who lived there more permanently during the Depression; and with people involved in the arts, photography and literature in post World War Two years. The current community of cabin owners includes those with a continuity of association with the settlement for over 40 years (Criteria A.4 and G.1). The settlement is a valuable cultural landscape, with cabins at the edges of cleared grassed pasture land, associated with grazing from 1831. The cabins on the southern hillside are visually harmonious and form a discrete village like precinct (Criterion A.3). It is also important for the way the cabins demonstrate early recreational use and later occupation during the Depression years, which was associated with Helensburgh families (Criterion B.2). The cabins include a range of structures, from simple gable roofed corrugated iron miners cottages to unique and personal examples of design and innovation. Some cabins are particularly good examples of certain aspects of vernacular architecture, and they are remarkably intact (Criterion F.1).

The RNE listing for the *Little Garie Cabin Community* covers the "area bounded by Garie Road and the ridgeline to Little Garie Point in the west and north, Thelma Ridge in the south and the coast in the east".

The Statement of Significance reads:

It is important in the course or pattern of Australia's natural or cultural history. An example of simple low technology living as experienced by many Australians in the Great Depression and most Australians last century. Demonstrates a wide and varied range of lifestyles from coastal Aboriginal living, through pioneer settlers/graziers, to coal miners recreational pursuits, Depression living, Surf Life Saving in a remote area, to a simple escape from the pace of modern urban living. A unique and beautiful coastal landscape held in high regard by many generations of people who place a particular value on the outdoors. An inspiration to artists and

writers. Demonstrates an innovative approach to living in a remote area without road access. This was particularly the case in the 1920s and 1930s.

It is recommended that a copy of this CMP be forwarded to the Australian Heritage Council (Department of Environment and Heritage).

6.4 Parks and Wildlife Division NSW Dept of Environment and Conservation

The *National Parks and Wildlife Act 1974* governs the management of areas dedicated under the Act as National Parks, Nature Reserves, State Conservation Areas, Aboriginal Places and Historic Sites. The NPW Act aims to conserve natural and cultural heritage and foster public appreciation, understanding and enjoyment of natural and cultural values.

The NPW Act requires that a Plan of Management to be prepared for each reserve. The *Royal National Park, Heathcote National Park and Garrawarra State Recreation Area Plan of Management* was adopted in 2000, and recommended that Conservation and Management Policies be developed for the cabins areas. This Conservation Management Plan was commissioned in accordance with the Plan of Management and aims to identify the significant cultural and natural heritage of the cabins areas.

Key provisions of the Act include:

- § S. 30E sets out the principles for managing a National Park;
- § S. 90 prevents the damage or destruction of Aboriginal artefacts;
- § S. 86 and 87 sets out the offences and permit requirements for moving Aboriginal artefacts;
- § S. 117 protects native plants;
- § S. 151 allows licences and leases to be granted for the occupation of buildings;
- § S. 188 protects threatened species, populations and endangered ecological communities.

In addition to the provisions of the NPW Act, the National Parks and Wildlife Regulation 2002 contains further provisions regulating activities which are permissible in national parks. Copies of the Act and Regulation can be viewed at www.legislation.nsw.gov.au.

The Parks and Wildlife Division (PWD) of the NSW Department of Environment and Conservation was formerly known as the NSW National Parks and Wildlife Service (NPWS).

The cabins areas are located within Royal National Park. As such, PWD is the responsible land management entity for the cabins areas.

The *NPWS Field Management Guidelines* include the following Historic Resource Conservation and Management policies:

4.1.3

All sites, structures and relics of potential historical significance will be protected from all development or alteration until their historic or other values are evaluated.

4.1.6

Any works proposed for an historic place ... shall be preceded by the preparation of a conservation plan, or other appropriate document.

4.1.7

Conservation Plans ... will be prepared in accordance with the Burra Charter and by a person with qualifications approved by the Service.

Two critical aspects of the Clause 8 of the Land Management Regulations are relevant to the management of the cabins areas within RNP. They require approval for the erection or removal of certain structures, including fences, and requires careful heritage management for any structure that is 25 years or older. NPWS is bound by the procedures of the *Guidelines for approvals: Cultural heritage places, buildings, landscapes and moveable heritage items on NPWS estate*, in this regard.

6.4.1 Aboriginal Heritage Management

The primary responsibility for Aboriginal heritage in NSW lies with the NSW National Parks and Wildlife Service, through the *National Parks and Wildlife Act 1974*. The Act protects Aboriginal objects and places. Relics are defined as deposits, objects or material evidence related to indigenous and non-European occupation both prior to and concurrent with European occupation. Aboriginal places are any place declared to be an Aboriginal place under Section 84 of the Act, which is or was

of special significance with respect to Aboriginal Culture.

Under Sections 86 and 91 of the *National Parks and Wildlife Act 1974*, it is an offence to damage, deface or destroy Aboriginal objects or places without the consent of the Director of the NPWS. Under S. 86 of the NP&W Act, it is an offence to: disturb or excavate any land for the purpose of discovering Aboriginal objects; disturb or move any Aboriginal object; take possession of an Aboriginal object; remove an Aboriginal object from a National Park; or build a structure for the storage or exhibition of Aboriginal objects within a National Park, without the authorisation of the Director General.

The Director General may issue a permit to carry out the activities mentioned in S. 86, under S. 87 of the NP&W Act.

Under S. 90 of the NP&W Act it is an offence to knowingly destroy, deface or damage an Aboriginal object without the Consent of the Director General.'

A person who is aware of the location of a relic is required to report its existence to the Director (s91).

A relic may be the property of the Crown or private property, depending upon their disposition and date of collection, however most relics which are "sites", i.e. are engraving sites or rock art sites, or archaeological deposits, are real property and therefore belong to whoever owns the land, however they may not be disturbed or destroyed. The Australian Museum curates moveable relics which are the property of the Crown.

The Act enables NPWS to acquire land that contains significant objects. These may be dedicated as Aboriginal areas or historic sites. The Service can also enter into agreements with landowners for the protection of relics (known as "conservation agreements") and/or, with the consent of the owners, areas can be declared protected archaeological areas while remaining in private ownership.

An area of land can also be declared an Aboriginal Place. This has the effect of bestowing on that land the same protection as an "object". This provision is most often used to afford protection to land which contains no physical objects but which

is a site of proven importance to Aboriginal people, such as mythological sites.

A 1987 amendment to the Act allows the Minister responsible for administering the Act to make interim conservation orders over land of cultural significance. Such orders last twelve months and impose restrictions on the development of land.

As well as administering the provisions of the *National Parks and Wildlife Act 1974* the Service takes an active role in overseeing the implementation of the Environmental Impact Assessment process in relation to Aboriginal sites.

Zone Teams actively review environmental assessments and statements to ensure that these consider, and make appropriate provision for, Aboriginal sites. The various Zone Teams take an active role in Local Government planning in an effort to ensure that sites are protected in an active way, and in order to prevent the necessity for last minute interruptions to developments by the application of its own Act, should sites have been inadequately considered.

6.4.2 RNP Plan of Management

The *Royal National Park Heathcote National Park and Garawarra State Recreation Area Plan of Management* (adopted February 2000) is the operative tool used by NPWS staff. A legal document and produced in accordance with the *National Parks and Wildlife Act 1974*, it establishes the schemes of operations and outlines how the areas will be managed.

The *Plan of Management* states that the related areas of Royal National Park, Heathcote National Park and Garawarra State Recreation Area (over 18,000 ha of land) are reserved for conservation and recreation purposes. In addition to the general objectives that relate to the management of national parks in NSW, there are a number of specific objectives that apply to Royal National Park. These include:

- €# Royal National Park will be used as the primary venue within the southern Sydney Metropolitan area for the promotion of natural and cultural heritage conservation in NSW generally and for promoting the work of the Service.

⌘ The protection and where necessary restoration of nature conservation values within Royal National Park...as part of the system of parks and other protected lands of the Woronora Ramp within the Sydney Basin, with emphasis on the protection of bio-diversity and maintenance of the ecological relationships between the reserves and adjacent natural lands.

⌘ To protect the catchment of the Hacking River and Woronora River.

⌘ To protect scientifically important coastal features.

⌘ To protect rainforest in the upper catchment of the Hacking River.

⌘ The historic recreational settings and cultural landscapes in Royal National Park will be conserved.

⌘ The three areas will be promoted to increase public awareness of:

-the reserves as important parts of the system of natural heritage conservation areas on the Woronora Ramp and in the Sydney Basin which contain important refuges for plant and animal communities of the Sydney region;

-scientifically important coastal features;

-the history and development of Royal National Park in respect to changes in the philosophy of recreation and conservation management; and

-the appropriate use of the national park

⌘ The increased use of Royal National Park for environmental education purposes will be promoted.

⌘ Royal National Park will continue to provide outdoor recreation opportunities at existing levels within the established facility areas.

General management objectives for national parks relate to the protection and preservation of scenic and natural features, conservation of wildlife and historic features, maintenance of natural processes as far as possible, preservation of Aboriginal sites, provision of appropriate recreation opportunities,

and encouragement of scientific and educational inquiries into environmental features and processes, prehistoric and historic features and park use patterns.

Plan of Management Policies

The RNP *Plan of Management* contains policies and framework for the management of Royal National Park, which are summarised under the natural heritage, cultural heritage and use of the area.

The policies provide a framework for management consistent with the resources available to NPWS and anticipated community trends for the next five to ten years. Management is also to be in accordance with NPWS Field Management Policies. A number of actions have also been identified in the Plan of Management, which are intended to be undertaken in the next five years, although do not preclude other actions from taking place, which are consistent with the policies. The Plan of Management includes policies specific to cabin areas and these have been fundamental to the development of this CMP.

Environmental Impact Assessment and Review of Environmental Factors

Part 5 of the EP&A Act require NPWS to assess the likely environmental impacts of activities proposed to be undertaken "on park". A Review of Environmental Factors (REF) is the established methodology for undertaking this assessment unless it is considered that there is likely to be significant effect on the environment. In these cases an Environment Impact Statement is required.

Every proposed activity to be carried out "on park" should be assessed using the established REF1 format. Relevant aspects of these obligations include:

- § There must be an Environmental Impact Assessment for all Activities in the Park.
- § Under Part 5 of the EP&A Act, this will normally result in the preparation of an REF or an EIS.
- § The Determining authority for this is the DEC.

- š The EIA process applies to all activities that are not routine maintenance.

6.5 Other State Government Agencies

6.5.1 NSW Heritage Council

The *Heritage Act 1977* protects items of significant cultural heritage value in NSW. It establishes the State Heritage Register and statutory requirements for items listed on the Register. It also establishes minimum maintenance standards for items listed on the State Heritage Register, and allows the NSW Heritage Council to place Interim Protection Orders on items deemed to be threatened until such time as their heritage value is assessed.

The listing of a place on the State Heritage Register is at the discretion of the Minister and the Heritage Council. Members of the public or agencies can make representation to the Heritage Office for the consideration of a place for listing.

S. 170 of the *Heritage Act* requires government agencies to keep a register of items of heritage significance within their jurisdiction, and to notify the Heritage Council where the agency proposes to cease to use or demolish an item on the S. 170 register.

The NSW Heritage Act includes various provisions for protecting identified items of cultural and natural heritage. The cabins areas of Royal National Park have not been listed on the State Heritage Register (SHR), under the terms of the *NSW Heritage Act 1977* and *Amendment Act 1998*. There is an intention to list the cabins areas on the SHR when the CMP has been adopted.

All archaeological material, with the exception of Aboriginal material, is managed through the archaeological management provision of the *NSW Heritage Act 1977* and *Amendment Act 1998*. Under the Act there is automatic protection for archaeological remains below the ground that are 50 years old or more. Disturbance of archaeological material or deposits may require approval in the form of an excavation permit under section 140 of the Act.

An archaeological zoning plan has been prepared for the cabins areas and is included as Appendix 4 in this CMP. It is a management tool to direct future works which may affect sub-surface or standing material, including fencing and revegetation. The Zoning Plan identifies areas of archaeological sensitivity and predicts the types of deposits which may occur in given areas, thereby prescribing the levels of investigation required prior to future development.

Under the terms of the NSW Heritage Act NPWS is required to notify the Heritage Office of any actions that may affect the significance of places included on the NPWS s170 Heritage and Conservation Register.

6.5.2 Aboriginal Land Rights Act 1983

The *Aboriginal Land Rights Act 1983* which is administered through the NSW Department of Aboriginal Affairs is "property" law rather than "environmental" law, and there is widespread misunderstanding in the general community that it entitles Aboriginal people to claim places of Aboriginal heritage. The Act allows for claims of vacant Crown land, which is not required for an essential public purpose. It also provides funds for the purchase of these lands. This Act does not protect heritage places and makes no provision for them to be claimed by Aboriginal people unless they on vacant crown land.

The Act provided for the establishment of a system of elected Local Aboriginal Land Councils. The role of these Councils is to deal with land and monies flowing from actions under the Act. The system of Local Aboriginal Land Councils covers the whole state and provided a point of formal contact with Aboriginal communities which had hitherto not been available. The National Parks and Wildlife Service, which had long had a policy of consulting Aboriginal communities about the management of sites, uses this Land Council system as a formal reference point for matters concerning the management of Aboriginal sites.

As a matter of policy, the Director-General of the NPWS, when considering actions which he may take under the *National Parks and Wildlife Act* (with respect to Aboriginal sites), consults with the relevant Local Aboriginal Land Council and other local Aboriginal community members and organisations. Local government has generally

followed this lead and many Local Councils liaise regularly with Local Aboriginal Land Councils and other Aboriginal organisations about Aboriginal heritage and other issues.

Local Aboriginal Land Councils have themselves been active in advocating Aboriginal involvement in decision making about sites and many Councils employ trained, or trainee Aboriginal Site Officers whose specific role is to liaise with archaeologists, developers, the National Parks and Wildlife Service and Local Government about sites and their management. It is the practice of the National Parks and Wildlife Service and of most consultant archaeologists to involve the Local Aboriginal Land Council in planning for and assessment of matters affecting Aboriginal Sites.

The Local Aboriginal Land Council whose boundary coincides with the Cabins areas within Royal NP is the Illawarra Local Aboriginal Land Council, which has been consulted throughout the course of this project. Other Aboriginal people with links to the Cabins areas were also consulted. They included Dharawal people currently living in La Perouse and who are also members of the La Perouse LALC. The NSW NPWS has also recognised the La Perouse community as an important stakeholder.

6.5.3 Department of Infrastructure Planning and Natural Resources

The *Environmental Planning and Assessment Act 1979* requires that formal environmental impact assessment (EIA) is conducted and formal approval granted prior to the conduct of any activities classified as 'works'. Routine maintenance activities are not included within the definition of 'works'. In the case of state government authorities such as the NPWS and Department of Environment and Conservation, the EIA is conducted under the criteria listed in Section 110 of Part V of the Act.

The Department of Environment and Conservation is the determining authority for 'works' carried out within National Parks

Formerly the Department of Urban Affairs and Planning, DIPNR administers the *Environment Planning and Assessment Act 1979*. This Act

provides for the preparation of environmental planning instruments intended to guide land use and management at State, regional and local levels. The Act provides a code for making and determining development applications. The main features of the Act with relevance to cultural heritage are the requirement for environmental assessment of development proposals and a mechanism for the inclusion of heritage conservation provisions in planning instruments.

All national parks are zoned 8a) and under SEPP4 development activities are not subject to approvals by Local Government.

Environmental assessment is required for all activities, and such reviews must include a review of impacts upon both the Aboriginal and built cultural environment. Environmental Impact Statements and Reviews of Environmental Factors require identification and assessment of Aboriginal heritage within the subject area.

6.5.4 Threatened Species Conservation Act 1995

The *Threatened Species Conservation Act (TSCA) 1995* aims to conserve threatened species, populations, ecological communities and their habitats; to promote their recovery; and manage the processes that threaten or endanger them.

A Scientific Committee has been established under this Act, which reviews nominations for the listing of species, ecological communities, critical habitat and threatening processes under the TSCA. Threatened species, including flora and fauna, may be listed under Schedules 1 and 2 of the Act, and those plant communities considered to be at risk of extinction as "endangered ecological communities" under Schedule 3.

6.5.5 Noxious Weeds Act 1993

The Noxious Weeds Act 1993 replaces weed control legislation contained within the Local Government Act 1919. The Act allows for the declaration of noxious plants in four categories – W1 to W4. Noxious plants are categorised according to the specific action required to control them. Bushland or "environmental weeds" are generally grouped into category W4.

The objects of this Act are as follows:

to identify noxious weeds in respect of which particular control measures need to be taken;

to specify those control measures

to specify the duties of public and private land holders as to the control of those noxious weeds;

to provide a framework for the State-wide control of those noxious weeds by the Minister and local control authorities.

The Act requires that private occupiers of land must control noxious weeds on the land and that a public authority must control noxious weeds likely to spread.

“A public authority that is an occupier of land must control noxious weeds on the land, as required under the control category or categories specified in relation to the weeds concerned, to the extent necessary to prevent the weeds from spreading to adjoining land.”

The Royal National Park lies within both the Sutherland and Wollongong Local Government Areas and as such is covered by the noxious weed lists (and control categories) for each LGA. These lists are provided in the CMP appendix.

6.5.6 Rural Fires Act 1997

The *Rural Fires Act 1997* replaced the Bush Fire Act 1949. Under the new Act, the Service is a fire authority and is responsible for controlling fires in national parks and ensuring that they do not cause damage to neighbouring land or property. This responsibility includes the implementation of fuel management programs. The Service may also assist with the control and suppression of fires adjacent to national parks.

The Service has prepared a fire management plan for Royal and Heathcote National Parks and Garawarra State Recreation Area. This fire management plan has been reviewed and the Draft document will be placed on public exhibition later this year (2001).

6.6 Local Government Agencies

6.6.1 City of Wollongong

The cabins at Bulgo Beach, South Era, Burning Palms and Little Garie Beach, Royal National Park, have been listed as items of regional significance in Part 2 (Items of State and Regional Significance) of Schedule 1 of the City of Wollongong Local Environmental Plan 1990 (Amendment No.142).

Whilst the Service remains the consent authority in relation to the areas and therefore shacks and cabins, NPWS should maintain a positive liaison with the City of Wollongong as appropriate, in relation to the management of the areas.

6.7 Community Heritage Agencies

6.7.1 National Trust of Australia (NSW)

The RNP coastal cabins have been classified by the National Trust of Australia (NSW).

While listing by the Trust carries with it no formal planning or development approval obligations, classification is recognised as representing the NSW community's regard for their importance. NPWS should maintain a positive liaison with the National Trust as appropriate.

6.7.2 Australia ICOMOS

Australia ICOMOS is the National Committee of International Council of Monuments and Sites. Its publication, The Burra Charter, has become the agreed professional practice standard for methodologies and philosophical approaches to conservation work in Australia. Its status is advisory not statutory, however NPWS generally uses the Charter and its own Field Management Guidelines to guide its professional conservation activities.

The Burra Charter provides a series of guiding principles for the conservation of culturally significant places. The principles of the Charter are:

- The place itself is important
- Understand the significance of the place

- š Understand the fabric
- š Significance should guide decisions
- š Do as much as necessary, as little as possible
- š Keep records
- š Do everything in logical order

The charter outlines a basic procedure for decision making with regard to cultural heritage items. The necessary steps are:

1. Assess the cultural significance;
2. Develop conservation policy and strategy, and Carry out the conservation strategy.

The articles of the Charter set some principles for how cultural heritage should be viewed. The aim of cultural heritage conservation is to retain the cultural significance of a place. In managing the cultural heritage, all aspects of its significance should be considered.

Conservation Policies developed in the second stage of decision making should ensure that the use of the item is compatible with its cultural significance.

The visual setting and context of the item should be appropriate to its significance, and wherever possible the item should remain in its location as its cultural significance may stem from its relationship with its surroundings.

Preservation of the item is preferable to restoration, which is preferable to reconstruction. The item may be adapted to a different use where the adaptation does not substantially detract from its cultural significance.

7.0

Conserving the Heritage Resources

7.1 Conserving Aboriginal Significance

Aboriginal association with the coastal landscape of RNP goes back at least 7,500 years, according to archaeological evidence. This compares with 200 years of European settlers and 80 years of cabins occupiers. Aboriginal association with the coast of RNP was broken by European settlement and then by the resumption of the whole area for the National Park.

The Aboriginal owners of the NSW coast between South Head in Sydney and the Shoalhaven River are the Dharawal. Dharawal language speakers were organised into a number of clans that maintained association with a particular area, at the same time maintaining links with other Dharawal people throughout the region [see also Thematic History].

Early ethnographic accounts suggest a highly mobile, largely dispersed population with slightly higher populations near Lake Illawarra. Today, Aboriginal families identifying with this area are spread along the south coast. Some identify as a number of tribal groups depending on whether they take the names of tribes or clans or language groups. The present spread is likely to reflect a traditional distribution in which communities maintained family links and obligations over large distances. Aboriginal population movements on the north coast appears to have been largely east-west along its major river systems to the hinterland uplands. On the south coast with its lakes and estuaries, short sandy beaches and numerous rocky headlands and inter-tidal platforms, large scale movement east-west is unlikely to have been as great. The coastal focus being possible because of the great diversity and abundance of resources of the coastal zone of the south coast.

The coastal strip between Wollongong and Port Hacking is characterised by rugged and steep topography and as a consequence, Aboriginal movement along this part of the coast or from the inland may have been limited or for specific

purposes. The prehistoric middens along this coast demonstrate localised rock platform shellfish collection. This pattern is likely to have been suspended following the invasion as Aboriginal people were displaced and moved to other areas. The coastal fisheries continued to be important to the Dharawal people who had dispersed along the coast between La Perouse and Batemans Bay. Organised fishing enterprises were established at Port Kembla and La Perouse and individuals were known to walk enormous distances between fisheries.

In the mid twentieth century the area was known as a rich lobster fishery. Wadi Wadi people from the Illawarra region were known to have travelled to the various beaches to fish for abalone and lobster along the many rock platforms as stocks became depleted at Port Kembla. Lobsters leave their nests towards winter to feed on kelp and this was the best time to catch them. The rocky headlands at these beaches were relatively isolated and lobsters remained in abundance until relatively recently. Jim Davis [pers. comm] also reports that three initiated brothers: Hugo, Chock and 'Wheeny One' Noble, possibly Yuin men from Wallaga Lake, visited families from Batemans Bay to Port Kembla between the 1920s and 1950. He remembers them diving for lobster along the beaches north of Stanwell Park. Jim and Bessie Stewart, Jim's grandmother and her partner spoke of people from La Perouse also coming down to Era and Burning Palms. Beryl Bellar [pers. comm] reports that Bookell [Albert] Thomas who spent some time at Hill 60 in the Illawarra also fished this part of the coast. He worked beside his father on the whale fleets at Eden and was renowned as the best 'Lookout' man, or fish spotter on the mullet, salmon and blackfish runs.

