

Former Quarantine Station
Point Nepean

Conservation Management Plan
Non-Indigenous Cultural Heritage

Volume One: Conservation Management Plan



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Prepared for
Point Nepean Community Trust

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1.0 INTRODUCTION

1.1 Purpose & Objectives of Conservation Management Plan

This Conservation Management Plan (CMP) for the former Point Nepean Quarantine Station has been prepared for the Point Nepean Community Trust (PNCT, see Section 1.2 below). Its chief purpose is to provide guidance, in the form of policies and strategies, on the future management and conservation of the non-indigenous cultural heritage values of the former Quarantine Station heritage place, which is included in the National Heritage List (NHL), Victorian Heritage Register (VHR), Commonwealth Heritage List (CHL), as well as other statutory heritage listings (see Section 1.4 below).

The CMP also seeks to:

- provide the basis for a coordinated approach to the management of the cultural heritage values of the place across different land tenures;
- provide information and guidance to supplement and support other Point Nepean National Park and Point Nepean Quarantine Station management documents including strategic and master plans; and
- support future changes in use including appropriate adaptive reuse of buildings and areas within the former Quarantine Station.

In doing so, the CMP has had regard for the management principles, and Management Plan requirements, for nationally listed heritage places as outlined at Sections 324S and 324Y of the Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act), and Schedules 5A and 5B of the *Environment Protection and Biodiversity Conservation Regulations 2000* (EPBC regulations) (see 1.5.1 below). The CMP also has regard for the EPBC Act statutory management requirements for places included in the Commonwealth Heritage List, and the *Victorian Heritage Act 1995* which applies to places included in the Victorian Heritage Register.

The CMP is one of a suite of strategic heritage plans (CMPs) which apply to areas within the whole of Point Nepean including the National Park, and which fall under an overarching (higher order) document: the *Point Nepean National Park and Point Nepean Quarantine Station Management Plan* (see Section 1.8 below). Its position within this suite of CMPs is indicated in the diagram at Figure 5. The CMP also follows, and builds upon, a number of preceding heritage conservation and management plans and reports which have been prepared for the former Quarantine Station. These are also identified at Section 1.8.

1.1.1 Conservation Policies & Heritage Values

The conservation policies included in this Plan derive from an analysis and understanding of the heritage significance and heritage values of the former Quarantine Station as a whole, and its component parts (buildings, structures, landscape elements, and historical archaeological values), including the significant heritage values identified in the statutory citations and statements of significance (at National, Commonwealth and State level). These relate to historical, architectural, aesthetic, social and technological significance. The policies also have regard for the Point Nepean area outside the CMP study area (including the adjacent Point Nepean National Park), particularly the historical associations between the study area and its broader context.

Protection of the more intangible values and attributes, including historical and social significance, and aesthetic attributes associated with the isolation and austerity of the place, is reflected in the recommendations relating to the retention and conservation of fabric and buildings, management of settings and landscape elements, and protection of views. Some policies also go to the importance of maintaining and sustaining links, and communication and involvement of the community and interest groups, as a means of supporting the social values.

1.1.2 *Authors of Plan*

The authors of the plan are identified above under 'Project Team'. As indicated, and in addition to the Lovell Chen team members, archaeologist Christine Williamson was a sub-consultant to the team and was responsible for investigating and documenting the historic archaeological values and resources of the former Quarantine Station. This information is principally included in Chapter 3 'Physical Description', with relevant policies included in Chapter 5 'Conservation and Management Policy', and a table summarising the archaeological potential of buildings and sites at Appendix B. Simon Howe, of John Patrick Landscape Architects, also acted as a sub-consultant and was responsible for the assessment and documentation of the cultural heritage values of the landscape and vegetation, with the information again principally included in Chapters 3 and 5, and in datasheet form at Appendix F. The landscape datasheets are based on discrete/defined landscape areas within the site.

1.2 **Site Ownership & Management**

The Point Nepean Community Trust, Parks Victoria (within the Victorian Department of Sustainability and Environment) and the Mornington Peninsula Shire represent the current owners/managers of the original Quarantine Station area. The PNCT, a not-for-profit charitable trust operating under a Trust Deed, has been vested with the care and management of the former Quarantine Station buildings and surrounds (some 90 hectares owned by the Commonwealth) since June 2004. According to the Trust Deed, the PNCT was established '... for the benefit of all Australians to preserve, conserve and protect the Heritage Values and natural environment of the Land (the Quarantine Station and the Police Point cliff), to encourage public access to and appropriate use of the Land and to encourage and foster understanding of the local culture and history of the Land.' The Deed also provides for the transfer of the former Quarantine Station to the State of Victoria, for inclusion in an integrated National Park for Point Nepean, before 10 June 2009. Prior to 2004, the former Quarantine Station was managed by the Commonwealth, effective from 1 March 1901. The Department of Defence occupied the Commonwealth property from 1952.