The present Aboriginal community regard the Royal NP coastal strip and the Aboriginal sites it contains as an important link to the past and in particular the varied fishing practices of the Dharawal people.

The traditional owners of the coastal area of RNP are now consulted by the service as part of *The Royal National Park, Heathcote National Park and Garawarra State Recreational Area Plan of Management*. The POM recognises that the conservation, protection, research and promotion of information about Aboriginal cultural history will only be undertaken in consultation and in cooperation with the Aboriginal community. The La Perouse community and the Wadi Wadi people

of the Illawarra have a particular interest in the landscape and sites along the RNP coastline, including middens, art and sheltered occupation sites in the immediate hinterland.

The *Plan of Management* also recognises that the displacement of the Dharawal owners following the invasion was rapid but that some older people with associations with the area may have retained knowledge about aspects of the traditional use of the area.

The Dharawal associations with the cabins area coastline are known to have continued throughout the twentieth century and has been largely related to a continuation of camping and fishing practices. Oral histories clearly show individual Aboriginal people travelling long distances to the Royal NP coastline for these purposes. However it seems that difficulty of access, restrictions on camping, fishing, catch sizes and bans on particular species made others areas along the south coast, with more established and accessible fisheries, more favourable. For example: the 'Christmas camps' whereby Aboriginal families and groups maintained social obligations and associations to sites and particular places do not appear to have focussed on the cabin area coastline but rather on places further south in the Illawarra and the Shoalhaven.¹⁰¹

The Aboriginal community have more recently participated in cultural tourism ventures within RNP. The NPWS Discovery Ranger Program which includes guided tours promotes Aboriginal cultural history and an understanding of the Aboriginal values of the area. While this program is not directly managed by the Aboriginal community the current Discovery Ranger is a La Perouse community member. The current tour operator licensing system has discouraged the development of viable Aboriginal owned and operated tour ventures.¹⁰²

The re-vitalisation of the Dharawal associations with RNP coastline could be facilitated by an easing of the fishing and camping restrictions for the traditional owners and the waiving of licences for Aboriginal owned and operated cultural tourism enterprises.

¹⁰¹ Per.Comm. Traditional Owners, La Perouse and Illawarra communities.

¹⁰² Per.Comm. Elder, La Perouse community

7.2 Conserving Social Significance

The discussion in the following sections summarise the author's understanding of the views expressed during the interviews with key stakeholder groups. There are a variety of community groups who have a direct interest in the management of the Cabins Areas within Royal National Park. They include environmental protection groups, bush walking groups, Landcare groups, surfing groups and the cabins communities.

Each of these groups has well defined interests in relation to the overall management of the Park and the Cabins Areas in particular. There is no doubt that some of these interests conflict with those of other groups or Park users. The achievement of a balance between what are essentially contested values between the different groups is one of the objectives of Park management. This CMP provides some of the framework for this resolution.

7.2.1 Shared Recognition of Responsibility

The historical development of the cabins areas within Royal National Park, and of the conservation and enjoyment of the coastal edge that provides their setting has been characterised by a sense of shared responsibility between the different stakeholder groups and the relevant land managers at the time. The early camping activities and cabins occupancies were marked by a supportive attitude of the pastoral land owners. The Park Trustees fluctuated between benign oversight and active encouragement, while various generations of National Park managers have been under pressure from various quarters to either support retention or actively facilitate the removal of the cabins. At all times the relevant land managers, both private and public, have been responsible for the general background management of the natural heritage characteristics and landscape setting of the, walking tracks, camping grounds and cabins areas.

Continuing through the most recent decades in particular has been a sense of shared responsibility for the management of the cabins areas between the majority of the occupiers and the Park rangers. While some may claim that there has been a self

regulating environment within the cabins areas, particularly with regard to the maintenance of the built environment, management of the cultural landscape and the activities related to the surf clubs, these activities have long been undertaken against the background reality of the surrounding National Park.

It is essential therefore for the cabins communities, bush walking clubs, concerned environmental protection groups, recreational users and Park management staff to continue to work together towards the on-going resolution of issues and the conservation of the place.

7.2.1 National Parks Association and Confederation of Bush Walkers

Royal National Park has traditionally and continues to be associated with a variety of bushwalking clubs. The location and accessibility of the park area primarily contributing to its popularity and frequency of use by a number of bushwalking clubs, with bus, train and even ferry services providing suitable connections to its facilities.

In addition to providing an easily accessible venue for walking, the natural setting and number of "destinations" to which walkers can aim for such as the coastal attractions of beach and surf for swimming and cleared, well watered areas suitable for camping and overnight stays continues to add to the experience for many bush walkers.

Walkers generally consider themselves to be self sufficient and place high value on the "natural" attributes of the park area. Discussion with representatives of the various groups confirmed the values as noted in the Confederation's, *Draft Policy on Natural Areas*¹⁰³:

- €# Protection of native biological diversity and the maintenance of ongoing ecological and geomorphical processes and systems.
- €# Provision of opportunities for spiritual reward associated with remoteness, solitude and self reliance in natural areas.
- €# Provision of opportunities for non-motorised, self reliant recreation in natural areas, especially bushwalking.

¹⁰³ <http://www.bushwalking.org.au/natural.html>

Bush walkers commonly recognise and appreciate the natural beauty, views and vistas afforded by the park lands and maintain their prime function is to protect the natural flora and fauna. Hence the catch phrase, “leave nothing but tracks, take nothing but photographs”.

Whilst the historical value of the cabins areas is recognised by some, most bush walkers consider the impact on the appreciation of the inherent “natural” qualities of the park substantial. Features such as solar panels and aerial antennas seemingly to contradict the “back to basics” nature of the “weekender” and is a reminder of suburbia not of isolation.

Whilst most walkers prefer to camp, there is a concern about equity and exclusivity within the park, particularly with the reduction of camping sites. Like the cabin owners many bush walkers and campers regret the loss of open fires at the camp site.

National Parks Association (NPA)

The purpose of the NPA is to raise awareness, lobby and advise on the implementation and protection of the National Park Reserve system across Australia. Consistency in comparing protected areas across Australia is achieved by allocation and use of an internationally defined set of management categories known as the IUCN (International Union for the Conservation of Nature) categories.

There are six IUCN protected area categories, although only four of them are generally funded under the National Reserve System Program.

Royal National Park is a Category II National Park: Protected Area managed for ecosystem conservation and recreation. Category V also applies as a area of land, with coast and seas as appropriate, where the interaction of people and nature over time has produced an area of distinct character with significant aesthetic, cultural and/or ecological value, and often with high biological diversity. Safeguarding the integrity of this traditional interaction is vital to the protection, maintenance and evolution of such an area.

The NPA have also voiced their concerns with regard to *the Draft Cabins Conservation Plan* and *Draft Plan of Management* documents.

In its comments regarding the *Draft Cabins Conservation Plan* the NPA drew attention to walking groups such as the Mountain Trails Club which consistently expressed a vision for the southern part of what is now Royal National Park to be reserved for wilderness camping, maintaining that the built features have major impacts on the natural environment.

The NPA called on NPWS to reject the recommendations of the *Draft* and proceed to rekindle the vision of early conservation advocates who in the 1930s lobbied for the reservation of 1,500 acres of Crown Land. The resulting Garawarra Park and Primitive Area, saw the removal of cabins at Burning Palms, and the relocation onto the northern sand dune.

Today the NPA view the Royal as a “urban park” which is under some threat being close to the city. Of particular concern are the sections of Littoral Rainforest which are considered fragile and one of the most valuable parts of the park. Walkers no longer camp at Burning Palms in recognition of this importance.

The NPA are concerned about the presence of the deer and the associated impacts and the presence of weeds and cultural plantings located around the cabins communities.

The Confederation of Bush Walkers

The Confederation of Bush Walkers classifies land in the National Park estate as a “protected area” and lists objectives for “responsible” bodies as being:

- €# To protect, rehabilitate and manage natural area to ensure the long term sustainability of their native bio diversity.
- €# To provide a range of opportunities for self reliant recreation in natural areas.
- €# To encourage activities by land managers and all visitors/users of natural areas to conform to Confederation’s policy.

By the Confederation’s definition, “natural areas” are any area with predominantly intact native indigenous vegetation cover and containing suitable habitat for its dependant fauna.¹⁰⁴

¹⁰⁴ <http://www.bushwalking.org.au/natural.html>

The Confederation's policy principles that apply to all natural areas includes:

- ⊘ Walking tracks may be established provided that they are sited and constructed to minimise environmental degradation and enhance visitor enjoyment.
- ⊘ No dwellings for private or exclusive commercial use.
- ⊘ No built accommodation provided in public reserves.
- ⊘ Vehicular access provided only for short distances from a natural area's edge, on roads of two wheel drive standard. Through roads not provided or maintained.
- ⊘ No timber harvesting in protected areas.
- ⊘ All natural bush regeneration activities encouraged.

The Confederation comments of the types of facilities, activities and services deemed as suitable within the areas. Marked routes are permissible in places where safety is an issue, walking pads and cut tracks are also permissible provided they don't result in track erosion. Eroded tracks should either be closed or revegetated, repaired or converted to a constructed track. Constructed walking tracks are permissible and encouraged in popular areas to provide broad access while protecting against human impacts. Such tracks should not detract from the natural surroundings. Road s should be kept to a minimum, based on the need for reasonable public access and park management.

Activities such as bushwalking is generally permissible if minimum impact practices are employed. In certain localities bushwalking access may be limited or controlled to meet conservation objectives. Bicycling is permitted on maintained roads only with motor vehicular recreation permitted on public roads only.

Signs should be erected only on routes which are popular with inexperienced people. Printed guides are also permissible provided they give due regard to protection and conservation.

7.2.2 Landcare group

The community based Landcare group was formed by the Era and Little Garie cabin communities in 1993. A number of cabins users are now members and are actively involved in various Landcare projects.

The group has undertaken environment and restoration programs including dune care and walking tracks maintenance in addition to removal of noxious weeds and exotics and planting of indigenous species. They are in favour of eradication of feral species which are a danger to native species.

Landcare works on a volunteer basis and appears a free and willing source of assistance for NPWS. The service provides support and advice.

Works conceived by the Service and carried out by the group include:

- ⊘ Rabbit control at Era
- ⊘ Construction of a bridge over Era Creek. The Service providing the materials which were flown in by helicopter.
- ⊘ Clean up of Black Gin Creek at Little Garie
- ⊘ Clean up Australia Days.

The group has sought a number of grants, with consent from NPWS managers to help carry out various programmes. The applications for the grant being supported by the Service and when relevant, local Aboriginal communities. A grant has recently been awarded for track maintenance between Burning Palms and Little Garie. These have all been part of a five year plan that has been devised by the group in conjunction with NPWS.

The Five Year Plan was developed in order to place Landcare projects within the Park context in a logical sequence that gives emphasis to high priority needs. One of the programmes includes its participation in the Rotary International "Trees for Survival" Schools Programme.

The NPWS is currently working towards an agreed schedule and memorandum of understanding with the Landcare groups. This is to ensure that Landcare practices conform with the bush regeneration principles and practices of the NPWS.

7.2.3 Surf Life Saving Clubs (SLSC)

Garie SLSC was founded in 1938 and is attributed to the Little Garie Cabin Community. Most of the founding members of Garie SLSC were those who had cabins at Little Garie and many of the community are still members.

Era SLSC is also an active club established in 1938. There are a number of active members who carry out patrol duties and a number of associate members who help the club in fund raising, gear maintenance, training and radio operations. The club competes in carnivals and organises beach patrols on Sundays and public holidays from October through to April and has a Little Nippers group.

Burning Palms Club established in 1939 and has been the focus of the community since. Associated with the development of new design surf boats, it has historical links with the establishment of the Westpac helicopter rescue service.

Competitions and carnivals are the focus of this community, with events held several times annually. The Clubs are collectively proud of their notable rescues and statistics since their inception.

There is concern that removal or phasing out of the cabin communities could see the demise of these particular surf clubs. The Clubs maintain that campers, bush walkers, fishermen and the boating public are regularly assisted by surf club members and the cabins community both in and out of patrol hours. In addition the Clubs have the ability to radio for assistance for ambulance, provide boat rescue from the beach, call off-shore boats and Westpac helicopter.

The various surf club buildings and associated communal recreational areas play an important part in the social significance of the cabins areas. They act as places for community focus and interaction, as well as providing a sense of purpose in patrolling the beaches and safeguarding the general interests of swimmers. The main access tracks are another aspect of the communal identity of the coastal edge and the cabins areas.

7.2.4 Cabins Communities

Bulgo Committee

The Bulgo Committee consists of a broad representation of the community who hold regular monthly meetings. The group has a resident “historian” and collector of any historical and associated material.

The Committee has successfully organised clean up days, annual “games” and “kids day”. During the National Trust – Heritage Week festivities in 1999, the Bulgo committee hosted a walk which was attended by thirty eight people through the cabin area of Bulgo. This has been discontinued after only one year due to insurance difficulties.

The community has provided a Safety Station for first aid and emergency radio and aims to improve access, reduce erosion, manage track drainage and improve signage to the beach and The Green.

Bulgo Protection League

The Bulgo Protection League represents the Bulgo community, which also includes a small number of cabins on the area know as “The Green”

Royal National Park Coastal Cabins Protection League, representing Era, Little Garie and Burning Palms Communities

The League was formed in 1945 by shack owners in the two areas of Era and Burning Palms in order to present the interests of the communities. It is significant in itself as one of the oldest such groups in Australia. All communities are now members of the League with Little Garie joining in 1963 and Bonnie Vale and Bulgo in the early 1990s.

The League is an active group and has been instrumental in the listing of the cabins areas with the various heritage agencies, preparing submissions to the Australian Heritage Commission and National Trust (NSW). Heritage walks have been conducted at South Era in 1988 and 2001. In addition they have been active in commenting on the *Draft Plan of Management* and *Draft Cabins Conservation Plan*.

The League is described as “the main organisation that will represent and consult with the National Parks and Wildlife Service to promote and preserve the interest and welfare of the cabin holders of the area and members of the organisation” in its Constitution which also notes its aims as being:

- €# To assist and promote life saving clubs, volunteer bush fire brigades and Landcare groups in the area.
- €# To cooperate with the National Parks and Wildlife Service in the conservation and preservation of the flora and fauna of the area.
- €# To cooperate and consult with the Royal National Park in respect to the maintenance and cleanliness of the area.

The Landcare group evolved out of the work of the League, which also has the support of the three Surf Life Saving Clubs. All groups generally have expressed a willingness to cooperate with and work with NPWS by way of partnerships with direction and coordination from NPWS.

7.2.5 Other Stakeholders’ Concerns

Other stakeholders identified during the research for this report include: non-affiliated bush walkers, recreational fishermen, surfers, local residents from both Sutherland and Wollongong Council areas, particularly residents from Otford, Stanwell Park, Helensburgh, Waterfall, Engadine, Heathcote and other areas bordering the park, and the Surf Life Saving Association.

The issues raised with the consultants include a lack of consultation by NPWS with local residents and user groups who expressed the belief that NPWS are “unsympathetic and dismissive” to the interest of non-conservationists. Recreational fishermen from Sutherland Council areas were particularly critical of the lack of consultation among their organisations.

It is hard however to know how NPWS will address local community concerns across such a large area with a large and varied population. Many people felt that the public workshops could have been better advertised in the local communities to attract a wider variety of stakeholder interests.

The Board Riders Association, which represents a significant park user group, did not feel that the cabins were an issue, did feel that they had significance, both historical and social, and welcomed the presence of Surf Life Saving Clubs along the coast.

The Surf Life Saving Association of Australia had concerns about the continuing presence of the Clubs in the cabins areas, and felt that their services could be recognised in a more positive fashion by the NPWS. They also raised concerns about the lack of consultation with NPWS. They felt that the Clubs were of great historical and social significance for Surf Life Saving in NSW and should be allowed to continue.

7.2.6 Cabins Community Consultation

NPWS has statutory obligations to work with community stakeholders and to ensure protection of the identified values of park locations. Meeting the expectations of the various individuals and stakeholder groups that hold a keen interest in the management of the park is a challenge for NPWS.

NPWS seeks to find common ground between the wishes of various stakeholders but acknowledges that it is not in a position to satisfy all stakeholders on all issues. NPWS maintains that decisions contrary to the expressed wishes of a stakeholder are often interpreted as a lack of consultation.

Not only does the Service need to deal with often-conflicting wishes of stakeholders, it also has to give due regard to existing and evolving state-wide and local policy. While some stakeholders feel that the value of their preferred activity or interest outweighs many of NPWS’ concerns, the Service is ultimately responsible for the management of heritage and environmental resources within the park and must be able to demonstrate appropriate;

- €# Application of funds
- €# Use of public lands and
- €# Duty of care for all park users

Compliance with regulations is also an on-going challenge for NPWS. With regard to cabins areas, NPWS needs to deal with occasional breaches of regulations by cabin community members and visitors while seeking to maintain a positive

relationship with cabin occupiers and other park users. In some instances long-term practices of cabin occupiers breach NPWS regulations and, while cabin occupiers feel that exemptions should apply in their case, due to them pre-dating the NPWS, other park users expect consistent enforcement of regulations across all park users. There have been numerous concerns raised with NPWS in relation to the cabins and cabin areas by individuals and groups including the National Parks Association, the Australian Heritage Commission, the National Trust of Australia, the Conservation Council, the Surf Life Saving Association, and various bush walking groups. These concerns relate to the conservation of heritage value of the cabins and communities, the on-going visual impact of the cabins, environmental disturbance attributed to the existence of the cabins and issues of exclusive use of park land.

NPWS should continue to be committed to the ongoing formalisation and strengthening of the community consultative process in relation to community involvement. It is acknowledged that communication between the Cabins communities and NPWS has, in the past, often been inadequate and poorly implemented. This has now been largely remedied by the formation of a Cabins Consultative Group. It is proposed that ongoing consultation will be facilitated by:

- €# The clear identification of an appropriate member of NPWS staff responsible as the primary contact for the cabins communities
- €# The holding of meetings (at regular periods) between responsible NPWS staff and representatives of the cabins communities;
- €# Communication with individual cabin owners on cabins area management issues via a periodic newsletter.

Beyond the discussions that take place within the Cabins Consultative Group there is a Regional Advisory Committee, appointed by the Minister, which has a statutory role to advise the Regional Manager. The Committee comprises key stakeholders such as representatives from the NPA, Surf Clubs and Cabins Consultative Group. It provides a wider forum for the exchange of information, ideas and recommendations.

The Cabins Landcare Groups must be committed to working closely with NPWS and Aboriginal community representatives, in the production of any strategies for work or submissions for funding. It needs to be acknowledged that the lead time for such consultation may be considerable prior to the deadline for submission. This commitment to consultation with NPWS is critical to ensuring that a well coordinated and appropriately resourced project is developed which is consistent with the *Plan of Management* and *Draft Coastal Cabins Area Conservation Management Plan*.

It is acknowledged that community involvement in the implementation of works is voluntary, inherently variable in the level of commitment, level of available skills, and frequency of availability. Ensuring consistency in work frequency and standards are significant issues.

Notwithstanding these limitations, community involvement in the management of the cabins landscape has been occurring for many years and is now facilitated primarily via the Cabins Landcare Groups. However, many individual cabin owners express a desire to undertake community based work on occasions outside of formal "Landcare Days" and these desires should be accommodated (within the legal and liability constraints present).

Community involvement is not considered to be a replacement or substitute for NPWS staff or appropriate contractors (where required). Community volunteers are a valuable compliment to existing NPWS staff and contractors. The relationship between community volunteers and NPWS should focus on clear cooperation for managing a community and ecological resource. The Aboriginal community should be approached to participate actively in these processes.

Community involvement requires a level of commitment from the community to ensure that reporting standards are maintained and that the work undertaken does not extend beyond its ability to undertake and maintain the work to an acceptable level.

Other stakeholders whose relationship with NPWS would benefit from greater consultation, include recreational fishermen, surfers, Surf Life Saving Association, and local communities within Sutherland and Wollongong Councils.

The advertisement of workshops and consultation meetings in local papers and newsletters, well in advance of the meeting dates, would see a greater variety of stakeholders kept informed about RNP issues.

A program of identifying the primary user groups of the cabins areas, or better utilising previous research on cabins areas users, would assist the consultation process. The enormous numbers of day trippers and surfers who appear to use the cabin areas of the park on a regular basis, should be consulted as well as bushwalking groups and the cabins communities. Equity of access to the cabins areas, as an issue which NPWS have raised, needs to identify concerns among *all* stakeholders.

7.2.7 Training

It is acknowledged that representatives of the community and NPWS desire appropriate active community participation in the management of the cabins areas.

The establishment, ongoing development and implementation of community volunteer training workshops is considered to be an essential tool in the fostering of greater co-operative bonds between the cabins community, Aboriginal community, general recreational users of the Park and NPWS staff. Training workshops can also assist in promoting agreed standards of work and assist community volunteers in the adherence to occupational health and safety standards.

Several stages in the development, refinement and ongoing implementation of joint training workshops are required. These include:

- €# Identification of key areas of training suitable for community volunteers;
- €# The clear establishment of resource limitations in terms of support materials / services available for community work;
- €# A clear agreement needs to be established between NPWS and the community as to the extent of activities that can be feasibly supported and maintained by each party;
- €# The implementation of community training workshops at regular intervals, supported by

the “training of trainers” within each community;

- €# The establishment of a training register (in association with the training workshops) to identify community volunteers who have been appropriately trained;
- €# A regular review of the outcomes of training workshops (reflected both in enhancement of community awareness and skills; successful implementation of works to an agreed standard on the ground.

7.2.8 Insurance

Under the existing license framework, cabins licensees are responsible for taking out public liability insurance that indemnifies the Minister. This will continue under the new license framework.

7.3 Conserving the Natural Heritage

7.3.1 Vegetation Management

Vegetation management issues for RNP will ultimately be undertaken in accordance with the Environmental Management Plan.

The Royal National Park, Heathcote National Park and Garawarra State Recreational Area Plan of Management (2000) outlines a number of policies that are relevant to the management of vegetation in the coastal edge of the Park:

- €# The diversity and distribution of the native plant communities will be maintained.
- €# The control and, where practical, eradication of weeds will be undertaken.
- €# The cooperation of other authorities, park neighbours and other members of the community will be sought in implementing weed control programs.
- €# Exotic planting identified as being of high historical significance in a conservation plan will be retained provided that they are not having an unacceptable impact on the natural values of the area.

Targets for Native Plant Community Regeneration and Restoration

To ensure consistency with NPWS policies for vegetation management within the study area, it is considered most appropriate that regeneration or restoration of plant communities within the study area should be based on appropriate plant community targets which reflect the pre-European plant community types occurring on the identified soil landscapes. Models for these communities have been outlined in this report. These models should only be modified on the basis of more detailed research and refinement by NPWS Ecologists.

Regeneration and Restoration Techniques for Native Plant Communities

The appropriate selection and application of regeneration and restoration techniques for native plant communities will vary across the study area

but should be based on the following principles in order to conform with best practice techniques:

- €# the use of *assisted natural regeneration* techniques where remnant native plant community resilience is moderate to high;
- €# the use of *reconstruction* techniques where the remnant native plant community resilience is significantly depleted or absent.

More detailed descriptions of these techniques are provided in the CMP glossary.

It is essential to ensure that regeneration and restoration techniques aim to work with the natural regeneration processes which are active (or can be “triggered”) in the landscape and to reinstate, to the highest degree practicable, natural ecological processes which may have been significantly modified by past or existing land use.

In addition to the issue of plant community resilience levels, the level of intervention required to implement bushland regeneration and restoration across the study area also needs to be responsive to the scale of the task and the level of available resources. Unfortunately, the level (or intensity) of bushland regeneration / restoration treatments cannot be equal across all of the zones within the study area. A more strategic approach is required.

It is recommended that, for the broader Pastoral and Recreational Zone that restoration and regeneration programs be based primarily on the facilitation / promotion of existing natural regeneration processes. Facilitating and promoting natural regeneration processes will require protection (to the highest degree practicable) of the area from processes which significantly impact upon natural regeneration (eg. frequent fire events, new weed infestations) and monitoring for new threatening processes.

This approach acknowledges that:

- a. this section of the landscape is too extensive to enable the cost effective application of conventional *assisted natural regeneration* and *reconstruction* techniques;
- b. some existing threatening processes presently affecting the landscape cannot be

controlled due to political constraints (eg. deer grazing) or potential adverse ecological impacts (eg. broadscale control of Crofton Weed (*Ageratina adenophora*) using convention control (herbicide techniques).

- c. natural regeneration occurring may be limited to a small number of locally indigenous plant species only.

A more intensive approach (relative to the broader Pastoral and Recreational Zone) to the regeneration and restoration of native plant communities within the Individual Cabins Areas should be adopted.

The basis of this approach acknowledges that:

- a. the relative pressures / threatening processes affecting the remnant plant communities in this zone are more intense than other zones within the study area (eg. more intense deer grazing pressure, higher recreational use, higher densities of weed infestation / competition);
- b. the plant communities which originally occurred within the individual Cabin Areas are now the most depleted and threatened within the study area (eg. the sand based communities);
- c. greater opportunities for community involvement in regeneration / restoration work (and the interpretation of those works) present themselves within the Cabins Areas (ie. a higher degree of "community ownership" of work is possible close to "home"). This should reflect not only in individual participation in work, but also the maintenance of protective fencing etc.

Use of Imported Plant Material

The use of imported plant material for reconstruction work may be required in certain circumstances. Several important principles relating to the collection and use of plant materials within significant natural areas should be strictly adhered to. These include:

- ≠# where plant material is required to be imported into a significant natural area (such as the

Royal National Park and the Cabins Study Area) for reconstruction work, only species which have been propagated from material collected from the study area should be used. Where a required species no longer remains (or remains in sufficient quantities to permit viable collection) within the study area (eg. some primary colonising species), propagules collected from the nearest possible source within the Royal National Park may be utilised.

- ≠# The collection, management and storage of plant propagules should, as a minimum, adhere to guidelines and the *Model Code of Practice for Community Based Collectors and Suppliers of Native Plant Seed* produced by Florabank (<http://www.florabank.org.au>) unless more stringent NPWS policies apply.

- ≠# The use of imported plant material for reconstruction work should be minimised due to the potential of introducing plant pathogens to the area from soil mixes or diseased plant material. Where imported plant material is required, it should be guaranteed to be free of all weeds, weed propagules, pests and diseases.

It is acknowledged that there are significant limitations to the available resources (NPWS and community) for the implementation of regeneration and restoration work within the study area. Accordingly, it is essential that the application of all regeneration and restoration work will be:

- ≠# planned and coordinated in a strategic manner to closely integrate NPWS, community and contractor input;
- ≠# implemented at a scale and rate which permits appropriate monitoring and reporting on the success of all works.

Coordination and Integration of Vegetation Management Works

To assist in the coordination and integration of both natural and cultural vegetation management works, a Bushland Restoration and Cultural Landscape Management Plan [BRCLMP] for each of the individual cabins areas should be prepared

prior to the implementation of works within each area. Each plan should identify:

- a. plant community targets – extent and type; refinement of native and exotic plant community maps for the study area;
- b. key threatening processes present;
- c. appropriate techniques to be applied to each area (*assisted natural regeneration* or *reconstruction*);
- d. priorities and strategies for implementation of restoration works;
- e. monitoring and reporting requirements;
- f. responsibilities;
- g. budgets / cost estimates.

Several small site restoration reports have been produced for the Cabins Areas (eg. Nagle (1992) and Osborne (1995)) however components of these need to be integrated into a single strategic document which can be adopted by NPWS.

Each individual plan also needs to be integrated with strategies for the control of introduced plant species.

Management of Introduced Plant Species

Introduced plant species within the study area can be broken into two groups:

- ⌘ Exotic species which are non-invasive; *and*
- ⌘ Invasive environmental weed species (ie. those which have the potential to spread and adversely impact upon natural ecological processes).

Many of the introduced plant species present (both non-invasive and invasive) are associated with plant introductions made by, or in association with, the cabins communities or during the agricultural land use phase of the site. Some of these introductions are likely to have occurred prior to the inclusion of some cabins areas within the National Parks Estate. Other introduced plant species are most likely to have been introduced to the disturbed landscape by natural vectors.

A clear delineation is required between those introduced plant species occurring within the study area which are significant environmental weeds and those which are non-invasive cultural plantings. The retention of exotic species which are non-invasive and have a clear association with cultural / historic components of the landscape is considered acceptable (and consistent with NPWS Policies), however a register of these species, their location and cultural association needs to be developed and maintained, within the BRCLMP.

The location and extent of these species should be regularly reviewed to ensure that they are remaining non-invasive. Nagle (1992) provides a list of exotic species recorded within the Era cabins area and their relative invasive potential (reflected in the deemed priority for control) – [see CMP Appendix]. This is a useful listing which needs to be developed more comprehensively, across all the cabins areas

Currently, most weed control work is ad hoc in application, with little acknowledgment of the plant community desired to replace the infestation.

The management of highly invasive weed species needs to target not only the existing infestations but also mitigate the factors influencing the further establishment and spread of these (and other potentially invasive) weed species.

The spread of invasive weed species within the study area is influenced (depending on the species) by a combination of factors including:

- ⌘ soil disturbance associated with natural and human disturbance This includes fire events and erosion.
- ⌘ elevated soil nutrient and moisture levels;
- ⌘ presence of vectors for spread (may vary seasonally);
- ⌘ life cycle of the plant species (eg. some species may not become invasive until mature and fruiting).

The minimisation of these factors which influencing weed spread is a high priority.

As with the application of bushland regeneration and restoration works, the implementation of weed control work also needs to be responsive to the scale of the task and the level of available resources. Unfortunately, the level (or intensity) of weed control treatments cannot be equal across all of the zones within the study area. A more strategic approach is required.

It is recommended that, for the broader Pastoral and Recreational Zone that weed control strategies focus on:

- a. the target treatment of small infestations of invasive exotic species which have established from infestations within the Cabins Area (or introduced by uncontrollable vectors) – see list from Nagle (1992) in CMP Appendix for an indicative listing;
- b. declared noxious weed species;
- c. invasive weed species which are associated with old cabin locations;
- d. monitoring of existing broadscale weed infestations (particularly Crofton Weed (*Ageratina adenophora*)), particularly in relation to its spread after disturbance events and its impact on the natural regeneration processes;
- e. promotion of the use of biological controls for broadscale weed infestations;
- f. reconstruction of formal walking tracks to ensure that accelerated erosion and opportunities for opportunistic weed established are minimised.

This approach acknowledges that the control of some of the large scale weed infestations across the Pastoral and Recreation Zone, using convention treatments, is likely to result in unacceptable levels of ecological impact and that monitoring and investigation of alternative control methods may be more appropriate.

It is recommended that a more intensive approach (relative to the broader Pastoral / Recreational Zone) to the control of highly invasive weed species within the individual Cabins Areas be adopted. The basis of this approach acknowledges that:

- a. the diversity and density of weed species within the study area is highest within the Cabins Areas;
- b. the impact of these more intense weed infestations on the more threatened plant communities (particularly the sand based communities) is relatively higher than the impacts of weeds on the shale based communities in the Pastoral and Recreational zone;
- c. there are greater opportunities for community involvement in weed control work (and the interpretation of those works) within the Cabins Areas.

The control of highly invasive weed infestations within the Cabins Areas should be integrated with the proposed Bushland Restoration and Management Plans to promote an outcome in which a locally indigenous plant community is the preferred outcome to weed control work.

Research Opportunities

The use of selective herbicides for the control of some weed species (particularly succulents) within the study area has been undertaken by some cabin owners with some promising results. It is recommended, however, that a controlled program of selective herbicide trials be established to more comprehensively monitor the impact of selective herbicides on a range of native and exotic species present in the test quadrats. The continued use of selective herbicides in the absence of this trial and its conclusions, however, is not to be promoted.

Impacts of Deer Grazing on Vegetation

It is acknowledged that the regeneration or restoration of native plant communities within the study area is influenced significantly by the impacts of deer grazing. The policies outlined in this document are based on the acknowledgment that:

- €# for the foreseeable future, deer will continue to graze the landscapes of the study area and influence the rate and nature of native plant regeneration;

- ≠# the mid to long term management of deer populations and their impacts is to be determined by a future review and possible change in NPWS Policy following the completion of current research (Macquarie University study);
- ≠# while not necessarily the original cause of the pastoral character of the coastal edge, deer grazing has contributed to the modification of landscape and vegetation communities within and around the cabins areas over recent decades. It appears that the on-going grazing is largely responsible for the maintenance of certain landscape elements which are presently utilised by recreational users (eg. camping areas at north Era) and the cabins communities (eg. the open grassland valleys of south Era);
- Š there is a wide range of community and professional attitudes towards the deer population in the Park. These range from enjoying the presence of the deer in some of the public car parking areas to seeing the deer as a major cause of impact on the natural heritage values of the Park.
- ≠# the construction of broadacre fencing to exclude deer from large areas of the study area is not economically feasible or practicable in terms of ecological management and maintenance. Small exclusion fences will be effective in some areas;
- ≠# a review of the vegetation management policies and priorities outlined in this plan must be undertaken should the future removal of deer from the landscape occur. Removal of deer (and associated grazing) is anticipated to significantly change some existing plant communities (particularly the grazed grassy landscapes), potentially increase fire hazard loads and influence the rate and nature of plant community regeneration.

7.3.2 Erosion Control

Soil erosion issues within the study area can be broadly categorised into two groups:

- a. Localised erosion (eg. Tracks, trails, creeklines); *and*

- b. Larger scale instability of some landscape units closely associated with land use capability and suitability issues.

Several factors influence the rate and extent of localised soil erosion within the study area:

- ≠# Uncontrolled deer and pedestrian crossings of creek lines and access across highly erodible sand landscapes;
- ≠# Progression of headwall erosion in grassy creek lines within the Cabins Areas;
- ≠# Slow stabilisation and regeneration of closed or disused walking tracks;
- ≠# Inadequate or inappropriate drainage on existing walking tracks;
- ≠# The creation of numerous “informal” walking tracks which lack suitable drainage;
- ≠# Dune instability arising from a lack of vegetative cover and inappropriate access.

The larger scale stability of certain land units within the study area is more problematic (eg. the south facing slope of Burning Palms). Whilst many of the same processes which influence the rate of localised erosion are also active on these sites, the issue of land capability and suitability for existing uses (ie. cabins) is more prominent. Some cabins on highly erodible (and unstable) sand based soil landscapes may be in an inappropriate location.

The present level of soil erosion resulting from access paths, deer movements, weed infestations and loss of native plant cover is unacceptable and it is highly probable that a major slip may occur following a severe storm event.

This raises not only ecological impact issues but also public safety issues. A geo-technical assessment of the site is required which can evaluate the feasibility and cost of stabilising the slope (to an acceptable level) given the maintenance of existing uses versus removal of existing uses and remediation of the slope.

7.3.3 Fire and Fuel Management

Fire is regarded by NPWS as a natural phenomenon, one of the established physical factors of the Australian environment to which native plant and animal communities have become adapted. The proper management of fire is essential to maintaining natural ecological processes, avoiding the extinction of native plant and animal species while protecting people and their property.

NPWS are developing fire management guidelines which define fire regime thresholds for several major groups of plant communities. If these thresholds are exceeded either way the decline and extinction of plant species within these communities can be expected.

Fire and fuel management within the study area is to be consistent with the Fire Management Plan for Royal and Heathcote National Parks and Garawarra State Recreation Area to ensure that it achieves the NPWS aims of:

- €# protecting human life and property both within the park and adjacent to it;
- €# maintaining species habitat and diversity, avoid local extinctions of native plant and animal species and enhance the conservation of rare and endangered native plant and animal species; and
- €# protecting structures, objects and places of cultural heritage significance.

Some harvesting of fallen timber from within the study area is still undertaken by some of the Cabin owners. This is not permitted within the National Park and continues (to some degree) out of necessity for fuel for some cabins.

There are likely to be a range of adverse ecological impacts associated with these timber harvesting practices, including a reduction in habitat for fauna and invertebrates and an adverse impact on the regeneration of some native plant species (through a reduction in protective niches suitable for germination).

In order to ensure consistency between the management of the Cabins Areas and the rest of

the National Park (and consistency with NPWS Policies), the harvesting of timber from within the study area needs cease. Tied with this cessation is the need to acknowledge that alternative sources of fuel will be required for the remaining cabins and that NPWS may need to assist cabin owners in procuring / delivering alternative fuel sources. The preferred option would be a conversion to liquid fuel appliances within the cabins, however issues of safe fuel storage and potential fire hazard arising from fuel storage need to be resolved. The provision of timber for burning (obtained from alternative sources than the National Park) is an expensive, inefficient option and is problematic in terms of delivery to the Cabins Areas in an environmentally responsible manner.

7.3.4 Threatened Species and Endangered Ecological Communities

Whilst 10 species of fauna (scheduled under the TSCA) have been recorded within a 5km radius of the study area, only two species have been recorded within the culturally modified landscapes of the cabins areas – the Broad-billed sandpiper (North Era) and the Grey Falcon (Semi-detached Point).

Ensuring that all works undertaken within the study area (including bushland management works) take into account the possible presence of these species and suitable habitat is critical to ensuring compliance with the provisions of the TSCA.

The presence of littoral rainforest (remnant and regenerating) within and adjacent to the cabins landscape (Burning Palms and Bulgo) is important. It was initially identified that these remnants may be scheduled as an endangered ecological community (the Sutherland Shire Littoral Rainforest (SSLR)) under the TSCA.

A review of the Scientific Committee final determination for the SSLR [see CMP Appendix] does highlight some technical problems with the applicability of the determination in respect to the littoral rainforest communities in the cabins landscape. Technically these littoral rainforest remnants lie south of the Sutherland Shire Local Government Area boundary and the wording of the final determination does not include any reference to the community's presence in other

parts of the Sydney Bioregion. Legally, this would appear to preclude the littoral rainforest communities within the cabins landscape from the TSCA listing due to local government boundaries. A second issue is the specific reference, in the final determination, of the absence of *Livistona australis* in the SSLR community (relative to other littoral rainforest communities in northern Sydney). Most of the remnants of littoral rainforest in the cabins landscape, whilst floristically being representative of the description provided in the SSLR final determination, do contain a significant amount of *Livistona australis*.

These “technicalities” appear to preclude the application of the TSCA to the littoral rainforest remnants within the Cabins study area. Discussions with NPWS Threatened Species Unit (pers. comm. Rob Humphries) appear to confirm this. However, the littoral rainforest community occurring within and adjacent to the cabins area is, firstly, largely within the NPWS estate (and accordingly managed primarily for conservation / biodiversity), secondly, provide important habitat for some species restricted in distribution within the park estate, and thirdly are considered to be rare at a state level. Within the local NPWS Estate (ie. Royal National Park, Heathcote National Park and Garawarra State Recreation Area), the community is restricted to a relatively small area of the Royal National Park only. It is possible that the community may be integrated into a broader, state wide littoral rainforest determination under the TSCA in the future (pers. comm. Rob Humphries (NPWS), March 2001).

7.3.5 Management of Introduced Animals

The management of introduced animals within the study area needs to be closely integrated and coordinated with similar management programs being implemented within the Royal National Park (adjacent lands).

Whilst the management of deer populations and their associated impacts on the landscape are the subject on ongoing study (Macquarie University) and resulting NPWS policy review, the engagement in activities which promote the presence of deer in the landscape need to continue to be discouraged by NPWS. This includes the feeding of deer by individuals and the promotion (by default) of deer to congregate around surf life saving clubs due to food disposal guidelines

presented in the clubhouse kitchens (eg. existing notices promoting disposal of surplus food “outside for the animals”).

The provision of interpretive material available to users of the surf life saving clubs (often “outside” users unfamiliar within the ecological management issues of the Cabins Areas) on minimising their impact on the landscape (and in particular with the inappropriate feeding of introduced or native animals) would be beneficial.

The control of rabbit populations within the Era (and adjacent) cabins areas are a high priority due to the high potential for accelerated soil erosion / sand blow-outs resulting from warren construction / collapse on the sand landscapes. Rabbit control treatments should be integrated with fox control treatments (where required) to minimise the impact of increased predation of native mammals by foxes following a decline in the local rabbit population. Rabbit warrens should be collapsed and stabilised immediately after treatment to minimise public liability and soil erosion potential issues.

The development and promotion of a community based monitoring and reporting program for feral animals in the Cabins Areas should be established. This would assist NPWS with the early detection of new or increasing populations of feral animals such as rabbits, cats and foxes and foster a more cooperative management approach to the landscape.

7.4 Conserving the Cultural Landscape

7.4.1 Managing the Landscape Setting

The Royal National Park Plan of Management outlines a number of policies that are relevant to the management of the landscape setting in relation to the coastal edge and the cabins areas, including:

- a) The retention and protection of historic places, historic precincts and cultural landscapes within the Royal National Park, and
- b) Opportunities to interpret the history of Royal National Park.

General management policies provided within the Plan of Management have guided the development of guidelines within this CMP for the management and protection of the cultural landscapes of the cabins areas.

7.4.2 Management of individual cabins areas

Throughout the development of this Conservation Management Plan, it is evident that there are many detailed landscape management issues (involving both natural and cultural values and issues) that need to be resolved at an operational level, for each individual cabin group.

A series of recommendations have been provided for both the natural and the cultural cabins landscapes, based on site visits and broadscale mapping information provided by NPWS. Cultural landscape management curtilages around cabin groups, needs to be defined as part of the preparation of BRCLMPs for each cabin area. Individual site conditions and existing vegetation will determine the extent round each cabin group within each cabin area.

BRCLMPs will involve detailed analysis of the curtilage of each group, and individual cabins, to ascertain management regimes in accordance with the recommendations in this report, and the resources available to NPWS and the cabin owners.

As part of the implementation of the recommendations for the natural and the cultural landscape, it is suggested that NPWS meet on-site with cabins owners and other relevant groups (such as the Landcare group) to agree on management curtilages for each cabin area, and the measures and resources required to maintain these different areas.

The outcomes of these site meetings at each cabin area would allow the management policies provided within this document to then be applied (and modified where appropriate) to each of the cabin areas with their individual configurations and range of issues.

The resulting operational guidelines for the immediate zone around each cabin group (and the broader transitional zones between such as the North Era valley and the Burgh Ridge) will then be agreed on by both NPWS and cabin owners

7.4.3 Achieving a balance between the natural and cultural values

The conservation of the cultural landscape of the cabins will be largely dependant on achieving a balance between the natural and cultural values of the site. In certain cases, the preservation of the cultural landscape can be seen as impacting on other values of the site (mainly natural and Aboriginal heritage), and vice versa.

A number of issues reveal significant natural value as well significant cultural heritage values. Management policy for these issues often reveals conflicts between natural and cultural heritage, and requires a balanced approach.

There area number of management issues which clearly demonstrate this need for a balanced approach, as discussed below.

Maintaining the open landscape of the cabins areas

It is acknowledged that deer grazing significantly contributes to the continuing modification of open pastoral style landscape and vegetation communities and is responsible for the maintenance of landscape elements such as the open grassland slopes and valleys of the cabins areas. These open areas are integral to the cultural

value of this area, contributing to the overall landscape character that reflects the earlier pastoral land uses. It is also recognised that the scale and character of these open grassed areas will change over the decades, depending also on other environmental factors such as drought, high rainfall and/or bushfires and climate change, combined with human intervention.

The retention of a significant amount of open landscape in the cabins areas is important to the preservation of the cabins cultural landscape. However, the possible removal of the deer in these areas (at some point in the future) will require decisions to be made on the location and scale of the cabins areas that are to be maintained as open landscapes, and who is responsible for this maintenance.

As a general recommendation of this CMP, the transition areas between each of the cabin groups could be less-maintained, allowing unassisted regeneration.

Site investigations undertaken as part of this study evidenced a number of cabin areas that are being mown by cabin owners (such as The Green, at Bulgo) – in some instances it may be appropriate for this self-regulation to continue under the supervision and guidance of NPWS. Mowing in some areas with invasive grass species, provides some control, fire protection, health and safety for cabins users. Specific maintenance responsibilities and techniques will need to be determined at a site-specific level for each cabin group, in conjunction with individual cabin owners, under the BRCLMPs.

Exotic vegetation

The management of existing, appropriate and non-invasive exotic species within the cabins areas is important to the preservation of the cabins cultural landscape. The retention of exotic species which have a clear association with cultural / historic components of the landscape is permissible within the immediate cabins areas

It will be necessary for NPWS to inspect the condition of individual specimens within each cabin group, in conjunction with cabin owners, and agree on future management and maintenance of the specimens in accordance with the recommendations in this report. A register of these species, their location and cultural association

should be developed and maintained under the BRCLMPs for each area. The location and extent of these species should be regularly reviewed to ensure that they are remaining non-invasive. Under a program of regular monitoring by NPWS staff and with stakeholder consultation, some species may need to be replaced with similar, appropriate and non-invasive exotic species.

7.4.4 Access

Tracks

Management and maintenance of the network of tracks that feed into and across the cabins area will be an important consideration for NPWS Managers, cabins occupiers as well as general park users. The tracks need to provide access to the cabins areas for cabin owners (and any materials that need to be brought in), NPWS services and maintenance. Guidelines for conservation of the cultural landscape recommend the preservation and maintenance of existing tracks and alignments, and ongoing use of these access ways for traditional access requirements.

NPWS are formally only responsible for maintenance of those tracks that are identified on maps. There has also been a great deal of cooperative effort expended by various cabins occupiers over the years to ensure that important tracks, both to and within the cabins areas are maintained.