1.2.1 *PNCT 'Future Vision' statement*

The PNCT has provided the following 'Future Vision' statement:

The future vision for the Portsea Defence site is to create a public park managed as a whole and integrated with the Point Nepean coastal and marine environments to enhance its special sense of place. The future use should recognise the diverse relationships of people with the place over time....The park should provide opportunities for, and encourage land uses which will ensure an environmentally, social and economically sustainable

future for the site through the application of ecologically sustainable development principles. To this end it will include:

- Preserving the existing sense of place including the experience of remoteness and tranquillity.
- Recognition of previous land uses and indigenous aboriginal cultural heritage.
- Protection of existing vistas to and from Port Phillip Bay and Bass Strait.
- Conservation and enhancement of remnant flora, fauna and habitat areas and values.
- Environmentally sensitive provision of public access through the site and along the Port Phillip Bay foreshore whilst maintaining the isolation of the scientifically significant Bass Strait coastline.
- The sustainable reuse of heritage buildings.
- Environmentally sensitive community-based education, research, tourist, leisure and support facilities.
- Supplementing the existing limited parkland to Mornington Peninsula; and
- Enhancing the identified themes of tourism on the Mornington Peninsula, the Point Nepean Peninsula and Port Phillip Bay.

The PNCT will also ensure there is no commercial development of the former Quarantine Station, preservation of all heritage buildings and the natural environment, guaranteed public access and consultation, application of state and local planning laws and management of the land in accordance with the future vision and key aspects of the Draft Community Master Plan.

1.2.2 *Master Plan*

A draft Portsea Defence Land Master Plan was completed in December 2002, as a 'Community Master Plan' and an expression of the community's aspirations for the place. A Community Reference Group (CRG) was formed which contributed through a formal consultation process to the Master Plan. This group comprised residents, community organisations, local business community representatives and others with a demonstrable interest in the local area. A Planning Reference Group was also formed, and had input into the Master Plan, comprising including representatives of Mornington Peninsular Shire Council, Heritage Victoria, (then) Department of Infrastructure, (then) Australian Heritage Commission, Tourism Victoria and the (then) Department of Natural Resources and Environment. The purpose of the Master Plan was to identify appropriate options for the future use of the site while having regard for the site's intrinsic values.

The PNCT has recently reviewed and prepared a new Concept Master Plan (2007), to guide and shape planning for the site. At the time of preparation of this CMP, the new plan remained in draft form hence this report does not directly refer to the plan objectives.