However, in some areas of the Burgh Tack and The Coast Walk designated routes bring park visitors in close proximity to identified Aboriginal sites, which may impact or damage the sites. Clearly, the landscape policy of ‘continuing use’ of these access ways and their traditional alignments needs to be reconsidered in circumstances such as these, and vegetation screens, route diversions and directional signposting should be installed at a number of locations along these tracks.

In other areas ongoing use of existing access routes is contributing to problems of erosion and weed eradication. In these areas route diversions and other treatments may also need to be considered.

The NSW NPWS 'Walking track construction guidelines' (prepared by Steve Gorrell, RAIA) provides a comprehensive guide for appropriate methods of track, path and bridge design, construction and maintenance.

In addition to the NPWS guidelines, a new Australian Standard for the classification and signage of walking tracks has recently been released by Standards Australia to assist people in judging a walk and their capacity to complete it. The Standard provides guidance about risk management and different types of tracks, including appropriate facilities, information about the track type, signage and interpretation of the environment. The Standard has a six-level classification of different track types commonly found throughout Australia. These range from wide tracks with solid surfaces and low gradients suitable for wheelchairs and young families (Type 1) to sparsely marked routes through rugged and remote environments where the navigation skills of the walker need to be quite high (Type 6).

A number of track types will be required to provide appropriate levels of access to the cabins areas. Public access to the areas should be focussed on the Coast Walk, which may provide Type 1 access from Garie Surf Life Saving Club to the southern end of Garie Beach, continuing into Type 2 and 3 tracks across the headlands to South Era and Burning Palms. The Burgh Track may also provide Type 2/3 track access from Garawarra Farm to the cabins areas.

Where new bridges are required to cross creeks and gullies, simple timber structures such as those currently used at Burning Palms may be appropriate subject to localised studies of erosion and stability issues.

Wayfinding and orientation

Site investigations as part of this study revealed some problems with orientation though the cabins areas, particularly in some sections of the Coast Walk.

It is important to provide sufficient signposting points in association with interpretive nodes to guide park users along the coastal edge, however, if path direction and condition are clear, no signage is required. As a general strategy, it is recommended that the use of directional signage

be minimised to only those areas where it is required to reduce visual clutter (ie. not at regular intervals). All signage should be developed in accordance with the relevant NPWS guidelines and Australian Standards.

7.4.5 Views and Outlooks

Views and vantage points

There are a number of view types and experiences across the cabins areas:

- a) Key views from the Coast Walk route as the track crosses the headlands and rock platforms, providing panoramic views across beaches, valleys and the ocean; and
- b) Localised views over individual cabins groups from elevated areas, particularly views over Burning Palms and South Era from the Burgh Ridge.

The broader panoramic views are an inherent part of the experiential values of the Coast Walk, as the cabins communities are revealed in their coastal groupings. These key view points are identified in *Plan 3A – The Coastal Edge – northern areas* and *Plan 3B – The Coastal Edge – southern areas*. These key points should be protected and incorporated into an overall interpretation strategy for the cabins areas. This may include the development of appropriate lookouts and the installation of selected interpretive material, which is discussed in more detail in *7.4.2 Interpreting the Landscape*.

It is important to acknowledge that many of the important localised views available into and across the cabins areas are only possible within an open, grassed landscape character. The retention of a number of key views is closely linked to the preservation of these open areas.

Localised views will change as sections of the cleared landscape progressively regenerate, or are affected by the impacts of fire. Primary guidelines for the cultural landscape identify that the changing nature of these views reflects the dynamic coastline and its natural processes, and to recognise that other localised vantage points will become available over time.

7.4.6 Interpreting the Landscape

The cultural landscape of the Royal National Park cabins as a collective group, can attribute its development to a number of key land use and ownership phases. The interpretation of each of these phases their impact on the cabins is central in understanding the development of the area, and the changing views on conservation and recreation within the RNP.

It is also important to recognise that the significance of the cabins cultural landscape does not lie merely within a group of structures along the coast, but across a broad and dynamic coastal landscape incorporating a series of natural and cultural systems.

These issues present significant challenges for the understanding of the cabins landscape. It is recommended that an interpretation strategy be developed for the whole of the coastal edge and the cabins areas.

Consideration of the following factors will be necessary to guide the approach to cultural landscape interpretation.

The selection of a single land use / historical period as the preferred landscape typology would be destructive to other layers and types of significance (i.e. natural landscapes).

The cabins context and its coastal setting is a changing landscape, continually evolving as a result of changing recreation demands on the coastline, the effects of cyclic/periodic management of natural vegetation, and the intermittent maintenance of the cultural landscape.

A balanced approach should be taken to the subjects of interpretive communication. The site has many stories to tell, from periods of Aboriginal occupation to European pastoralism to the present recreational uses. The revealing of one historical layer or story should be developed in such a way that it does not isolate or mask others.

Communication strategies can range from the reinstatement of historical landscape elements on site, to the provision of written and graphic material at a removed location. A strategy needs to be developed that is appropriate to provide information on the cabins cultural landscape,

which may require professional input from communication/interpretation specialists.

The historical uses and associations of the cabins areas and their communities extend across the landscape beyond the coastal areas and beyond the Royal National Park. To provide contextual relevance for the cabins cultural landscape, it will be important to provide opportunities to interpret the wider associations between the coastal cabins areas and other cabins communities within the Royal National Park, as well as other cabins communities along the NSW coastline, and across the country.

The opportunity to interpret the important associations with local communities throughout the Illawarra, such as Helensburgh and associated mining activities, through which a number of the cabins developed, as well as other sites in the Royal National Park such as Garawarra Farm and the Audley Recreation Grounds, will further enhance the understanding of the cabins setting.

7.5 Conserving the Built Environment of the Cabins Areas

7.5.1 Health and Safety

Health and safety issues in the cabins areas reflect two separate but interlinked concerns. Cabins fabric and amenity for the cabins licensees and the safety of all park users in the cabins areas.

The risks associated with the cabins licensees range from defective cabin fabric, fire and storm damage, geotechnical stability of the cabins areas landscape, to risks associated with operating cabin services such as solar batteries, gas bottles, fuel stoves, and water quality. The risks associated with services are related to the integrity of the components, maintenance and appropriate use. Other risks such as fire and storm events can be managed with appropriate mitigating management procedures. Certain provisions, such as the supply of domestic fire extinguishers or fire blankets or appropriate handling and disposal of waste materials, can lessen risk.

Environmental risks such as ground water contamination and track erosion, whilst of some concern are not considered high priority for the amelioration of health and safety for cabins areas users. These should be rectified through on-going NPWS maintenance programmes.

The risks associated with park users in the cabins areas are those that occur throughout the park area. Injury resulting from falls on walking tracks, surf and swimming accidents, bush fire, snake-bite, tree falls, slips etc. Most of these risks are the same for all coastal park areas.

However, other risks associated with cabins fabric are also an issue, with public tracks through the cabins areas and a close relationship between the main walking tracks and cabins access tracks. These risks, which include injury resulting from faulty cabins fabric and services or lack of maintenance of cabins tracks can be managed and reduced through the provision of information and guidelines within the license framework.

7.5.2 Environmental Risks

The cessation of use of the cabins in areas of geotechnical stability of the Burning Palms Sand Landscape are a high priority for NPWS, given the level of risk. These risks can only be assessed with the input of expert geotechnical advice that have been sought by NPWS.

Water quality issues at Bulgo, are of a higher priority given the nature of their collection methods which may result in poor quality and contaminated drinking water. Water quality issues in other cabins areas relate to the appropriate use of roofing materials and collection methods that can be rectified by maintenance programmes.

7.5.3 Building and Construction Standards

The Building Code of Australia [BCA] is the operative mechanism for managing the construction standards of dwellings and other buildings in Australia. The code, in conjunction with the Standards Association of Australia, governs issues such as standards of materials and construction techniques, fire safety, means of escape, access to light and ventilation, adequate connections to services, etc. Supplemented by other codes which cover specific issues such as light timber framing and engineering design.

Due to the permanence of the cabins, although they are only occupied intermittently, they cannot be deemed to be temporary structures within the terms of the *Environmental Planning and Assessment Act 1979* and *Local Government Act 1993*. As a result, if they were to be constructed today, they would need to meet with all the relevant provisions of the BCA.

As the shacks were built outside regulated planning procedures and were in the main constructed by non-professional labour, and do not have what is considered elementary services such as electricity and sewerage, they do not meet the criteria for certification against Australian Standards or BCA provisions.

Certification of the buildings can only be achieved if inspection is made during the construction phase and is therefore not possible for the shacks. Certification to standards such as AS1684 for

timber construction, cannot be achieved without regulating the types and grades of timbers used in construction. This is not possible with already existing buildings.

Health and safety and construction issues such as fire prevention, water quality and construction methods could be managed under an alternative framework. The imposition of Australian Standards and building classifications has implications which may cause greater problems in managing and conserving the cabins than devising an alternative means of regulating and managing the cabins areas.

Using the existing park operating guidelines, the regulation of non-hazardous materials, appropriate rebuilding methods and maintaining amenity and safety, could be the best means of managing the risks associated with the cabins fabric, whilst maintaining the heritage significance of the cabins areas.

7.5.4 Deterioration of Fabric

Each of the cabins areas is located in an aggressive coastal marine environment and is subject to a number of harsh environmental factors in particular strong winds and salt laden mist. These factors have an inevitable effect on the building materials used for individual cabins, causing rates of deterioration that are greater than in less aggressive environments. Those aspects that can be expected to deteriorate include:

- ⌘ External painted surfaces
- ⌘ Unprotected timber components
- ⌘ Unprotected ferrous metalwork, including fixings, brackets, hinges and handles
- ⌘ Metal roofing, gutters and downpipes
- ⌘ Metal fences and gates
- ⌘ Aluminium windows

The majority of cabins and shacks are constructed of relatively light-weight timber frames with sheet materials for external cladding, given the limitations of access. Some have been constructed using locally sourced bush rock and pebbles.

Additional damage is caused from time to time from heavy storms, when roofs can be blown off, windows and doors damaged or lightweight

components detached from buildings. Damage of this intensity is uncommon.

The cabins licensees are well aware of these forces of deterioration and of the need for regular maintenance of building fabric and associated site elements.

Many of the cabins or shacks and their associated infrastructure are reasonably well maintained, on a cyclical basis. Others have suffered from deferred maintenance due to a low frequency of occupancy, inadequate means and some state that lack of tenure limits maintenance.

7.5.5 Repair and Rebuilding

Repair and rebuilding of cabins fabric will be an on-going concern due to the nature of the environment and the nature of the cabins construction and occupation. As part of the new license framework, a cyclical inspection of the cabins by NPWS is considered necessary to ensure that agreed standards of health and safety and maintenance are being met.

However, given the nature of the occupation of the cabins and the large number, NPWS should consider the regulation of maintenance via a yearly agreement of condition. This condition agreement could be a general statement of sound fabric and construction, which the licensee signs, to guarantee they are upholding the general maintenance conditions of the license. As the cabins do not meet BCA or Australian Standards of construction the maintenance conditions should reflect this.

Repair and rebuilding of the cabins should take into account the significance of the cabins areas and their vernacular and ad hoc quality.

7.5.6 Internal Upgrading

Many of the cabins were erected in the decades between or after the Second World War and may or may not have been progressively upgraded internally in relation to modern technology or user requirements.

Internal alterations, including the removal of internal walls and upgrading that have no impact

on the external appearance of a cabin will have no adverse impact on the established vernacular character of the cabins areas. The exception is for cabins that have been individually identified as being of special heritage significance.

7.5.7 Distinction between “Maintenance” and “Works”

Maintenance is regarded as work undertaken to retain and continue the general condition of a building or it’s setting. It is defined as “replacing like with like”.

Works are those activities undertaken to alter, upgrade or generally improve an existing building or it’s setting. Works generally involve the introduction of new materials and the alteration of the volume or external appearance of a building.

Both cabins occupants and NPWS staff can undertake “Maintenance” and “Works”. The classification of the activity does not depend on who is executing it.

“Maintenance” does not require approval under the EP&A Act, the NSW Heritage Act or the NPWS Act. “Works” require approval under the relevant legislation, which in the case of Royal National Parks falls under the delegated authority of NPWS, through the established Review of Environmental Factors (REF) process.

7.5.8 Additions to Individual Cabins

Some cabins have been expanded over the years by the construction of additional rooms or attached outhouses. Few, if any have been expanded by the introduction of a roof loft or upper storey, resulting in a relatively unified visual character for the individual cabins areas. Significant volumetric changes to the scale or architectural character of individual cabins will progressively erode that “weekender” vernacular

imagery of the cabins areas and is not permitted. Such controls need to consider not only “one-off” additions to the volume or footprint of a cabin, but the potential result of incremental or repeated expansions.

7.5.7 Duty of Care

NPWS has a duty of care to ensure the safety of the public using the park, including cabins areas. This extends to the use of licensed cabins within the park. The duty of care which is entailed on the NPWS in giving a license to cabin occupiers means that NPWS must be seen to have taken all possible care in the management of the risks associated with cabins occupation. As the risks associated with structures are usually managed through the BCA and Australian Standards, the NPWS must find another means of satisfying their duty of care to cabins occupiers and park users.

Risk management in regard to materials and construction is now managed within the framework provided by the Conditions Standards attached to the Licence conditions for individual cabins.

Duty of care for the safety of individually licensed cabins is the responsibility of the licensee and should remain so. Duty of care for the safety and amenity of community facilities is the responsibility of the registered Club using the amenity, and should remain so.

Part E

Conservation Guidelines

8.0 Primary Guidelines for Conserving Aboriginal Significance

NPWS should protect and conserve traditional associations and surviving evidence of Aboriginal occupation along the coast in conjunction with representatives of the relevant Aboriginal communities. The stabilisation and conservation of the Aboriginal occupation sites [shell middens and open camp sites] should be an initial focus. The interpretation of the Aboriginal history and occupation evidence of the cabins area should be provided at suitable locations along the Coastal Walk.

8.1 Significance

- €# The Aboriginal heritage and archaeological significance of the coastal zones and cabin areas should be recognised as an integral part of the cultural significance of the locality.
- €# The Aboriginal land use patterns continuing to the present day, should be recognised as an important aspect of the Aboriginal community's on going association with the area.
- €# Aboriginal association should be strengthened by the waiving of current fishing and camping restrictions for the relevant Aboriginal community groups. The existing cultural tour program [ie Discovery Ranger Program] should be augmented by Aboriginal managed and operated tours. The NPWS should facilitate such enterprises by waiving tour operator licensing fees for relevant Aboriginal community members.

8.2 Consultation

- €# The NPWS should continue to liaise with the La Perouse and the Illawarra LALCs on matters relating to the protection, management and interpretation of the Aboriginal cultural heritage of the cabins areas. Both Land Councils should be consulted on any proposal for the conservation or maintenance of the Aboriginal sites and European resources in the vicinity of known Aboriginal sites.

8.3 Protection

- €# The known Aboriginal archaeological features and elements should be integrated into the conservation, management and interpretive planning processes for the area.
- €# The process should include full consultation with the Aboriginal community and consultation and advice sought prior to the implementation of any action.

8.4 Management

- €# The NPWS should undertake a revision and upgrade of the current recordings for the midden and occupation sites within the RNP cabins areas.
- €# The NPWS Aboriginal Sites Register should be amended to reflect the findings of this study. Grid references and site descriptions recorded on the Standard NPWS Site Recording Forms should be subject further to field verification and additions made as required.
- €# Regular monitoring of the impact on the condition of the middens by general Park usage should be undertaken. Changes should be recorded and the effectiveness of mitigative measures re-assessed as required.
- €# Prior to any new developments requiring excavation or disturbance to existing fabric or sub-surface resources, NPWS should discuss the proposal with the NPWS Aboriginal

Heritage Division Central Region
Archaeologist and Aboriginal Sites Officer.

- ⚡ NPWS should recognise the sensitivity of Aboriginal archaeological sites within the Cabins Areas and the Coast Walk and Burgh Ridge Track and the potential of the areas to contain buried sites and consider this in the assessment and planning procedures for the area.
- ⚡ The NPWS Burial Protocol established by the Cultural Heritage Division should be adopted on the discovery of human skeletal remains.
- ⚡ The re-recordings, and any further focussed site survey in the cabin areas should be undertaken in consultation with the La Perouse and Illawarra LALC and be made consistent with the guidelines for site recording provided in the NPWS 1997 Draft Aboriginal Cultural Heritage Standards and Guidelines Kit.
- ⚡ The coastal landscape around the cabins areas has been altered in the past by the Aboriginal owners and then by pastoralists. Focussed areas of occupation and land use are largely mirrored by the current patterns of the cabins areas.
- ⚡ NPWS should recognise the significance of this continuing pattern of occupation and land use within the current context of National Park. Any proposal to revegetate the coastal dunes or hinterland should be sensitive to the Aboriginal landscape and land use practises.
- ⚡ Maintain current Aboriginal archaeological features such as the scarred and notched trees along the Bulgo and Burgh Ridge Tracks.

8.5 Conservation

- ⚡ Active site conservation measures should be undertaken at a number of the Aboriginal sites
- ⚡ Specific measures are indicated on the Plan of Works.

Immediate Priority should be given to:

- a) stabilisation and revegetation of surfaces and exposed sections at the northern Burning Palms midden and the South Era midden.
- b) erection of more inclusive fencing at the North Era midden and more accurate signage.
- c) repatriation of the Aboriginal skeletal remains removed from the North Era Midden.
- d) re-routing and sign-posting of sections of the Coast Walk in the vicinity of the southern Burning Palms midden, the South Era midden and the Little Garie midden.

8.6 Interpretation

- ⚡ The North Era midden is currently the only Aboriginal site actively managed for interpretation and the visitor experience. This should be maintained with the provision of additional protective and interpretation measures [see above].
- ⚡ The only other site suitable for unguided interpretation is the Axe Grinding groove on the Burgh Track. This site could act as an interpretation starting point for visitors to the beaches.
- ⚡ Other strategic signs on Aboriginal heritage should not be placed in the immediate vicinity of the known middens, but allude to the range and types and form of Aboriginal occupation.
- ⚡ Signage indicating the Aboriginal occupation history of the area, the importance of archaeological sites to the Aboriginal and wider community and their protected status should be located at strategic locations along the main access tracks and coast walk. The signage should incorporate graphic illustration of the Aboriginal use of the resources of the coastal beaches, rock platforms, rocky headlands and the hinterland.
- ⚡ The NPWS should consider the Aboriginal sites along the coast and the Burgh Track as a suite of sites suitable for visitation and interpretation in an Aboriginal heritage guided tour (eg Discovery Tour) with an Aboriginal guide.

9.0 Primary Guidelines for Conserving Social Significance

9.1 Management of Social Values

§ Recognise that the historical development and on-going social life of the cabins areas takes place within the context of a major national park, indicating that there is a strong sense of shared involvement and responsibility between the cabins occupants and NPWS for the conservation and long term sustainability of the cabins areas within the coastal setting of Royal National Park

€# Recognise that many of the day to day or holiday period activities of the cabins areas, are undertaken with a degree of self regulation among the cabins occupants and that this communal commitment expresses their attachment to the cabins areas.

§ Recognise that representatives of the cabins communities need to be formally included in any consultative structures that provide advice to NPWS for the management of the coastal zone of Royal National Park and in particular of the cabins areas.

€# Recognise that the primary heritage values of the cabins areas are based as much on the collective social values of the cabins communities as the overall physical characteristics of the cabins areas and their settings.

€# Establish a licence management framework that formally recognises legitimate cabin occupation and provides a mechanism for wider community participation in the occupation of selected cabins within the cabins areas.

€# Recognise that public recreation, primarily bush walking and surfing, along the Coastal Edge is an integral feature of the social and historic significance of the area.

€# Continue to manage the level and variety of public recreation that takes place along the Coastal Edge, in a manner that ensures the overall natural and cultural values of the area are not unduly degraded.

9.2 Diversity of Views

€# Recognise that the continuation of the cabins areas does not necessarily comply with the established views of some stakeholder groups, in particular the National Parks Association and bushwalking clubs.

€# Recognise the importance of equity of access for park users such as surfers, bush walkers, surf life savers, fishermen and day visitors into the cabins areas.

9.3 Consultation

€# The Cabins Consultative Committee and the Regional Advisory Committee or a similar representative bodies shall continue as an important basis of management of the cabins areas.

€# Appoint an appropriate member of Park management staff to be responsible as the primary contact for the cabins communities

€# Hold meetings at regular intervals between responsible NPWS staff and representatives of the cabins communities.

€# Communicate with individual cabin owners on cabins area management issues via a periodic newsletter.

9.4 Cabins Licensing Framework

€# Finalise the conditions of the Cabins Licences.

€# Establish the Licensee Selection Panel Criteria and confirm Panel Membership.

€# Finalise consultations with stakeholder groups.

- ⊘ Finalise Cabin Licences with Bona Fide Licensees.
- ⊘ Finalise confirmation processes for Licence Claimants and issue licences accordingly.
- ⊘ Offer other cabin occupiers the opportunity to respond to a public expression of interest for merit selection of licence holders.
- ⊘ Call for Expressions of Interest for the occupancy licence of identified cabins. Complete selection process and issue licences accordingly.
- ⊘ Finalise conditions and processes for the temporary use of selected cabins for short term public rental.
- ⊘ Significant communal buildings such as the boatsheds, halls and safety station should be retained and maintained by the cabins community. Develop an agreed framework with the relevant communities to ensure that there are clearly defined processes and lines of responsibility for the maintenance and upkeep of the various community buildings and facilities.
- š Where appropriate, develop an agreed framework with representatives of the cabins communities for the shared maintenance of identified tracks and other communal areas

9.5 Community or Shared Facilities

- ⊘ Recognise that the Surf Life Saving Clubs are an integral component of the cabins communities, have high social value and provide vital services for recreational users of the beaches, for both the cabins and wider community.
- ⊘ Continue to work closely with the Surf Life Saving Clubs to ensure and encourage the joint achievement of established and agreed management objectives and practices.
- ⊘ Encourage Surf Life Saving Club activities in recognition of the contribution made by the Clubs to the safety of recreational users of the park.
- ⊘ No additional buildings within the cabins areas for common facilities, recreational or other uses shall be constructed, with the exception of facilities flagged in the 2000 POM, which includes provision for the erection of facilities such as public toilets. Should a cabins community need a community recreation or meeting facility, the preferred approach would be for the adaptation of an existing cabin to common use, subject to agreed arrangements with NPWS.

10.0

Primary Guidelines for Conserving the Natural Landscape

NPWS should conserve and manage the landscapes within the study area in a manner that promotes the protection, restoration and management of the significant remnant plant communities, while protecting and conserving significant cultural features. The details of this management framework will be set out in the proposed Environmental Management Plan, including provision for water, human waste, rubbish, erosion, feral species and vegetation management.

Priority should be given to the protection and restoration of significant remnant plant communities and native fauna habitat and the management of the processes that are threatening these communities and values.

10.1 Vegetation Management

€# All vegetation management within the study area is to be consistent with the policies contained within the Royal National Park, Heathcote National Park and Garawarra State Recreation Area Plan of Management (2000) and any relevant strategic plans prepared under that Plan of Management.

Targets for Native Plant Community Regeneration and Restoration

€# The targets for the regeneration and restoration of remnant plant communities within the study area will be based on the appropriate plant community models which reflect the pre-European plant community types occurring on the identified soil landscapes. These models are identified in the CMP. These models are to be modified only on the basis of more detailed research and refinement by NPWS Ecologists.

Regeneration & Restoration Techniques for Native Plant Communities

€# *Assisted natural regeneration* techniques are to be used for the restoration of remnant plant communities where resilience levels are moderate to high.

€# *Reconstruction* techniques are to be used for the restoration of plant communities where community resilience is significantly depleted or absent.

€# Restoration and regeneration programs undertaken within the broader Pastoral & Recreational Zone will be primarily based on the facilitation / promotion of existing natural regeneration processes and reduction in threatening processes rather than intensive intervention. This is to be integrated with the establishment of fixed quadrats in representative sections of the landscape to monitor the rate of natural regeneration occurring under existing policies. The establishment of an inventory of identified threatening processes present within this zone is to be maintained and reviewed periodically to determine when appropriate control strategies may become available.

€# Restoration and regeneration programs within the Cabins Areas will be more intense (relative to the broader Pastoral & Recreational Zone) and be based on the implementation of assisted natural regeneration and reconstruction techniques consistent with the strategies outlined in the individual Cabins Areas Bushland Restoration and Cultural Landscape Management Plans. Programs will particularly target:

- a) the protection and restoration of the sand based community remnants / sites (eg. unstable beach strand/dunes and Coastal Open Scrub on the headlands) due to their more threatened status within the study area and role in stabilising highly erosion prone sections of the landscape. This includes the installation of small deer exclusion fences in appropriate locations;
- b) consolidation and expansion of other areas of shale and sand based regenerating / remnant communities, commencing from the most floristically diverse remnant areas; and

- c) the restoration (or maintenance) of specific habitat types utilised by scheduled threatened species recorded in the locality.
- d) Control and maintenance of cultural landscape within the cabins areas.

Use of Imported Plant Material

- ≠# No exotic plant material is to be introduced to the study area (unless required for specific works associated with soil erosion control and approved for use by ecologists at NPWS).
- ≠# Importation of any native plant material into the study area is to be minimised due to the potential for introducing weed species or plant pathogens to the site.
- ≠# No native plant material is to be introduced to the study area unless done so within the policies for *Regeneration and Restoration techniques for Native Plant Communities*.
- ≠# Where native plant material is required to be imported into the study area for reconstruction work, the following policies will apply:
 - a) all material is to be propagated from material collected from the study area (or nearest source within the National Park);
 - b) collection, management and storage of plant propagules will adhere to the *Model Code of Practice for Community Based Collectors and Suppliers of Native Plant Seed* unless more stringent NPWS policies apply;
 - c) where it is essential to use imported native plant material, it is to be guaranteed free of all weeds, weed propagules, pests and diseases.

Co-ordination and Integration of Vegetation Management Works

NPWS will consult with stakeholders in the preparation of individual **Bushland Restoration and Cultural Landscape Management Plans [BRCLMP]** for each cabin area prior to the implementation of vegetation management works. These reports will integrate all available information and delineate the agreed strategy for the implementation of all works within the cabins areas.

Management of Introduced Plant Species

- ≠# All weed control work undertaken within the study area is to be consistent with any weed control plan prepared for the Royal National Park and the compliance requirements of the Noxious Weeds Act (1993).
- ≠# NPWS will produce and maintain a register of significant, non-invasive cultural plantings, their locations and cultural association, within the BRCLMP for each area. The location and extent of these species will be regularly reviewed (annually) to ensure that they are remaining non-invasive. Should the species be deemed as becoming a significant environmental weed (through a significant, identifiable increase in its distribution) then the species will be reclassified as an environmental weed and integrated into the weed control program / targeted for removal.
- ≠# Existing introduced plant species (deemed invasive weed or cultural species) are not to be propagated or transplanted within the study area.
- ≠# All invasive environmental weed species are to be controlled to the highest degree practicable and within the limits of acceptable ecological impact.
- ≠# The removal or control of any introduced plant species within the study area is to be associated with regeneration or revegetation works that aim to prevent unacceptable levels of soil erosion or re-infestation of the disturbed site. These works are to be integrated with the proposed Cabins Areas Bushland Restoration and Cultural Landscape Management Plans.
- ≠# Weed control and removal techniques are to be based on best practice bushland regeneration / bushland weed control techniques promoted by the Australian Association of Bush Regenerators (AABR) and NSW TAFE.
- ≠# Where possible, the viability of use of biological controls for significant environmental weeds is to be investigated.

€# Weed control programs within the broader Pastoral and Recreational Zone will target;

- a) treatment of small infestations of invasive exotic species which have been established from infestations within the Cabins Area (or introduced by uncontrollable vectors);
- b) declared noxious weed species;
- c) invasive weed species which are associated with old cabin locations;
- d) monitoring of existing broad scale weed infestations (particularly Crofton Weed (*Ageratina adenophora*)), particularly in relation to its spread after disturbance events and its impact on the natural regeneration processes;
- e) promote research into the development of new, cost effective and ecologically responsible weed control techniques which promote natural regeneration.

€# The control of highly invasive weed infestations within the Cabins Areas will be integrated with the proposed Bushland Restoration and Cultural Landscape Management Plans to promote an outcome in which a locally indigenous plant community is the preferred outcome of the work.

10.2 Research Opportunities

€# NPWS will establish a program of selective herbicide trials to comprehensively monitor the impact of selective herbicides for the control of succulent species. The trials will assist in determining the impact of herbicides on non-target species (eg. native species) and their potential for use within the study areas.

10.3 Impacts of Deer and Rabbit Grazing on Vegetation

€# NPWS will continue to support research programs into the impact of deer grazing on the ecology of the study area and the minimisation of these impacts. NPWS will also seek to extend this research to cover the impact of rabbits. This work will be undertaken in conjunction with monitoring, public and stakeholder consultation and education programs to reduce the influence of users of the study area on deer grazing.

10.4 Erosion Control

NPWS, in conjunction with community involvement, will facilitate the remediation of existing soil erosion and the prevention of future soil erosion by:

€# Targeting the stabilisation and restoration of the sand based landscapes as a high priority for works;

€# Integrated of these works with Cabins Areas Bushland Restoration and Cultural Landscape Management Plans, Aboriginal archaeological site management, modification to access routes, localised protection from deer impacts, and geotechnical assessments (Burning Palms Cabins).

€# Construct, using ecologically sensitive materials, headwall stabilisation structures on eroding creek lines within the Cabins Areas where headwall erosion is active. These works are to be protected by localised deer proof fencing.

€# Progressively implement a program of closure of “informal” walking tracks on the shale landscapes in association with the redesign and reconstruction of formal walking tracks to a standard which minimises soil loss due to both wind and water erosion;

€# Construct, reconstruct, maintain and appropriately signpost pedestrian creek line crossing points within the Cabins Areas.

€# NPWS shall undertake a feasibility study on the retention (and stabilisation) of the Burning Palms cabins which presently occupy the south-facing eroding sand based landscape.

10.5 Fire and Fuel Management

€# Fire and Fuel Management within the study area is to be consistent with the Fire Management Plan for the Royal National Park.

€# Fire is to be excluded from areas of littoral rainforest (remnant and regenerating).

€# The frequency and intensity of planned burns within the study area is to be based on NPWS established fire frequency thresholds for the

community types present. Where the community is in a state of regeneration (and particularly given the high exposure of these communities to severe coastal environmental conditions), fire frequencies will be revised to ensure that the application of control burns do not adversely impact upon the rate of natural regeneration in these disturbed communities.

- ≠# Clearing of vegetation for the purposes of fuel hazard reduction is not permitted unless consistent with the adopted fire management plan for the Royal National Park.
- ≠# The maintenance of a ban on open, timber fuelled fires within the study area will be maintained.
- ≠# The use of local firewood for fuel stoves within the cabins is to be phased out and prohibited in conjunction with the provision of alternative fuel sources and storage facilities. An assessment of the most appropriate fuel substitute for timber will be undertaken by NPWS in consultation with the Cabins Community.

10.6 Threatened Species and Endangered Ecological Communities

- ≠# NPWS will ensure that all works or activities undertaken within the study area take into account the impact on identified threatened species or habitat. This will ensure consistency with the provisions of the NSW Threatened Species Conservation Act (1995).

10.7 Management of Introduced Animals

- ≠# The management of introduced animal populations within the study area is to be closely integrated and co-ordinated with similar control programs being implemented within the Royal National Park (adjacent lands).
- ≠# NPWS will assist in the provision of interpretive information for users of the study

area to reduce their impact on the presence of introduced species (eg. feeding of deer).

- ≠# The control of rabbit populations within the Era (and adjacent) cabins areas are a high priority due to the high potential for accelerated soil erosion / sand blow-outs resulting from warren construction / collapse on the sand landscapes. Rabbit control treatments across all cabins areas will be integrated with fox control treatments (where required) to minimise the impact of increased predation of native mammals by foxes following a decline in the local rabbit population. Rabbit warrens will be collapsed and stabilised immediately after treatment to minimise public liability and soil erosion potential issues.
- ≠# The development and promotion of a community based monitoring and reporting program for feral animals in the Cabins Areas will be established. This will assist in fostering a more cooperative management approach to the landscape.

10.8 Water Quality

- ≠# NPWS recommends against any park visitor drinking water from creeks, streams and springs within the park. However the NPWS and the Cabin Communities will aim to jointly maintain and improve water quality within the Cabins Areas.
- ≠# NPWS shall provide sufficient resources to implement regular maintenance and monitoring procedures for any newly constructed toilet systems to ensure that they function optimally.
- ≠# Soil erosion within the study area (and the potential for soil erosion) is to be actively managed to ensure that sediment loads within creeklines and watercourses are maintained at acceptable levels.
- ≠# The number of creek crossings are to be minimised to prevent accelerated creekbank erosion. Where pedestrian crossings are required and provided, these are to be clearly delineated and constructed to the highest possible standard.

€# NPWS will facilitate the implementation of periodic water quality testing at set locations to quantify changes in water quality and to establish targets for the maintenance or improvement of water quality.

10.9 Interpretation

Refer to Section 11.6 for the combined recommendations for interpreting both the natural and cultural landscape.

11.0

Primary Guidelines for Conserving the Cultural Landscape

NPWS shall manage the cultural landscapes of the cabins areas and the broader natural and cultural landscapes of the coastal edge, including places of Aboriginal heritage significance, to protect and conserve significant features in an integrated manner.

11.1 The Cabins Setting and Landscape Character

11.1.1 Landscape setting

☞ Protect and maintain the spatial arrangement of the cabins, in the former pastoral landscapes, enclosed by undulating valleys and forested coastal escarpments, clustered in some locations creating an open village character, and dispersed evenly in others, as integral to the aesthetic and visual quality of the cultural landscape of the cabins areas.

☞ Retain the cabins setting in open grassed areas by the continued maintenance of grassed areas around individual cabins. The distance which is to be maintained should be determined in the BRCLMP and be determined on a case by case basis with each cabin area and taking into account fire, environment and health and safety issues.

☞ Take a series of photos from pre-determined and identified locations to record for monitoring purposes the current nature and extent of the grassed or cleared areas the form the cabins areas. Enter this information into the Cabins Areas asset register as a record for comparison every five to ten years of evolutionary changes in the cultural landscapes. Respond accordingly with regard to the maintenance, recapture or reduction of cleared areas and other features.

☞ The natural regeneration of areas around cabin groups is to be encouraged, particularly in areas where soil erosion is occurring such as embankments, creek lines, gullies and sand ridges.

11.1.2 Landscape setting – South Era

☞ The historical relationship between South Era and North Era should be retained through the continued use and interpretation of the two areas. The two areas should be managed in conjunction with each other.

☞ Little Garie has a generally open landscape setting which should not be significantly altered by bush regeneration activities, although the rehabilitation of littoral rainforest along the creek line forms an important visual boundary to the cabin precinct and should be continued. Likewise, the stabilisation of the landslip area above the cabin precinct by re-vegetation is also appropriate.

11.1.3 Landscape setting – Burning Palms

☞ The Burning Palms area has a more enclosed character than the other areas and this character should not be altered.

☞ The erosion occurring in the sand landscape of the northern headland requires urgent and immediate attention. A geotechnical investigation is to be undertaken which assesses the risk and defines a series of actions to stabilise and revegetate the area.

11.1.4 Landscape setting – Bulgo

☞ The unique character of the Bulgo cabins should be maintained. This tight village character should be retained with minimal landscape plantings between buildings.

☞ The cabins on Bulgo Hill have a more open character than the beach area and this character should be retained. Mowing of areas immediately surrounding each cabin and the pathways between the cabins should continue where this is desired by each cabin occupant.

⚡ There are a number of cabins in the intervening area between the beach and The Green with a more enclosed character. This enclosed character should be maintained however selective clearing may be necessary to reduce structural damage to buildings and provide necessary fire safety.

11.2 Access

11.2.1 Condition of tracks

§ Undertake a general review of all tracks, paths and bridges across the cabins areas, to identify those paths suitable for rationalisation and those requiring remedial works or re-routing, in accordance with the relevant Australian Standards and NPWS guidelines, to ensure public safety and environmental protection, as well as manage and minimise any impact on the natural and Aboriginal heritage values of the area.

§ Where the on-going use of existing access routes is contributing to problems of erosion and weed eradication, consider route diversions and other treatments as necessary.

⚡ Where the tracks and their use impacts on Aboriginal or natural values, re-routing of the track and/or vegetative screening or other appropriate measure are considered acceptable.

⚡ Discourage the re-routing of tracks within the Cabins Areas, by rationalising some tracks and effectively manage access ways to provide safe public access and to minimise erosive impacts.

⚡ Maintain the traditional tracks used for used for transporting materials from the walking track into the cabin area as they are a distinctive feature of the cultural landscape and history of the cabins The extent of use of these tracks for materials transport should be developed with consultation with each cabin community, and form part of on-going license negotiations between the cabins community and NPWS, to determine environmental damage resulting from such use.

⚡ The nature of each walking and access track needs to be regularly monitored to ensure that it is stable, that exotic weeds have not been introduced along its path and that it is clearly recognisable and signposted. Each track should be monitored for its ability to carry foot traffic and that it is not leading to accelerated deterioration or enhanced threats to the natural or cultural landscape through which it passes.

§ Use the NPWS 'Walking track construction guidelines' (prepared by Steve Gorrell, RAI) to assess the suitability of existing paths and bridges, as well as determine appropriate design and construction standards for any new tracks, paths or bridges.

§ Utilise AS2156 – 2001 Walking Tracks Part 1: Classification and signage, and AS2156 – Walking Tracks Part 2: Infrastructure Design for the management of tracks, paths and bridges.

11.2.2 Access provision and management

⚡ NPWS, in association with the Confederation of Bush Walkers and the Cabins consultative committee, shall identify and confirm the primary walking tracks that give recreational access to and through the Coastal Edge.

⚡ Undertake a general review of all tracks across the Cabins Areas, to identify those paths suitable for rationalisation and those requiring remedial works, in accordance with Australian Standards for track maintenance and NPWS guidelines, to ensure public safety and environmental protection. Erosion is a key issue throughout the cabins areas and will need to be addressed on an individual case by case basis.

⚡ Recognise the cultural significance of the historic access tracks into each of the cabins areas. Maintain these tracks and advocate their continuing use in each cabins group.

⚡ Retain the series of bridges which provide access across the gullies in the cabin areas in the same character with regular monitoring for structural safety.

11.2.3 Access - Burning Palms

- €# Access to the northern headland of Burning Palms should be improved with the definition of a clear access way to reduce the erosion of the embankments on the beach. Cooperation between NPWS and licensees should continue to provide the desired standard.

11.2.4 Access - Little Garie

- €# Investigate the possibility of upgrading the track between Garie Beach to Little Garie cabins area for disabled access.

11.2.5 Easy Access

- š In order to manage equity of access issues, apply as appropriate and within reasonable impact limits the established methods of creating disabled access to cultural and natural heritage within the park. Given the rugged nature of much of the track networks, interpretation signs at lookout points and other forms of media for wider distribution, could form a large part of this approach.

11.3 Views and Experiential Sequences

- €# Recognise that panoramic views from the Coast Walk route are an inherent part of the experiential values of the Coast Walk and contribute to the value of the cabins areas. Protect and manage these key points incorporate them into an overall interpretation strategy for the cabins area, including lookouts and selected interpretive material.
- €# Recognise that localised views over individual cabin groups from elevated areas, provide a unique sense of the landscape of the cabins. If coastline and ocean views are altered in certain locations as a result of regeneration, storm or fire events, realise that the dynamic nature of the coastline and its natural systems will, in time, reveal other vantage points.
- €# Recognise the value and appeal of the unusual aesthetic afforded by the natural coastline and

the cultural landscape of cabins and surrounds, and manage for the long-term.

11.3.1 Views - Little Garie

- €# The views from the Coast Walk track on Little Garie Point approaching the cabins should be maintained as it provides the first views of the Royal National Park's cabins for southbound walkers on the Coast Walk.
- €# The views from the lookout on Garie Road should be signposted to interpret the significance of the Little Garie cabins landscape.

11.3.2 Views – South Era

- €# The views from the Coast Walk track on Mid Era Point approaching the cabins should be maintained as it provides a panoramic and picturesque view of the South Era cabins for southbound walkers. North Era is also a part of this view and should be interpreted in conjunction with South Era to explain the historic connection between the two areas.

11.3.3 Views – Burning Palms

- €# The views from the Coast Walk track at the headland south of Burning Palms approaching the cabins should be maintained as it is the first view of the central group of cabins for northbound walkers.
- €# The views of Burning Palms from the Garawarra Farm track should be maintained and viewing points signposted to take advantage of the views to Wollongong to the south.

11.3.4 Views – Bulgo

- €# The views from the walking track below Lady Wakehurst Drive, should be maintained if possible as it is the first view of the Bulgo cabins group. Bush regeneration should attempt to encourage grass and groundcover in the areas immediately adjacent to these viewpoints.

11.4 Introduced plants

- €# Ornamental and productive plant species grown around the cabins may be retained as a part of the cultural landscape providing they do not constitute an invasive weed threat.

11.5 Recreation

- €# Recognise that a limited number of carefully managed camping areas within the Coastal Edge is a component of the recreational use that is fundamental to its cultural significance.
- €# Regularly consult with Aboriginal community representatives with regard to the location and nature of camping areas within the coastal edge especially in areas identified as sensitive, such as North Era.
- €# Regularly monitor established camping areas to ensure that there are no threats posed to surrounding natural or cultural landscape characteristics.

11.6 Interpretation

- €# Reveal and interpret the significance of the coastal landscape to Aboriginal and European communities, particularly the ridgeline and the beach environment, and the range of land uses associated with each.
- €# Where possible, explain the traditional relationships between landform and access along the Coastal Edge, and provide opportunities to interpret the important connections between navigable routes, views afforded from elevated areas, and proximity to shelter and resources.
- €# Reveal and interpret the importance of local and regional access ways that have historically provided connections to the Pastoral and Recreation Zone, including connections north and south long the coast, to Garawarra Farm, Lilyvale, the Illawarra Railway line and

Helensburgh, and promote continued use of these routes to and from the coast.

- €# At key points along the Coast Walk, provide opportunities to interpret the history and continued use of the cabins areas.
- €# Reveal and interpret the tracks and access ways that represent the main route for carrying materials in for the construction and maintenance of the cabins.
- €# Recognise that the extent of the pastoral and recreational activities and subsequent clearing of original plant communities was mainly located below the ridgeline, following the extent of the shale and sand based soils landscapes, and provide opportunities to interpret this relationship.
- €# Reveal the effects of the uses and document the recovery of the landscape over time—intense clearing activities, pasture improvement activities and the introduction of exotic pasture grasses.
- €# Provide opportunities to interpret the previous land ownership patterns in this area, and detail the range of land uses and activities managed throughout the pastoral and recreational area.
- €# Provide opportunities to interpret the distinctive coastal landforms in this area, including headlands, eroded sandstone cliffs and broad tessellated rock platforms, steep coastal escarpments, undulating valleys, sandy foredunes, coastal lagoons and sandy beaches.

11.7 Historical Archaeological Relics

- €# Take account of the Archaeological Zoning Plan contained in Appendix 4 of this CMP, in all works that may impact on below ground archaeological relics that are older than 50 years within the cabins areas. Be aware that archaeological relics are protected by the relics provisions of the *NSW Heritage Act*.
- š Take account of the Land Management regulations inspect of all works to elements in the cabins areas that may be in excess of 25 years old. This issue is particularly important

in relation to the clearance or maintenance of drains.

- ☞ Take account that the cabin areas and adjacent areas (North Era), and access tracks possess both visible and below ground archaeological relics and features.
- ☞ Take account of the site curtilage and management recommendations as specified for each cabin area in the Archaeological Zoning Plan.
- ☞ Do not undertake revegetation, erosion control or other substantial ground disturbance within the archaeological sites and zones of sensitivity, without first making an initial inspection and assessment of the visible and potential below ground archaeological resource. If archaeological features such as former habitation sites, buried garbage pits, etc, are encountered, then they are to be left in situ or recorded to a standard endorsed by NPWS and the NSW Heritage Office, prior to removal.
- ☞ Provide interpretive signage to draw attention to particular sites and features. Examples would be the former stockyards site and Cedar House site, which provide evidence of pastoral and extractive industries in the area.

Refer to the detailed recommendations contained in the Archaeological Zoning Plan. Comply with the general guidelines as follows.

- § For moveable archaeological relics, it is preferable to keep them relatively undisturbed in the soil profile. For structures of archaeological value, maintain in-situ.
- § For associated features adjacent to cabins – maintain them as part of the cabins groups. Record to an archival standard if they are to be removed.

12.0 Primary Guidelines for Conserving the Built Environment

12.1 Management of Significance

€# Management and conservation of the cabins areas should reflect the ad hoc and vernacular nature of the cabins' construction and selection of materials and use over time, which has contributed to the cabins areas' aesthetic, social and historic significance.

€# Conservation of significance for the cabins areas needs to consider not only the external fabric of individual cabins but also the spatial arrangement of cabins in each area, their siting and relationship to the coastal topography.

12.2 Management of Cabins Areas Character

€# Management of the cabins areas should proceed in accordance with the *NSW Heritage Office Guidelines for Conservation Areas*. This should concentrate on the maintenance and protection of the overall social values and visual character of the place, more than on the individual conservation management of specific buildings or components of the built environment.

€# The vernacular weekender character of the individual cabins should be retained during any maintenance or upgrading programs.

€# Manage the existing areas of open grassland or modified pastoral landscapes that surround and define the cabin areas to retain the distinctive visual characteristics of each area, without negatively impacting on regenerating vegetation communities.