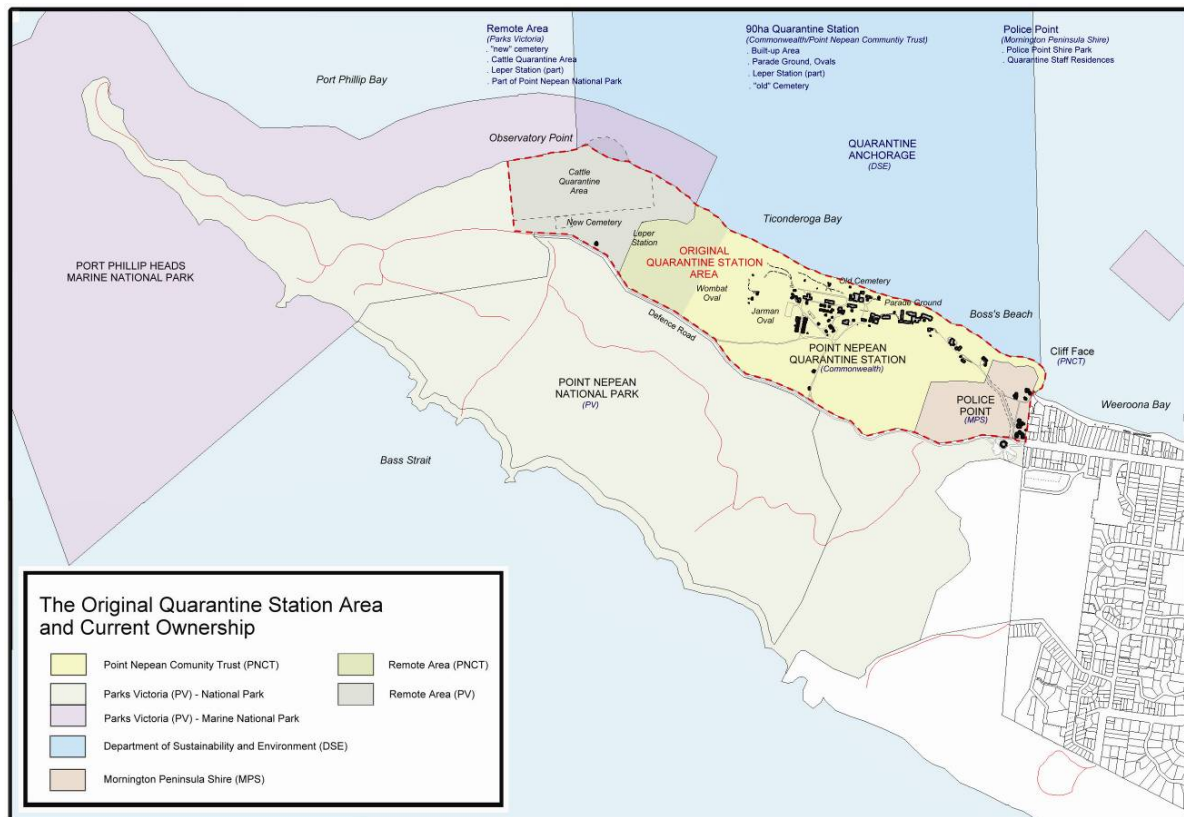


Figure 1 Map showing extent of Study Area within dashed red line, and current ownership
Source: Point Nepean Community Trust.

1.3 The Place

The former Point Nepean Quarantine Station is located in a larger area known as Point Nepean which comprises approximately 530 hectares (some 1300 acres), and forms the western end of the Mornington Peninsula. Point Nepean, together with Point Lonsdale to the west, constitutes the heads at the entrance to Port Phillip Bay. The land area is variously designated as Victorian Crown land (with National Park status), Commonwealth land (predominantly former defence land), and land owned and managed by the Shire of Mornington Peninsula.

Historical changes in ownership of land areas within the Point Nepean boundaries (see Section 1.3.2 below for further explanation) has resulted in approximately 90 hectares of land, which encompasses much of the former Quarantine Station, being the last to remain in Commonwealth ownership. As noted above, since June 2004, the management of this area has been vested in the PNCT.

1.3.1 Brief Description & History

The former Point Nepean Quarantine Station and surrounds constitutes a large historic area (landscape) which comprises numerous buildings and structures of varying age (particularly dating from the periods 1852-1875, 1875-1899 and 1900-1925), form, intactness and levels of significance, together with landscape elements including significant vegetation (see Figure 2). The heritage values of the place predominantly derive from its quarantine history and use, albeit with earlier and later phases of significant history, with the station complex and surrounds (surviving structures and site layout) able to demonstrate the main developments

in quarantine practice in Australia, including Victorian and National quarantine processes and medical protocols dating back to the 1850s. The siting of the Quarantine Station on Point Nepean, in an isolated bushland location and setting, is also significant and demonstrative of the functional quarantine requirement for distance and separation from the places of habitation. Some significance additionally derives from the other phases and uses of the place, including lime-burning, quarrying, Army use (Officer Cadet School from the 1950s, and also subsequent uses such as the Army School of Health/Norris Barracks), and refugee occupation. Where subsequent uses, such as the Officer Cadet School, utilised and made changes to the quarantine-era buildings, or constructed new buildings, this is noted in the information relating to individual buildings in the datasheets of the appendices.

From the early 1800s, human quarantine was a critical factor in controlling the impact of ship-borne diseases on the rapidly developing island-nation of Australia. The station at Point Nepean played a key role in controlling disease in Australia, and in this aspect of the Australian health system from 1852 until 1980, and is an important part of the nationwide story of quarantine from colonial times through to the Commonwealth period of government. It was also an important part of Australia's migration history, having been the arrival point for thousands of people seeking a new home in Australia. The isolation of Point Nepean was also a crucial factor in its selection for quarantine station purposes.