€# The choice of building materials for the cabins should not be over-regulated for reasons other than health and safety or ecological concerns. The cabins license framework should outline

these concerns so as to guide license holders in their choice of materials. Style and design of cabins should be allowed to evolve without institutional regulation, to maintain the variety and informal character they now possess.

€# Progressive upgrading to meet health and safety standards and ecological objectives, and routine maintenance of deteriorating fabric, shall seek to retain the informal and vernacular character of the structures and cabin areas. The cabin fabric should be allowed to evolve with the use of contemporary building elements and finishes, however the existing mass, footprint and scale of the overall structure should be maintained.

12.3 Services and Infrastructure

€# Recognise that the reduced level of essential services and infrastructure have created a distinct and characteristic cultural landscape. The provision of essential services and infrastructure to the cabins areas should be restricted to those services that are typically provided in National Parks.

€# Determine an appropriate and agreed level of services and infrastructure that are to be provided by the Service and those that are to be the responsibility of the communities or of individual cabins licensees.

€# The provision of any infrastructure or services to the cabins areas such as power supply, water capture, sewerage, grey water and solid waste disposal shall be the responsibility of individual cabin licensees and be undertaken in a manner which minimises any physical or visual impacts on the natural and cultural characteristics of the cabins areas.

€# The safe and responsible use of services within cabins, such as fuel stoves, gas bottles etc. is the responsibility of the licensee and is regulated within existing NPWS operating guidelines for national parks.

€# Where it is clear that ecological values can be more effectively preserved by the provision of communal or public services, such as toilets, these may be considered.

- €# Include provisions for alternate or new forms of infrastructure or services in areas of high ecological sensitivity, in order to protect the natural values of the cabins areas. An example of this issue is the provision of rainwater collecting tanks for those cabins at Bulgo which currently rely on spring water.
- €# Formulation of services infrastructure policies should be adopted for each area. Policies would investigate the environmental, management and operational issues before recommending a preferred methodology for the area. For example, power sources, fuels and toilets.

12.4 Waste and Rubbish Removal

- €# Establish monitoring regimes to determine the peak load, short and long term environmental effects of organic waste and grey water run off from individual cabins and from existing or past occupancy practices.
- €# Consider the installation of communal or public toilet facilities in selected locations in order to improve environmental conditions.
- €# Formulate agreed waste storage and disposal policies with the cabins communities.
- €# The storage of building materials or inorganic waste products should be avoided. Licensees should be required to remove waste and redundant building materials from the area at the earliest opportunity, particularly hazardous building materials from the immediate and general precincts of the cabins areas on a regular basis.
- €# Licensees must be required to store any food and other edible material, including waste, in a manner that prevents access by native or introduced animals or birds.
- €# Identify the presence of hazardous materials throughout the cabins areas such as; asbestos sheeting material, synthetic mineral fibres used for insulation, lead based paints, and formulate an agreed program for appropriate handling and disposal of materials.

12.5 Removal of Cabins

- €# In principle, this CMP and the POM support the retention of cabins at South Era, Burning Palms, Little Garie and Bulgo.
- €# Recognise that the historical nature of individual cabins areas has been degraded by the progressive loss of cabins to either natural causes or demolition over the decades. Retention and on-going use of the remaining cabins whilst retaining their vernacular character, is the preferred approach to protecting the historic, social and visual character of the areas.
- €# Removal of individual cabins, at the expiration of License agreements, should be avoided.
- €# Cabins that are exposed to environmental or structural risks that may lead to health and safety risk or occupant injury, can be removed after all reasonable avenues for retaining cabins has been explored.
- €# Cabins that are exposed to severe environmental risks that may lead to ongoing loss of habitat, or pollution to the environment can be removed after all reasonable avenues for retaining cabins has been explored.
- €# Geotechnical survey, particularly of the Burning Palms sand landscape, should be utilised to determine undue risks, which may lead to a recommendation of cabin removal.
- €# Where individual cabin fabric is evaluated by specialists as being unsound and in irreparable structural condition, the option to rebuild the cabin within the same footprint may be given to the licence holder.
- €# Cabins that are to be demolished or removed, should be photographically recorded prior to removal. Any available social history, from either associated people or others within the cabins communities should be recorded and stored with the photographic record in the NPWS offices.

12.6 Replacement of Cabins

- €# No new cabins should be erected within the cabins areas, other than rebuilding of existing cabins.
- €# Where a cabin is to be rebuilt, it should be located on the footprint of the previous building.

12.7 Upgrading or Replacement of Cabins

- €# Utilise the Condition Standards for Coastal Cabins as the basis for reviewing the condition of any particular cabin and determining if it needs to be upgraded.
- €# Encourage or require licensees of cabins that do not meet an agreed minimum level of services, health and safety standards, structural adequacy or other factor, to upgrade the particular cabin.
- €# A similar requirement to above guidelines should apply to the relevant Surf Life Saving Club buildings and other community facilities.

The following design recommendations are provided for the expansion or external alteration of any existing cabin or the total rebuilding of cabins on existing footprints.

- €# The footprint, including decks, or overall volume of any cabin shall not be expanded except in the event that re-building for structurally justifiable reasons or repair is required. No expansion beyond 15% of the volume at the time of the cabin survey in 2002-2005 will be permitted in any circumstance. Any expansion is subject to the REF application.
- €# Any increase in the external volume of an individual cabin shall respect and respond to the pre-existing architectural character, proportions and composition.
- €# No new upper storeys, mezzanine floors or lofts that expand the external volume, shall be added to any existing cabin.

€# No new outbuildings, sheds, toilet blocks or storage buildings shall be added to any existing shack.

€# Despite some existing non-compliance, to maintain the traditional imagery of cabins, which is based on walls with windows, not window walls or large areas of glazing, the total surface area of windows and doors for any individual external wall shall be less than half the total surface area of the wall.

€# No external decks or paved areas behind retaining walls shall be installed that are more than 1.0m above the surrounding natural ground at any point.

€# No existing unpainted external surface, either natural or constructed, shall be painted.

€# New, pre-finished cladding materials are permissible as replacement for the existing, but should retain a similar surface character (eg corrugated, profiled or flat sheeting) and colour as the replaced cladding.

€# External cladding over unpainted external surfaces, either natural or constructed should generally be avoided unless required for weatherproofing.

€# Colour schemes for new and existing cabins shall always be in a pallet that closely matches the external colours of the majority of the cabins in the particular area.

€# Each cabin shall have a generally monochromatic colour scheme for external painted, or pre-finished walls, roofs, detailing, services and fenestration.

In addition:

€# The simple traditional architectural composition of any individual cabin shall be continued in the design of any new or expanded sections.

€# The general siting, orientation and simple footprint geometry of any individual cabin shall be continued in the design of any new or expanded sections.

- €# Principal roofs should be doubled pitched with a gable and or hipped composition. Secondary roofs should be single or double pitched. Roof pitches should generally be less than 25 degrees. Upswept roof compositions are not a feature of the cabins areas and shall not be introduced.
- €# Floor to ceiling heights for new rooms should be no more than 15% greater than existing in the main living areas.
- €# The height of any new sections of floor should generally match the existing main floor level, subject to BCA requirements for underfloor clearance.
- €# External decks that are greater than 400mm above ground should be post supported in preference to set on retained ground.
- €# Installation of standardised, pre-fabricated garages, sheds or similar utilitarian buildings for use as cabins is not permitted.

12.8 Cabins Maintenance

- €# Encourage and facilitate a program of “catch-up” maintenance on the cabins and secondary structures, once the license arrangements are finalised and occupiers have a greater security of tenure.
- €# Maintenance programs should aim to overcome building defects and deteriorated materials and return the individual cabin to a state of good repair, whilst retaining the character of the cabins.
- €# Maintenance programs should include painting and cleaning of cabins and associated structures, repair of missing or damaged components, general cleaning of buildings, removal of invasive weeds and removal of hazardous materials or construction defects that pose a threat to health or safety.

The following routine or cyclical activities are regarded as “maintenance” and are exempt from the need to gain REF approval.

- €# Repairs and replacement of external joinery using matching materials and finished in the same colour as the existing element.
- €# Replacing external cladding materials with a matching material of the same colour.
- €# Replacing existing gutters, downpipes and water storage tanks with matching materials of the same colour.
- €# Replacing existing windows and doors, or components thereof, with matching materials of the same colour.
- €# Replacement of external services installations or equipment with items of a similar scale and visual appearance.
- €# External painting of existing painted surfaces, using the existing colours for each element.
- €# Internal installation of security devices, security or insect proof screens and security alarms.
- €# Repairs and replacement of fences, paths, decks and patios with matching materials of the same colour.
- €# Replacement of internal fittings, fixtures, furniture, services or equipment.
- €# Repairs and minor replacement of walking tracks, steps, ramps with similar material of the same colour.
- €# Landscape maintenance and grass cutting.

12.9 Materials Access

- €# In order to avoid a dramatic change in the nature of cabins areas, the traditional hand-carry of building materials to and from the cabins areas, should be maintained, within existing NPWS operating guidelines for national parks.
- €# Formulate agreed management and operational guidelines for the supply and removal of building materials by sea.
- €# Formulate agreed management and operational policies for the transportation of building materials along the walking tracks into the cabins areas, in a manner which avoids damage to tracks or the surrounding environment, and minimises the risks to public health and safety.

- €# Consider regulating the use of helicopter transportation as an occasional supplement to the use of other transportation methods for building materials and waste disposal.

12.10 Interpretation

Following the methodology established for the interpretation of Aboriginal Heritage (Sec.8.6) and Cultural Landscape Heritage values (Sec. 10.6), it is recommended that the NPWS provide visitor interpretation of the cabins and sites at Bulgo, Burning Palms, South Era and Little Garie.

- š· Develop concepts for the interpretation of the cabins and sites drawing on the significant elements developed in the Statements of Significance for these areas: (1) the uniqueness of "self-regulating communities", (2) the "largest and most intact group of week-enders in NSW", (3) the vernacular nature of the architecture of the cabins and their construction and (4) the significant artists associated with the South Era site.
- š· Provide interpretive signage along main access tracks and coastal walk following models established for interpretation of landscape and Aboriginal Heritage.
- š· Explore the possibility of developing a community guide programme drawing on the methodology of the Community Volunteer Training Workshops developed for the interpretation of Aboriginal Heritage. Recruit volunteer guides from the four surviving communities at Bulgo, Burning Palms, South Era and Little Garie.
- š· Explore the possibility of documenting the surviving four communities through a publication similar to Grace Karskens. Holroyd. *A Social History of Western Sydney*, UNSW, 1991; Shirley Fitzgerald and Hilary Golden. *Pyrmont and Ultimo*, Hale and Iremonger, 1994 or other regional history models.

12.11 Works that are not considered to generate an adverse impact

The following “works” to the interiors of cabins or community buildings are not considered to impact adversely on the cultural heritage significance of the cabins or the cabins areas. Accordingly they do not require the preparation of an REF.

- €# Internal installation of insulation materials within existing cabins
- €# Changes to internal cladding, wall and floor finishes.
- €# Changes to non-structural wall, floor and ceiling framing
- €# Changes to internal fittings, finishes, fixtures and furniture
- €# Changes to internal colours
- €# Installation or upgrading of internal lighting, ventilation and heating systems
- €# Internal installation of equipment.
- €# Changes to internal planning layouts, except in the few cases where a cabin has been individually identified as of special heritage significance.

In addition, maintenance works, if conducted in accordance with the following definition will not have an adverse impact on significance. “Maintenance” in relation to undertaking general repairs to the building fabric of individual Coastal Cabins in the Royal National Park, is defined as “replacing like with like”. It does not require approval from NPWS or other heritage agencies.

12.12 Works that may have an adverse impact

“Works” that are not maintenance may generate an adverse impact on the heritage significance of an individual cabin or the cabins areas. In this case they require approval under the relevant legislation, which in the case of Royal National Parks falls under the delegated authority of NPWS, through the established Review of Environmental Factors (REF) process.

Any proposed expansion of the footprint or volume of a cabin or other cultural feature within the cabins areas will require the preparation of an REF.

This following Schedule refers to the Cabins Conditions Standards prepared for NPWS. In general the detailed recommendations of the Cabins Conditions survey form an acceptable basis for meeting health and safety requirements for individual cabins.

This schedule discusses those repair actions or “works” that are considered to be greater than “maintenance”.

Building Element	Proposed Activity	REF Required
Roof Cladding	Permanent replacement of more than 50% of any particular section of roofing with a non matching material.	Yes
Gutters and Downpipes	Permanent replacement of more than 50% of any guttering or downpipes with non matching material.	Yes
External Roof Framing	Permanent replacement of more than 50% of the surface area of a particular section of external wall with non matching material.	Yes
External Wall Cladding	Permanent replacement of more than 50% of the surface area of a particular section of external wall with non-matching material.	Yes
Internal Wall Cladding	Permanent replacement of more than 50% of the surface area of a particular section of external wall with non matching material.	Yes
Integrated masonry walls with no secondary cladding	Permanent replacement of more than 50% of the surface area of any section of external wall with non matching material.	Yes
	Change of external material, change of pointing material or method, painting non painted surfaces, change of external colours.	Yes
External Windows and Doors	Increase or reduction of more than 10% in size or glazed area of any existing window or door.	Yes
	Change of material, window or door type or glazing pattern. Change of external colour.	Yes
	Installation of new windows or doors into external walls.	Yes
Building Element	Proposed Activity	REF Required
Framed Floor	Installation of new floor	Yes

Structure, timber or metal, and flooring	framing that expands the plan area of the cabin beyond the current footprint. Replacement of existing floor framing and flooring within the footprint of the external walls.	No
Concrete slabs	Introduction of new floor slabs that expand the plan area of the cabin beyond the current footprint.	Yes
	Change of clearance of slab edge above surrounding ground level, such as by changing surrounding ground levels.	Yes
	Installation of new external concrete slabs.	Yes
Earth Floors	Replacement of earth floors with concrete slabs or framed floor systems, within or beyond the current footprint of the cabin.	Yes
Internal Floor surfaces	Replacement of existing internal floor surfaces with a different material.	No
Change of Footing Stumps or Piers	Installation of non-matching new material that would change the external appearance of the cabin.	Yes
External Retaining Walls	Extending the height or length of an existing wall or changing the structural system or facing materials.	Yes
External Paved Areas, either on-ground or elevated.	Expansion of the existing area, change of materials or change of supporting structure.	Yes
	Installation of fences or balustrades greater than 150mm high.	Yes

Building Element	Proposed Activity	REF Required
External framed	Expansion of the existing	Yes

decks or patios, either on-ground or elevated.	area, change of materials or change of supporting structure. Installation of fences or balustrades greater than 150mm high.	Yes
External Paths, Steps, Fences and Handrails	Expansion of the existing area or height, change of materials or change of supporting structure.	Yes
Outbuildings, External Washing or Cooking Enclosures and Sheds	Expansion of the footprint or visual volume of the building.	Yes
	Change to the architectural form of the building, including introduction of new windows or doors. Change of the external cladding to walls or roofs.	Yes
External Water collection and distribution system, including tanks.	Increase in the size or number of tanks and collection pipes. Change to the supporting structure of tanks, or mounting height above ground level.	Yes
	Change in the external colours, but not materials, of the system.	Yes
Externally located services installations, incl. showers, basins, sinks, solar energy collectors, gas bottles, generators, comms equip't, cooking heating.	Installation of new or upgraded systems and their supporting or enclosing structures.	Yes
Installation of new roof Mounted Equipment or Ventilation Devices	Increase of more than 300mm in any existing dimension.	Yes
	Change of external material or colour.	Yes
External Chimneys and Fire Places	Increase in the scale, height or external materials.	Yes

Collection Equipment and Enclosures	upgraded systems and their supporting or enclosing structures. Change in the external colours, but not materials	Yes
Site Drainage Systems	Installation of any new or upgraded systems.	Yes
Cultural Plantings	Introduction of any new plant material or grassed areas.	Yes
	Removal of any plant greater than 1 metre in height.	Yes
Repair of Termite Damage or Termite Eradication Measures	Excavation or new trenches to increase underfloor clearance in identified areas of archaeological sensitivity.	Yes
	Permanent replacement of external cladding materials in excess of 50% of the surface area of any wall or section of roof. Installation of any chemical based eradication or prevention measures.	Yes
Temporary Removal of External Cladding	Removal of sections of cladding to gain access to inner framing members or the like, and subsequent refixing after repairs have been completed.	No

Building Element	Proposed Activity	REF Required
External Waste	Installation of any new or	Yes

12.13 Additional REF Evaluation Criteria

In addition to the standard REF evaluation criteria, the evaluation of likely impact on the cultural and heritage values of the cabins areas should include:

- €# The impact on the overall visual character of the particular locality or precinct.
- €# The likely change to the visual character of the individual cabin and the contribution it makes to the overall visual character of the particular precinct in which it is located.
- €# The likely change to the setting and surroundings of the individual cabin and the contribution it makes to the overall character of the particular precinct in which it is located.

Impacts should be assessed in relation to the following descending hierarchy of potential.

- €# Visual impact from major public viewing locations such as lookouts, headlands, beaches and regional walking tracks.
- €# Visual impact from major public walking tracks through the precinct.
- €# Visual impact from minor public walking tracks through the precinct.
- €# Visual impact from within 5 to 10 metres from the proposed item.

Additional assessment criteria will include:

- €# Implications for areas of archaeological or ecological sensitivity.
- €# Implications for the delivery and disposal of material.

- €# Continuation of the slow evolution of the visual character of the individual cabins areas, when compared with the photographic data contained in the asset register.
- €# Coordination of the recommendations and requirements of the CMP with the EMP for Royal National Park.
- €# Any increase in the footprint or works beyond the existing footprint of cabins and associated features on known environmentally sensitive land.
- €# Works that may impact on relics or other features identified in the Archaeological Zoning Plan.

12.14 Application of BCA Standards for Building Construction

Within the general character management recommendations for individual cabins and their contribution to the specific locality, the following recommendations indicate when new work shall be required to comply with contemporary BCA standards.

- €# If more than 15% of the existing (2005) fabric of any individual cabin is to be replaced, new construction is to comply with contemporary BCA standards for Building Construction.
- €# If the floor area or volume of any cabin is to increase beyond the existing (2005) all new work is to be BCA compliant.

Part F

Plan of Works

	High priority	Medium priority	Low priority
Regeneration and Restoration of Native Plant Communities			
	Produce individual Bushland restoration and Cultural Landscape Management Plans for each cabin area and refine native and exotic plant community maps for each area. Each plan will form the basis for the implementation of bushland management and weed control works. Revise work programs for each plan annually, with a major review after five years.	Acquire additional funds to support the implementation of restoration and regeneration works within the cabins areas by contractors & NPWS staff with the support of community volunteers.	Resolve issue of deer numbers and grazing pressure. To be resolved in conjunction with a review of NPWS policies pending completion of current Macquarie University study.
		Focus community involvement in the implementation of restoration and regeneration works within the more localised cabins areas.	Revise the policies outlined in this CMP following resolution of deer management issues. Will also require a revision of the Bushland Restoration and Cultural Landscape Management Plans for each cabin area.
		Focus regeneration & restoration work within the cabins areas on more intensive, planned and strategic application of assisted natural regeneration techniques, focussing on: 1. Protection and restoration of sand based communities within the cabins areas.	Revise restoration and regeneration policies contained within this CMP.

	High priority	Medium priority	Low priority
		2.Consolidating and expanding other areas of shale and sand based regenerating & remnant communities, commencing from the floristically most diverse remnant areas	
		Focus regeneration and restoration work within the Pastoral & Recreational Zone on promoting existing natural regeneration processes.	
		Establish monitoring sites within the Pastoral & Recreational Zone to quantify the rate & nature of natural regeneration occurring under existing policies.	
Introduced Plant Species			
	Establish a register of significant cultural plantings within the BRCLMP for each area, including details of cultural association & locations. Regularly monitor locations of species within register to ensure that they are remaining non-invasive.	Establish trials on the use and impact of selective herbicides for weed control (particularly succulents). If impact on non-target species & other ecological impacts are deemed acceptable, integrate this technique into the weed control/bushland restoration program.	Promote the use & development of biological controls for broadscale weed infestations.

	High priority	Medium priority	Low priority
	Development a more comprehensive schedule of invasive exotic plant species within the landscape. Integrate this schedule with weed control programs developed as part of the individual cabins areas Bushland Restoration & Cultural Landscape Management Plans.	In the Pastoral & Recreational Zone, target noxious weeds and infestations of invasive exotic species. Monitor existing broadscale weed infestations particularly Crofton Weed <i>Ageratine adenophora</i> , particularly in relation to its spread after disturbance events and its impact on natural regeneration processes.	Revise the weed control policies contained within this CMP based on quantifiable trends in weed infestation and impact on the regeneration of native plant communities.
	Target stabilisation of areas of high erosion to reduce potential for accelerated weed infestation.	Focus community involvement in the implementation of target weed control works in the Pastoral & Recreational Zone and more intensive weed control works within the Cabins Areas (integrated with the bushland restoration and management plan).	
	Minimise sources of nutrient enrichment in the landscape.		
Erosion Control			
	Target the implementation of soil erosion control treatments on the sand based landscapes within the cabins areas. Integrate with bushland restoration, Aboriginal archaeological site management, modification of access routes, localised protection from deer impacts, and geotechnical assessments where required.	Construct using environmentally sensitive materials, headwall stabilisation structures on eroding creeklines within the cabins areas where headwall erosion is active. These works are to be protected by localised deer proof fencing.	

	High priority	Medium priority	Low priority
	Establish a geotechnical evaluation and feasibility study for the cost effective and ecologically sensitive stabilisation of the highly unstable sand landscape at Burning Palms.	Construct, reconstruct, maintain and appropriately signpost pedestrian creekline crossing points within the cabins areas.	
		Progressive program of closure of informal walking tracks on the shale landscapes, redesign and reconstruction of formal walking tracks to a standard which minimises soil loss.	
Fire and Fuel Management			
	Ensure fire management is consistent with RNP fire management plan.	Assist cabin licensees in the transfer from timber based heating/cooking facilities to liquid fuel based systems. Ensure adequate fire safety measures within cabins such as fire blankets and extinguishers.	
	Revision of the adopted fire frequency thresholds for the regenerating communities within the study area to reflect the status and sensitivity of the regenerating communities.	Monitor cabins areas environment to ensure compliance with the prohibition of use of timber as a fuel source.	
	Exclude fire from remnant and regenerating littoral rainforest communities.		

	High priority	Medium priority	Low priority
	Investigate alternatives to the use of local timber for fuel in cabin heating and cooking facilities. Determine appropriate methods of safe storage, delivery and use of liquid fuel sources.		
Threatened Species			
	Ensure that all works are audited to ensure no significant impact on threatened species or habitat within the study area.		
Introduced Animal Control			
	<p>Ensure waste guidelines of the Surf Life Saving Clubs do not encourage the disposal of surplus food scraps outside the buildings. Provide appropriate information material for display in the Clubs.</p> <p>Implement coordinated rabbit and fox control programs within the Era and adjacent cabins areas. Control works to be integrated with subsequent soil erosion control measures. Ensure that waste management structures/facilities are animal proof.</p>	Establish a community based monitoring program for feral animals within the study to assist NPWS with “on the ground” detection of new or increasing feral animal populations.	Revise the policies outlined in this CMP following resolution of deer management issues.
Water Quality			
	Establish program of periodic water quality testing within the cabins areas to quantify changes in water quality and establish targets for maintenance or improvement. Implement soil erosion control works.	Progressive reduction in the number of existing pit toilets and septic systems and construction of communal composting toilet systems with regular maintenance schedules.	

	High priority	Medium priority	Low priority
Protection of Aboriginal sites			
	Burning Palms 52-3-0231 surface should be covered by geo-tech fabric and grassed. Maintain fence along beach face. Liaise with local Landcare group and Aboriginal community on proposed works.	Burgh Ridge Track 52-3-0259 amend grid reference on site form and periodic monitoring. track interpretive signage to include reference to this type of site	
	Burning Palms new site South end of beach, stabilise bank face and revegetate with native grasses, restrict campers and remove fireplaces	Burgh Ridge Track 52-3-251 & 52-3-260 track interpretive signage to include reference to this type of site.	
	Burgh Ridge Track 52-3-251 & 52-3-260 Amend site register and install log barrier along edge of track		
	Burgh Ridge track 52-3-0012 Location needs to be verified and impact assessed		
	Burgh Ridge Track 52-3-1068 establish low prickly shrubs between shelter and track	Burgh Ridge Track 52-3-1068 periodic monitoring	
	South Era 52-3-230 verify present location and condition		
	South Era 52-3-0026 area should be fenced to exclude deer and walkers, install geo-tech fabric and revegetate with native grasses, signage to draw attention to revegetation program, not the site, liaise with local Landcare group and Aboriginal community on proposed works.	South Era 52-3-0027 sub-surface investigation to determine exact location, amend site form.	

	High priority	Medium priority	Low priority
	South Era 52-3-229 verify present location and condition		
	North Era 52-3-0033 amend grid ref on site form, update site plans to show fence and signs, re-install fence to enclose northern limits of site, revegetate deflated dune surface and upgrade fences to exclude deer, liaise with local Landcare group and Aboriginal community on proposed works.	North Era 52-3-0033 install path to camping ground along northern side of creek with directional signs.	
	Little Garie 52-3-1103 ongoing maintenance of grass cover		
	Little Garie 52-3-0044 realign main coastal waking track, form with existing cobbles, cover and revegetate exposed midden		
	Bulgo new site south end of beach, stabilise bank face and revegetate	Bulgo new site, south end of beach, sub- surface testing required	
Recognition of Aboriginal Significance			
	North Era 52-3-0033 undertake burial repatriation in consultation with Aboriginal community	Consultation with aboriginal groups over traditional fishing and camping rights	Burning Palms new site south end of beach, provide interpretive signage
		Waiving of license fees for aboriginal tourist operators	
		Burning Palms 52-3- 0231 Identify cultural sensitivity of area on existing signage.	

	High priority	Medium priority	Low priority
Management of fabric			
	Formulation and endorsement of the new licensing framework.	The existing Plan of Management should be upgraded to take into account the findings and recommendations of this Conservation Management Plan, and any policies that are subsequently formulated by NPWS as a result.	
	Geotechnical survey of the Burning Palms sand landscape should be undertaken to determine high risk structures in the area and the feasibility of retaining those cabins.	Facilitate a program of “catch-up” maintenance on the cabins once licenses have been formalised, focusing on removal of hazardous materials and services.	
	On the formalisation of the new licensing framework, the problem of non-licensed cabin caretakers needs to be addressed.	Implement a cyclical maintenance, environment, and health & safety inspection program for cabins once the new licensing framework has been formalised.	
	NPWS and Cabins Consultative Committee to investigate insurance options for cabins.		
Protection and Management of Historical Archaeological Sites			
	Implement the recommendations of the inventory of archaeological sensitivity and sites. In particular the recommendations for individual sites.	Include archaeological sites and features as part of a sequence of interpretive signage for the cabin areas and indigenous archaeological sites.	Undertake additional surveys to establish if physical remains are present for Site 2 and Site 8, preferably after bushfire. Amend inventory if necessary.

	High priority	Medium priority	Low priority
	Educate the cabin users in relation to existence of an identified historical archaeological resource within the cabin groups and adjacent areas.		
	Adopt land use and revegetation strategies which will avoid or minimise impact on areas with identified archaeological resource within the cabin groups and adjacent areas.		
	Adopt land use and revegetation strategies which will avoid or minimise impact on areas with identified archaeological potential or identified archaeological sites.		
Conservation and management of cultural landscape			
	Establishment of strong lines of communication between NPWS and cabins communities and stakeholders to encourage participation in the implementation of this CMP and provide feedback into the process.	Review existing exotic species in Cabins Areas, using BRCLMP and establish a register of cultural plantings, with photographs, listing their species, location and cultural association.	
Access			
	Undertake a general review of all tracks to identify those suitable for rationalisation and remedial works in accordance with the relevant standards and NPWS guidelines.		

	High priority	Medium priority	Low priority
	Identify any issues with access impacting on other natural and heritage values and determine the best management method		
Views and experiential sequences			
		Monitor the impacts of vegetation and fire on localised views	
		Identify key view points and develop schemes for the protection and management, and incorporation of interpretive material.	
Landscape character and setting			
	BRCLMP should be used to determine exact areas to be maintained as cleared around cabins groups, and determine techniques and responsibilities for this.		
Landscape elements			
		Monitor the condition of local creeks and involve the cabins community on the implementation of local and wider catchment management practices.	

	High priority	Medium priority	Low priority
Interpretation			
		Develop an interpretation strategy for the whole of the coastal edge and the cabins areas, and the Coast Walk, for each group.	
Community involvement			
	Identify, in conjunction with community and Landcare groups, the achievable scope of community involvement which can be sustained by the cabins communities and supported by NPWS. Establish agreements between NPWS and the community as to the extent of activities that can be feasibly supported and maintained by each party.	Revise training programs to ensure relevancy to the changing nature of cabin users	
	Establish training workshops targeting the development of particular competencies/skills within the community.	Review works undertaken by the community to identify strengths and deficiencies in the existing training programs.	
	Promote a close working relationship between NPWS and local community. Acknowledge that community involvement is available for support, not replacement of NPWS staff and skills.		
	Establish good consultation and communication networks with the community, including regular consultative meetings and community newsletters.		

Part G

Appendices

Table 2 : Aboriginal Site Database (Location and plan information only available for NPWS and Aboriginal community members)

Cabin Area	NPWS Site #	Site Type/Description	Comment/Threats	Management /Recommendation
Bulgo	52-3-247	Shelter c. midden	Located on scarp well above cabins and beach. Not relocated for CMP	No impact from Bulgo users. May be visited by coastal walkers. Requires location verification and periodic monitoring.
	New Site	Midden: 8m in section, 5-15cm thick, 1.5m above rock shelf, contains fish bone and stone artefacts.	Midden is subject to storm damage and bank collapse. Surface layer [above midden] contains metal debris and glass. Site is 40m from nearest hut	Landward extent of site is unknown. Sub-surface testing required to determine landward extent. Stabilise bank face/ revegetate
Burning Palms	52-3-0231	Midden in deflated and denuded sand dune area adjacent to water channel. Shell scatter over 10x10m exposure. No discernible lens	Relocated for CMP Area currently fenced off and under program of revegetation. Damage/exposure caused by old track and destabilisation of dune.	Surface should be covered by geo-tech fabric and grassed. Maintain fence along beach face. Identify cultural sensitivity of area on existing signage. Liaise with local Landcare Group and Aboriginal community on proposed works.

	New Site		Midden exposed in 20m section along eroded bank 1.5-2m above 'bouldery' portion of beach. Contains stone artefacts.	Midden face is subject to storm damage and bank collapse. Land ward extent is unknown. Some surface disturbance caused by campers	Stabilise bank face. Revegetate with native grasses/ lomandra etc Restrict campers. Remove fireplaces. Interpretive signage.
The Burgh Ridge Track	52-3-0259		Shelter with art and midden in scarp at base of cliff approximately 20m above walking track.	Site is not under threat from walkers	Amend Grid Reference on Site Form Periodic monitoring. Track Interpretive Signage to include reference to this type of site [see also below]
	52-3-251 52-3-260		Axe Grinding Grooves immediately adjacent walking track	Site on small flat rock exposure 2.9x 1.0m. 9 grooves [2 deeper and longer than others probably a result of recent abrasion]. Several metal abrasions.	Amend Site Register Install log barrier along edge of track Track Interpretive Signage to include reference to this type of site.
	52-3-0012		Shelter with midden	Not relocated at this grid reference	Location needs to be verified and impact assessed.
	52-3-1068		Shelter with midden Site is 15mx3m deep x 1m. Water flows over overhang at mid point. Small area of dry deposit containing shell fragments at E end.	Evidence of recent occupation: metal and glass.	Establish low prickly shrubs between shelter and track. Periodic monitoring

South Era	52-3-229	Midden	Midden	Requires location verification Amend Site Form
	52-3-230	Midden	Grid ref places site on Semi-Detached Point adjacent south eastermost hut. No midden observed at this place.	Requires location verification Amend Site Form
	52-3-0026	Two Middens at South Era referred to by E. Stockton in Site Form for NPWS Site # 52-3-0033. Given separate Register # with same Grid Ref. Grid Ref. Is accurate for – 0026. The other site - 0027 is at the S end of beach [see below].	Midden exposed over deflated dune over an area of 40x20m and in exposed section 10-20cm thick above dune. Contains substantial quantities of stone artefacts and animal bone. Area lies adjacent to main coastal walking track is denuded and actively eroding. And has had some recent attempts to revegetate surfaces.	Area should be fenced to exclude deer and walkers. Install geo-tech fabric and revegetate with native grasses. Signage should draw attention to the revegetation program not the site. Liaise with local Landcare Group and Aboriginal community on proposed works.
	52-3-0027	Reported to be on rocks at S end of valley just above high water mark. Area is presently heavily vegetated and disturbed by old and current boat ramps/slips.	Not relocated	May be present below vegetated end of beach at interface with rock shelf. Sub-surface investigation would be required to determine exact location. Amend Site Form : Grid Ref

<p>North Era</p>	<p>52-3-0033</p>	<p>Midden recorded by E. Stockton in 1973. Information on Site Form refers to the main North Era midden and two South Era middens. The North Era midden contains intact occupation levels with substantial quantities of stone artefacts and animal bone. A burial was removed from the site in 1964 and currently is held by the Australian Museum.</p>	<p>Midden is located in high dune between beach and camping ground. The northern extent of the site is currently exposed to walkers and campers. Dune is de-vegetated and actively eroding. Without vegetation the dune does not appear to attract deer. Current fencing does not fully enclose site. Signage is inaccurate [refers to cockle [Bimbla] which are not present at this site].</p>	<p>Amend Grid Ref on Site Form. Update recording/site plans showing fence and signs. Liaise with local Landcare Group and Aboriginal community on proposed works. Re-install fence to enclose northern limit of site. Install path to camping ground along northern side of creek with directional signs. Revegetation of the deflated dune surfaces would require upgrade of existing fence to exclude deer. Upgrade signage. Undertake Burial repatriation in consultation with Aboriginal community.</p>
<p>Little Garie</p>	<p>52-3-1103</p>	<p>Midden is probably an extension of 52-3-0044 [see below]. Area currently well grassed. No axe grinding groove was observed.</p>	<p>Site lies adjacent to main walking track and probably continues landward under turfed area. Site not affected by walkers.</p>	<p>Maintain grass cover.</p>
<p></p>	<p>52-3-0044</p>	<p>Midden exposed along track has been described as re-worked midden deposit. Midden may extend landward/upslope towards huts and north under turfed slopes to side gully [see above].</p>	<p>Disturbance by track users. Possible storm damage.</p>	<p>Realign main coastal walking towards beach. Form with existing cobbles. Cover and revegetate exposed midden</p>

Table 3. Inventory of Historical Archaeological Sites and Features.

LOCATION	ITEM NAME	INVENTORY GROUP	DESCRIPTION	CONDITION	SIGNIFICANCE	MANAGEMENT RECOMMENDATION
LITTLE GARIE	CABIN GROUP (GENERAL)	SITE 1	Cabins located on southern portion of Black Gin creek, from gully floor to lower slopes of headland (Thelma Ridge) and Thelma Head. This listing covers the archaeological features and relics associated with the cabin structures - fences, retaining walls, enclosures, tanks, fireplaces, 'patios', toilets (including long drops), showers, etc	Good	Archaeological, Historical, Associative, Social.	For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.
LITTLE GARIE	CABIN GROUP GARBAGE SCATTERS	SITE 1	Domestic refuse associated with the occupation of the cabins. Consisting of buried garbage pits and open sheet garbage scatters. These refuse dumps contain the house hold garbage (beer bottles, food tins, bone, metal, glass containers etc) which was not burnt, dumped into the ocean or carried out of the National Park. The garbage scatters are located within an arc of 20 metres of each cabin (usually at the rear) and are also evident eroding from Black Gin creek and adjacent to the beach. These garbage scatters	Varied (From buried & intact, to poor & eroding from hill slopes, beach and creek gully)	Archaeological, Historical, Associative.	For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal. Remove or re-bury metal and glass objects which create a public health risk. Particularly those eroding out in areas of high use and visitation.

LITTLE GARIE	CABIN GROUP- DRAINAGE	SITE 1	provide archaeological evidence of the diet, disposal patterns of the cabin occupants, as well as the NPWS policy relating to rubbish removal in the cabin areas.	Good	Archaeological, Historical, Associative, Social.	For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.
LITTLE GARIE	CABIN GROUP - FORMER CABIN SITES	SITE 1	Open drains located adjacent to cabins and associated structures. Constructed around building platforms and outside showers to channel water away from cabins and structures. Several types noted. The physical 'footprint' of former cabins and their related structures and features. 2 types are evident throughout the Park: concrete/cement building platforms and floors with associated earth building platforms and open drains. Bases of fireplaces and piers. The second type comprises a earth building platform (usually grassed) with associated piers, open drainage channels etc. This type indicates that the former cabin was constructed on piers rather than directly on a ground slab. These sites are associated with remnant non native trees, shrubs and other plantings.	Good to Poor	Archaeological, Historical, Associative, Social.	For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.

LITTLE GARIE	WELL	SITE 1	Shallow rectilinear, rough stone lined well located below (north) cabin 6. Not covered. Well set amongst tussock grass and is fed by existing spring. Constructed by Frank White (occupant of cabin 3) during the late 1930s or early 1940s.	Good	Archaeological, Historical, Associative, Social.	Maintain.
LITTLE GARIE	BLACK GIN CREEK AND GULLY	SITE 1	This listing covers the man made modifications to the creek. They include stone (unbonded) retaining walls adjacent to the creek (access, garden beds and erosion control), rough stone lined sinks within the creek channel (water supply) , paths and partially eroded garbage scatters which are evident along the length of the creek.	Good to Poor	Archaeological, Historical, Associative,	For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal. Remove or re-bury metal and glass objects which create a public health risk.
NORTH ERA	SITE OF STOCKYARDS	SITE 3	General location of former wooden stock yards located at the rear (west) of the lagoon, adjacent to the creek (Portion 7). All above ground physical evidence of these structures was destroyed by bush fires during the early 1950s. This feature related to the use of North Era for pastoral purposes (cattle and horse grazing) prior to the establishment of the National Park, by the Byrne and Collaery families. The stockyards are associated with	Unknown - no above ground evidence located.	Archaeological, Historical, Associative,	None required.

NORTH ERA	SITE OF 'CEDAR HOUSE'	SITE 2	the site of the former 'Cedar house'.	Site of former house (wooden) constructed by the Collaery family by 1876. It was located on the southern face of Thelma Ridge in the centre of portion 47, north of Collaery creek. No physical evidence of the house was located during the site survey. The house was destroyed by bushfires during the 1960s. It was occupied until at least the 1930s and possibly until the 1960s. A mature Illawarra Flame Tree may indicate the position of the former house.	Unknown - no above ground evidence located.	Archaeological, Historical, Associative.	In the event of any substantial soil disturbance (eg bush regeneration, or the ripping of rabbit warrens), care should be taken to note for any evidence of sub surface features and remains (foundations, garbage dumps etc) . If these are located work should cease and the location of the site be verified and protected from any future soil disturbance.
SOUTHERA	CABIN GROUP - GENERAL	SITE 5	Cabins located across the entire South Era valley to lower slopes of headland. This listing covers the archaeological features and relics associated with the cabin structures and other structures (surf club) - fences, retaining walls, enclosures, tanks, fireplaces, 'patios', toilets (including long drops) , showers, etc	Cabins located across the entire South Era valley to lower slopes of headland. This listing covers the archaeological features and relics associated with the cabin structures and other structures (surf club) - fences, retaining walls, enclosures, tanks, fireplaces, 'patios', toilets (including long drops) , showers, etc	Good	Archaeological, Historical, Associative, Social.	For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.
SOUTH ERA	CABIN GROUP - GARBAGE	SITE 5	Domestic refuse associated with the occupation of the cabins. Consisting of buried garbage pits	Domestic refuse associated with the occupation of the cabins. Consisting of buried garbage pits	Good to Poor	Archaeological, Historical, Associative,	For associated features adjacent to cabins - maintain as part of cabin

	SCATTERS		<p>and open sheet garbage scatters. These refuse dumps contain the house hold garbage (beer bottles, food tins, bone, metal, glass containers etc) which was not burnt , dumped into the ocean or carried out of the National Park. The garbage scatters are located within an arc of 20 metres of each cabin (usually at the rear) and are also evident eroding from the creek and adjacent to the beach. These garbage scatters provide archaeological evidence of the diet, disposal patterns of the cabin occupants, as well as the NPWS policy relating to rubbish removal in the cabin areas.</p>		Social.	<p>group. Archival recording prior to removal.</p> <p>Remove or re-bury metal and glass objects which create a public health risk. Particularly those eroding out in areas of high use and visitation.</p>
SOUTHERA	CABIN GROUP- DRAINAGE	SITE 5	<p>Open drains located adjacent to cabins and associated structures. Constructed around building platforms and outside showers to channel water away from cabins and structures. Several types noted.</p>	Good	Archaeological, Historical, Associative, Social.	<p>For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.</p>
SOUTHERA	CABIN GROUP - FORMER CABIN SITES AND OTHER	SITE 5	<p>The physical 'footprint' of former cabins and their related structures and features. 2 types are evident throughout the Park: concrete/cement building</p>	Good	Archaeological, Historical, Associative, Social.	<p>For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.</p>

	STRUCTURE S.		platforms and floors with associated earth building platforms and open drains. Bases of fireplaces and piers. The second type comprises a earth building platform (usually grassed) with associated piers, open drainage channels etc. This type indicates that the former cabin was constructed on piers rather than directly on a ground slab. Often these sites are associated with remnant non native trees, shrubs and other plantings. This listing includes the concrete breeze block stairs and wall of the former timber surf life saving club house which was destroyed in 1977. It is located adjacent to the lagoon south of the present surf club.			
BURNING PALMS	CABIN GROUP - GENERAL	SITE 7	Cabins located across the north eastern section of the southern face of Burgh ridge headland. This listing covers the archaeological features and relics associated with the cabin structures and other structures (surf club, boat shed) - fences, retaining walls, enclosures, tanks, fireplaces, 'patios', toilets (including long drops), showers, etc	Good to Poor	Archaeological, Historical, Associative, Social.	For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.

<p>BURNING PALMS</p>	<p>CABIN GROUP - GARBAGE SCATTERS</p>	<p>SITE 7</p>	<p>Stone and wooden bridges (constructed as a result of the gully erosion) are included in this listing. Several cabins and their associated structures are affected by large scale erosion across the Burgh ridge.</p> <p>Domestic refuse associated with the occupation of the cabins. Consisting of buried garbage pits and open sheet garbage scatters. These refuse dumps contain the house hold garbage (beer bottles, food tins, bone, metal, glass containers etc) which was not burnt , dumped into the ocean or carried out of the National Park. The garbage scatters are located within an arc of 10 metres of each cabin (usually at the rear). These garbage scatters provide archaeological evidence of the diet, disposal patterns of the cabin occupants, as well as the NPWS policy relating to rubbish removal in the cabin areas.</p> <p>The garbage dumps are not as numerous or evident at Burning Palms.</p>	<p>Good to Poor</p>	<p>Archaeological, Historical , Associative, Social.</p>	<p>For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.</p> <p>Remove or re-bury metal and glass objects which create a public health risk. Particularly those eroding out in areas of high use and visitation.</p>
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BURNING PALMS	CABIN GROUP - FORMER (ORIGINAL) CABIN SITES	SITE 8	<p>The original location of the 'Hotel Depression' and other cabins constructed during the 1920s until c1930. These structures were located in the central portion of Burning Palms, immediately west of the beach (between Robin and Wren Rill) .</p> <p>Between 1930 and 1945 many cabins were relocated to their current position to what was then private property.</p> <p>Due to the revegetation of this area no physical above ground evidence of these structures was located during the site survey.</p>	Unknown - no above ground evidence located.	Archaeological, Historical, Associative.	<p>In the event of any substantial soil disturbance (eg bush regeneration, or the ripping of rabbit warrens), care should be taken to note for any evidence of sub surface features and remains (foundations, garbage dumps etc) . If these are located work should cease and the location of the site verified and protected from any future soil disturbance.</p>
BURNING PALMS	CABIN GROUP - FORMER CABIN SITES AND OTHER STRUCTURES INCLUDING THE FORMER BOAT SHED	SITE 7	<p>The physical 'footprint' of former cabins and their related structures and features. 2 types are evident throughout the Park: concrete/cement building platforms and floors with associated earth building platforms and open drains. Bases of fireplaces and piers. The second type comprises a earth building platform (usually grassed) with associated piers, open drainage channels etc. This type indicates that the former cabin was constructed on piers rather than directly on a ground slab. Often these sites are</p>	Good to Poor	Archaeological, Historical, Associative, Social.	<p>For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.</p>

BULGO	CABIN GROUP - THE GREEN (GENERAL)	SITE 11	<p>associated with remnant non native trees, shrubs and other plantings.</p> <p>This listing includes the concrete and stone remains (foundation piers) of the former boat shed. The remains are located adjacent to the present boat shed, on the beach.</p> <p>Cabins located on southern elevated portion of Bulgo, known as The Green. This listing covers the archaeological features and relics associated with the cabin structures - fences, retaining walls, enclosures, tanks, fireplaces, 'patios', toilets (including long drops), showers, aerials, solar panels, rockeries, water tanks etc</p>	Good	Archaeological, Historical, Associative, Social.	For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.
BULGO	CABIN GROUP - THE BEACH (GENERAL)	SITE 9	<p>Cabins located along the beach at Bulgo. This listing covers the archaeological features and relics associated with the cabin structures - fences, enclosures, tanks, fireplaces, 'patios', toilets (including long drops), showers, aerials, solar panels, rockeries, water tanks etc. Notable features of the beach area group are the extensive concrete and corrugated iron drains, retaining walls (constructed of all materials including surf boards and boats).</p>	Good	Archaeological, Historical, Associative, Social.	For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.

BULGO	CABIN GROUP - GARBAGE SCATTERS	SITES 9 AND 11	<p>Domestic refuse associated with the occupation of the cabins. Consisting of buried garbage pits and open sheet garbage scatters. These refuse dumps contain the house hold garbage (beer bottles, food tins, bone, metal, glass containers etc) which was not burnt , dumped into the ocean or carried out of the National Park. The garbage scatters are located within an arc of 10 metres of each cabin (usually at the rear) , and adjacent to the beach. These garbage scatters provide archaeological evidence of the diet, disposal patterns of the cabin occupants, as well as the NPWS policy relating to rubbish removal in the cabin areas. The disposal of food and household refuse by burning was noted in the beach area.</p>	Varied (From buried ie intact, to poor eroding from hill slopes and the beach	Archaeological, Historical , Associative.	<p>For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.</p> <p>Remove or re-bury metal and glass objects which create a public health risk. Particularly those eroding out in areas of high use and visitation.</p>
BULGO	CABIN GROUP- DRAINAGE	SITES 9 AND 11	<p>Open drains located adjacent to cabins and associated structures. Constructed around building platforms and outside showers to channel water away from cabins and structures. Several types noted. The beach cabins and area is noted for the extensive use of concrete and corrugated iron to channel water from the cabin sites.</p>	Good	Archaeological, Historical , Associative, Social.	<p>For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.</p>

BULGO	CABIN GROUP - FORMER CABIN SITES	SITES 9 AND 11	The physical 'footprint' of former cabins and their related structures and features. 2 types are evident throughout the Park: concrete/cement building platforms and floors with associated earth building platforms and open drains. Bases of fireplaces and piers. The second type comprises a earth building platform (usually grassed) with associated piers, open drainage channels etc. This type indicates that the former cabin was constructed on piers rather than directly on a ground slab. Often these sites are associated with remnant non native trees, shrubs and other plantings. These were noted in The Green cabin area.	Good to Poor	Archaeological, Historical, Associative, Social.	For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.
BULGO	WATER RETICULATION SYSTEM	SITES 9 AND 10	A complex system of plastic water tanks and other containers connected by a series of pipes and hoses, located adjacent (north) to the access path to the beach cabin area. This system collects and reticulates (via gravity) spring water and distributes it to the cabins in the beach area.	Good	Historical, Associative, Technological.	For associated features adjacent to cabins - maintain as part of cabin group. Archival recording prior to removal.
BULGO	ROCK CUT CHANNEL - BEACH	SITE 9	Man made channel located in centre of beach area. Created by residents by 1961 (by explosives)	Good	Archaeological, Historical, Social.	Maintain

				to make direct access to the beach from the sea.				
BULGO	ROCK SHELF FEATURE - SWIMMING / ROCK POOL	SITE 11		Man made pool located adjacent to The Green, on the rock platform. Created by residents by 1961 (by explosives) to enlarge an existing rockpool.	Good	Archaeological, Historical .	Maintain	
BULGO	TIMBER TRACK	NOT SURVEYED		Track located adjacent to the main access track to Bulgo. It is used to slide building materials and other substantial objects down into Bulgo.	Item not surveyed		Maintain	
ACCESS TRACK TO BULGO	ACCESS TRACK, AND NOTCHED TREES	SITE 10		Access track from Lady Wakehurst Drive to the Beach and The Green cabin areas. The track was created and maintained by the cabin residents. Notable features include stone gutters, steps, direction signs and three notched palm trees.	Good	Archaeological, Historical, Associative, Social.	Maintain	
MID ERA RIDGE TRACK	ACCESS TRACK AND FIRE PLACES	SITE 4		Access track from Garawarra Ridge road to Mid Era headland. The track was created and maintained by the cabin residents and bush walking groups. This track is less used than The Burgh	Good	Archaeological, Historical, Associative,	Archival recording prior to removal. Maintain the walking track.	

<p>THE BURGH RIDGE TRACK</p>	<p>ACCESS TRACK AND SCARRED TREES</p>	<p>SITE 6</p>	<p>Track and difficult to follow in places. Four stone ringed fire places were noted on the crest of the Mid Era Ridge, They are sighted to take advantage to the panoramic views from the headland.</p>	<p>Good</p>	<p>Archaeological, Historical, Associative, Social.</p>	<p>Maintain.</p>
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Table 4: Historical Archaeological Sites and Zones of Sensitivity

INVENTORY GROUP	LOCATION	ITEM NAME	SITE /ITEM DELINEATION	ARCHAEOLOGICAL SENSITIVITY	DESCRIPTION
SITE 1	LITTLE GARIE	CABIN GROUP (GENERAL)	Site one which includes six items listed for Little Garie - Black Gin Gully and Creek, the cabin group area in general, the well, garbage scatters, former cabin sites and drainage. The boundary of non discreet archaeological features (ie zones of garbage scatters etc) extend 20 metres beyond the cabin structures.	HIGH SENSITIVITY	Cabins located on southern portion of Black Gin creek, from gully floor to lower slopes of headland (Thelma Ridge) and Thelma Head. This listing covers the archaeological features and relics associated with the cabin structures - fences, retaining walls, enclosures, tanks, fireplaces, 'patios', toilets (including long drops), showers, etc
SITE 1	LITTLE GARIE	CABIN GROUP - GARBAGE SCATTERS	Site one which includes six items listed for Little Garie - Black Gin Gully and Creek, the cabin group area in general, the well, garbage scatters, former cabin sites and drainage. The boundary of non discreet archaeological features (ie zones of garbage scatters etc) extend 20 metres beyond the cabin structures	HIGH SENSITIVITY	Domestic refuse associated with the occupation of the cabins. Consisting of buried garbage pits and open sheet garbage scatters. These refuse dumps contain the house hold garbage (beer bottles, food tins, bone, metal, glass containers etc) which was not burnt, dumped into the ocean or carried out of the National Park. The garbage scatters are located within an arc of 20 metres of each cabin (usually at the rear) and are also evident eroding from Black Gin creek and adjacent to the beach. These garbage scatters provide archaeological evidence of the diet, disposal patterns of the cabin occupants, as well as the NPWS policy relating to rubbish removal in the cabin areas.
SITE 1	LITTLE GARIE	CABIN GROUP-	Site one includes six items listed for Little Garie - Black Gin	HIGH SENSITIVITY	Open drains located adjacent to cabins and associated structures. Constructed around building

		DRAINAGE	Gully and Creek, the cabin group area in general, the well, garbage scatters, former cabin sites and drainage. The boundary of non discreet archaeological features (ie zones of garbage scatters etc) extend 20 metres beyond the cabin structures	platforms and outside showers to channel water away from cabins and structures. Several types noted.
SITE 1	LITTLE GARIE	CABIN GROUP - FORMER CABIN SITES	Site one includes six items listed for Little Garie - Black Gin Gully and Creek, the cabin group area in general, the well, garbage scatters, former cabin sites and drainage. The boundary of non discreet archaeological features (ie zones of garbage scatters etc) extend 20 metres beyond the cabin structures	The physical 'footprint' of former cabins and their related structures and features. 2 types are evident throughout the Park: concrete/cement building platforms and floors with associated earth building platforms and open drains. Bases of fireplaces and piers. The second type comprises a earth building platform (usually grassed) with associated piers, open drainage channels etc. This type indicates that the former cabin was constructed on piers rather than directly on a ground slab. Often these sites are associated with remnant non native trees, shrubs and other plantings.
SITE 1	LITTLE GARIE	WELL	Located north of cabin 6, adjacent to escarpment to the beach. Discreet item.	Shallow rectilinear, rough stone lined well located below (north) cabin 6. Not covered. Well set amongst tussock grass and is fed by existing spring. Constructed by Frank White (occupant of cabin 3) during the late 1930s or early 1940s.
SITE 1	LITTLE GARIE	BLACK GIN CREEK AND GULLY	Site one includes six items listed for Little Garie - Black Gin Gully and Creek, the cabin group area in general, the well, garbage scatters, former cabin	This listing covers the man made modifications to the creek. They include stone (unbonded) retaining walls adjacent to the creek (access, garden beds and erosion control), rough stone lined sinks within the creek channel (water

SITE 2	NORTH ERA	SITE OF 'CEDAR HOUSE'	sites and drainage. The boundary of non discreet archaeological features (ie zones of garbage scatters etc) extend 20 metres beyond the cabin structures	LOW SENSITIVITY	supply), paths and partially eroded garbage scatters which are evident along the length of the creek.
SITE 3	NORTH ERA	SITE OF STOCKYARDS	General location of former 'cedar house'. Located on the southern face of Thelma Ridge in the centre of portion 47, north of Collaery creek. A mature Illawarra Flame Tree may indicate the position of the former house. This site area and location is approximate only.	LOW SENSITIVITY	Site of former house (wooden) constructed by the Collaery family by 1876. It was located on the southern face of Thelma Ridge in the centre of portion 47, north of Collaery creek. No physical evidence of the house was located during the site survey. The house was probably destroyed by bushfires. It was occupied until at least the 1930s. A mature Illawarra Flame Tree may indicate the position of the former house.
SITE 4	MID ERA RIDGE TRACK	ACCESS TRACK AND FIRE PLACES	This listing includes the track and the stone ring fireplaces atop the eastern portion of Mid Era Ridge.	MEDIUM SENSITIVITY	General location of former wooden stock yards located at the rear (west) of the lagoon, adjacent to the creek (Portion 7). All above ground physical evidence of these structures was probably destroyed by bush fires during the early 1950s. This feature related to the use of North Era for pastoral purposes (cattle and horse grazing) prior to the establishment of the National Park, by the Byrne and Collaery families. The stockyards are associated with the site of the former 'Cedar house'.
					Access track from Garawarra Ridge road to Mid Era headland. The track was created and maintained by the cabin residents and bush walking groups. This track is less used than The Burgh Track and difficult to follow in places. Four stone ringed fire places were noted on the crest of the Mid Era Ridge, They are sighted to take advantage to the panoramic views from the headland.

SITE 5	SOUTH ERA	CABIN GROUP - GENERAL	This listing includes all items listed for South Era: Cabin Group General, Garbage Scatters, Drainage, Former Cabin Sites, and Former Surf Club. The site listing extends 20 metres beyond any individual cabin (for non specific features eg. Garbage scatters).	HIGH SENSITIVITY	Cabins located across the entire South Era valley to lower slopes of headland. This listing covers the archaeological features and relics associated with the cabin structures and other structures (surf club) - fences, retaining walls, enclosures, tanks, fireplaces, 'patios', toilets (including long drops), showers, etc
SITE 5	SOUTH ERA	CABIN GROUP - GARBAGE SCATTERS	This listing includes all items listed for South Era: Cabin Group General, Garbage Scatters, Drainage, Former Cabin Sites, and Former Surf Club. The site listing extends 20 metres beyond any individual cabin (for non specific features eg. Garbage scatters).	HIGH SENSITIVITY	Domestic refuse associated with the occupation of the cabins. Consisting of buried garbage pits and open sheet garbage scatters. These refuse dumps contain the house hold garbage (beer bottles, food tins, bone, metal, glass containers etc) which was not burnt, dumped into the ocean or carried out of the National Park. The garbage scatters are located within an arc of 20 metres of each cabin (usually at the rear) and are also evident eroding from the creek and adjacent to the beach. These garbage scatters provide archaeological evidence of the diet, disposal patterns of the cabin occupants, as well as the NPWS policy relating to rubbish removal in the cabin areas.
SITE 5	SOUTH ERA	CABIN GROUP- DRAINAGE	This listing includes all items listed for South Era: Cabin Group General, Garbage Scatters, Drainage, Former Cabin Sites, and Former Surf Club. The site listing extends 20 metres beyond any individual cabin (for non specific features eg. Garbage scatters).	HIGH SENSITIVITY	Open drains located adjacent to cabins and associated structures. Constructed around building platforms and outside showers to channel water away from cabins and structures. Several types noted.

SITE 5	SOUTH ERA	CABIN GROUP - FORMER CABIN SITES AND OTHER STRUCTURE S.	This listing includes all items listed for South Era: Cabin Group General, Garbage Scatters, Drainage, Former Cabin Sites, and Former Surf Club. The site listing extends 20 metres beyond any individual cabin (for non specific features eg. Garbage scatters).	HIGH SENSITIVITY	The physical 'footprint' of former cabins and their related structures and features. 2 types are evident throughout the Park: concrete/cement building platforms and floors with associated earth building platforms and open drains. Bases of fireplaces and piers. The second type comprises a earth building platform (usually grassed) with associated piers, open drainage channels etc. This type indicates that the former cabin was constructed on piers rather than directly on a ground slab. Often these sites are associated with remnant non native trees, shrubs and other plantings. This listing includes the concrete breeze block stairs and wall of the former timber surf life saving club house which was destroyed in 1977. It is located adjacent to the lagoon south of the present surf club.
SITE 6	THE BURGH RIDGE TRACK	ACCESS TRACK AND SCARRED TREES	This listing comprises the Burgh track between Garawarra Ridge road and the ocean. It includes the scarred trees adjacent to the track.	MEDIUM SENSITIVITY	Main access track to Burning Palms and South Era. Notable features include 4 large scarred trees (Eucalyptus) adjacent to the track. The bark may have been removed for the construction of the cabins, or for water troughs for the livestock which grazed the area prior to the construction of the cabins.
SITE 7	BURNING PALMS	CABIN GROUP - GENERAL	This listing includes the following items for Burning Palms: Cabin Group General, Garbage Scatters, Drainage, Former Cabin Sites, and former boat house. The site listing extends 10 metres beyond any individual cabin (for non	HIGH SENSITIVITY	Cabins located across the north eastern section of the southern face of Burgh ridge headland. This listing covers the archaeological features and relics associated with the cabin structures and other structures (surf club, boat shed) - fences, retaining walls, enclosures, tanks, fireplaces, 'patios', toilets (including long drops), showers, etc

			<p>specific features eg. Garbage scatters).</p>		<p>Stone and wooden bridges (constructed as a result of the gully erosion) are included in this listing.</p> <p>Several cabins and their associated structures are affected by large scale erosion across the Burgh ridge.</p>
<p>SITE 7</p>	<p>BURNING PALMS</p>	<p>CABIN GROUP - GARBAGE SCATTERS</p>	<p>This listing includes the following items for Burning Palms: Cabin Group General, Garbage Scatters, Drainage, Former Cabin Sites, and former boat house. The site listing extends 10 metres beyond any individual cabin (for non specific features eg. Garbage scatters).</p>	<p>HIGH SENSITIVITY</p>	<p>Domestic refuse associated with the occupation of the cabins. Consisting of buried garbage pits and open sheet garbage scatters. These refuse dumps contain the house hold garbage (beer bottles, food tins, bone, metal, glass containers etc) which was not burnt , dumped into the ocean or carried out of the National Park. The garbage scatters are located within an arc of 10 metres of each cabin (usually at the rear). These garbage scatters provide archaeological evidence of the diet, disposal patterns of the cabin occupants, as well as the NPWS policy relating to rubbish removal in the cabin areas.</p> <p>The garbage dumps are not as numerous or evident at Burning Palms.</p>
<p>SITE 7</p>	<p>BURNING PALMS</p>	<p>CABIN GROUP - FORMER CABIN SITES AND OTHER STRUCTURE INCLUDING THE FORMER BOAT SHED</p>	<p>This listing includes the following items for Burning Palms: Cabin Group General, Garbage Scatters, Drainage, Former Cabin Sites, and former boat house. The site listing extends 10 metres beyond any individual cabin (for non specific features eg. Garbage scatters).</p>	<p>HIGH SENSITIVITY</p>	<p>The physical 'footprint' of former cabins and their related structures and features. 2 types are evident throughout the Park: concrete/cement building platforms and floors with associated earth building platforms and open drains. Bases of fireplaces and piers. The second type comprises a earth building platform (usually grassed) with associated piers, open drainage channels etc. This type indicates that the former cabin was constructed on piers rather than directly on a</p>

				<p>ground slab. Often these sites are associated with remnant non native trees, shrubs and other plantings.</p> <p>This listing includes the concrete and stone remains (foundation piers) of the former boat shed. The remains are located adjacent to the present boat shed, on the beach.</p>
SITE 8	BURNING PALMS	CABIN GROUP - FORMER (ORIGINAL) CABIN SITES	<p>This item is located in the central portion of Burning Palms, immediately west of the beach (between Robin and Wren Rill). Due to NPWS revegetation of this area, no physical above ground evidence of these structures was located during the site survey.</p> <p>Approximate site and area listing.</p>	<p>The original location of the 'Hotel Depression' and other cabins constructed during the 1920s until c1930. These structures were located in the central portion of Burning Palms, immediately west of the beach (between Robin and Wren Rill).</p> <p>Between 1930 and 1945 many cabins were relocated to their current position to what was then private property.</p> <p>Due to the revegetation of this area no physical above ground evidence of these structures was located during the site survey.</p>
SITE 9	BULGO	CABIN GROUP - THE BEACH (GENERAL)	<p>This listing includes the following items for Bulgo: Cabin Group - Beach General, Garbage Scatters, Drainage, Former Cabin Sites, rock cut channel, water reticulation system . The site listing extends 10 metres beyond any individual cabin (for non</p>	<p>Cabins located along the beach at Bulgo. This listing covers the archaeological features and relics associated with the cabin structures - fences, enclosures, tanks, fireplaces, 'patios', toilets (including long drops), showers, aerials, solar panels, rockeries, water tanks etc. Notable features of the beach area group are the extensive concrete and corrugated iron drains, retaining walls (constructed of all materials including surf</p>

SITE 9	BULGO	ROCK CUT CHANNEL - BEACH	specific features eg. Garbage scatters This listing includes the following items listed for Bulgo: Cabin Group - Beach General, Garbage Scatters, Drainage, Former Cabin Sites, rock cut channel, water reticulation system .	HIGH SENSITIVITY	boards and boats). Man made channel located in centre of beach area. Created by residents by 1961 (by explosives) to make direct access to the beach from the sea.
SITE 10	ACCESS TRACK TO BULGO	ACCESS TRACK, AND NOTCHED TREES	The site covers the walking track to both the Beach and Green areas of Bulgo. It includes the notched palm trees immediately adjacent to the walking track.	MEDIUM SENSITIVITY	Access track from Lady Wakehurst Drive to the Beach and The Green cabin areas. The track was created and maintained by the cabin residents. Notable features include stone gutters, steps, direction signs and three notched palm trees.
SITE 11	BULGO	CABIN GROUP - THE GREEN (GENERAL)	This listing includes the following items for Bulgo: The Green Cabin Group -Garbage Scatters, Drainage, Former Cabin Sites, rockpool. The site listing extends 10 metres beyond any individual cabin (for non specific features eg. Garbage scatters	HIGH SENSITIVITY	Cabins located on southern elevated portion of Bulgo, known as The Green. This listing covers the archaeological features and relics associated with the cabin structures - fences, retaining walls, enclosures, tanks, fireplaces, 'patios', toilets (including long drops), showers, aerials, solar panels, rockeries, water tanks etc
SITES 9 AND 11	BULGO	CABIN GROUP - GARBAGE SCATTERS	Following items listed for Bulgo: The Green Cabin and Beach Cabin Groups -Garbage Scatters, Drainage, Former Cabin Sites, rockpool. The site listing extends 10 metres beyond any individual cabin (for non specific features eg.	HIGH SENSITIVITY	Domestic refuse associated with the occupation of the cabins. Consisting of buried garbage pits and open sheet garbage scatters. These refuse dumps contain the house hold garbage (beer bottles, food tins, bone, metal, glass containers etc) which was not burnt , dumped into the ocean or carried out of the National Park. The garbage scatters are located within an arc of 10 metres of each cabin

			Garbage scatters		(usually at the rear), and adjacent to the beach. These garbage scatters provide archaeological evidence of the diet, disposal patterns of the cabin occupants, as well as the NPWS policy relating to rubbish removal in the cabin areas. The disposal of food and household refuse by burning was noted in the beach area.
SITES 9 AND 11	BULGO	CABIN GROUP-DRAINAGE	Following items listed for Bulgo: The Green and Beach Cabin Groups -Garbage Scatters, Drainage, Former Cabin Sites, rockpool. The site listing extends 10 metres beyond any individual cabin (for non-specific features eg. Garbage scatters.	HIGH SENSITIVITY	Open drains located adjacent to cabins and associated structures. Constructed around building platforms and outside showers to channel water away from cabins and structures. Several types noted. The beach cabins and area is noted for the extensive use of concrete and corrugated iron to channel water from the cabin sites.
SITES 9 AND 11	BULGO	CABIN GROUP - FORMER CABIN SITES	Following items listed for Bulgo: The Green and Beach Cabin Groups -Garbage Scatters, Drainage, Former Cabin Sites, rockpool. The site listing extends 10 metres beyond any individual cabin (for non-specific features eg. Garbage scatters	HIGH SENSITIVITY	The physical 'footprint' of former cabins and their related structures and features. 2 types are evident throughout the Park: concrete/cement building platforms and floors with associated earth building platforms and open drains. Bases of fireplaces and piers. The second type comprises a earth building platform (usually grassed) with associated piers, open drainage channels etc. This type indicates that the former cabin was constructed on piers rather than directly on a ground slab. Often these sites are associated with remnant non native trees, shrubs and other plantings. These were noted in The Green cabin area.
SITES 9 AND 10	BULGO	WATER RETICULATION SYSTEM	Following items listed for Bulgo: The Beach Cabin Group -Garbage Scatters,	HIGH SENSITIVITY	A complex system of plastic water tanks and other containers connected by a series of pipes and hoses, located adjacent (north) to the access path

			Drainage, Former Cabin Sites, and the water reticulation system . The site listing extends 10 metres beyond any individual cabin (for non specific features eg. Garbage scatters. The water reticulation system is located to the north of the Bulgo Access track and feeds into the Beach Cabin group.	to the beach cabin area. This system collects and reticulates (via gravity) spring water and distributes it to the cabins in the beach area.
SITE 11	BULGO	ROCK SHELF FEATURE - SWIMMING / ROCK POOL	Discreet item. Part of site listing 11 (general listing) . Listing as part of The Green Cabin Group. Located on with the rock shelf adjacent to The Green Cabin area.	Man made pool located adjacent to The Green , on the rock platform. Created by residents by 1961 (by explosives) to enlarge an existing rockpool.
NOT SURVEYED	BULGO	TIMBER TRACK	Not Surveyed.	Track located adjacent to the main access track to Bulgo. It is used to slide building materials and other substantial objects down into Bulgo.