Established in 1852, Point Nepean is the second oldest, purpose-built, quarantine station in Australia, after North Head in Sydney (established 1832). It contains the oldest barracks-style accommodation erected for quarantine purposes in Australia, pre-dating the oldest quarantine-related structures at North Head by sixteen years.

Prior to 1852, the Point Nepean area was Crown land, primarily occupied by settlers engaged in lime burning, grazing and fishing, through the mechanism of Crown land leases and licences. On 23 November 1852 a section of the site was proclaimed by the new Colonial Government of Victoria as a Sanitary Station. The remainder of the site continued at this time to be occupied by settlers, although lime-burning licences were cancelled in December 1853. The Sanitary Station (later Quarantine Station) site was also subsequently increased to cover more of the available Crown land, although other (non-Quarantine) uses of the Point Nepean area continued, including the establishment by the Colonial Government of a fort at the point to defend Port Phillip Bay (now incorporated into the Point Nepean National Park).

Other facilities established outside the main complex, of which evidence variously remains, include a cemetery for the burial of those who succumbed to disease, a cattle quarantine station, a leper colony, and the area where a police precinct was located.

The Commonwealth officially assumed control of the Station in 1901, but it was not until the later 1900s that this transfer manifested itself in an ambitious building programme with improvements to accommodation and new administration facilities being constructed. In 1919, the world-wide Spanish influenza epidemic stretched the Station's resources, with a number of timber isolation huts being hastily assembled to cope with the influx of returning servicemen after the First World War.

The appearance, form and layout of the main Station complex changed very little after the mid-1920s, due to a gradual decline in Australia's quarantine requirements. This decline was partly as a result of the increased availability of inoculation and treatment for diseases, but also because of the introduction of a new means of travel, the aeroplane.

From the 1950s, a number of existing buildings within the site were given over to Australian Army use, for the establishment of an Officer Cadet School, incorporating Norris Barracks, and subsequently the Army School of Health. The army use also resulted in the introduction of new buildings. When the Quarantine Station's facilities were used in these later years, it was mainly in relation to arriving passengers who were not vaccinated against smallpox.

In 1980 the Point Nepean Quarantine Station was officially closed, with the Officer Cadet School briefly remaining in occupation of the site. With the establishment of the Australian Defence Forces Academy, the School relocated to Canberra in 1985. The Army School of Health also relocated to Bonegilla in 1998. In 1998-99, the buildings were used to house several hundred refugees from Kosovo, as a direct consequence of the Balkan conflict resulting from the break-up of former Yugoslavia.

1.3.2 Study Area

The area defined as the 'Quarantine Station and surrounds' in the National Heritage List map (Figure 3) does not entirely cover the area historically used as Quarantine Station land, which is described in this document as the 'original Quarantine Station area'. It originally extended along the Port Phillip Bay frontage of Point Nepean from the eastern boundary with Portsea township, to an area west of Observatory Point - the location of a cattle quarantine area and other remote quarantine activities (Figure 1). Defence Road provides the southern boundary and Port Phillip Bay the northern.

This original area covers approximately 130 hectares of land and today contains over 60 buildings, structures and other features, currently subject to various land tenures (see Section 1.2 below). There are a number of main components within this land area:

- The 90 hectares former Quarantine Station - the central core of quarantine buildings and surrounding land including the cliffs abutting Police Point, lying landward of the high water mark and north of Defence Road, as owned by the Australian Government and currently managed by the PNCT under a Deed of Trust.
- The Remote Area - the western most functional quarantine area which includes:
 - The Cattle Quarantine area and 1854 Point Nepean cemetery which is Victorian Crown land and is managed by Parks Victoria (PV) as part of the Point Nepean National Park; and
 - The archaeological remnants of the former Leper Station, which is believed to be divided by the current boundary between the Point Nepean National Park and the 90 hectares Quarantine Station.
- Police Point - the eastern most functional Quarantine Station area which includes the Police Point Shire Park (17 hectares) owned by the Mornington Peninsula Shire and managed under a Deed of Trust.
- In addition, there is the Quarantine Anchorage area in Port Phillip Bay which is Victorian Crown land and abuts the original Quarantine Station, seaward from the high water mark. Ships in quarantine were anchored in this area.

This CMP acknowledges all the above areas and elements as components of the historic former Quarantine Station, and as contributors to an understanding and appreciation of the historic place, and accordingly includes policies and guidelines which cover these areas to a

greater or lesser degree. This includes the Quarantine Anchorages area which is considered a part of the contextual setting.

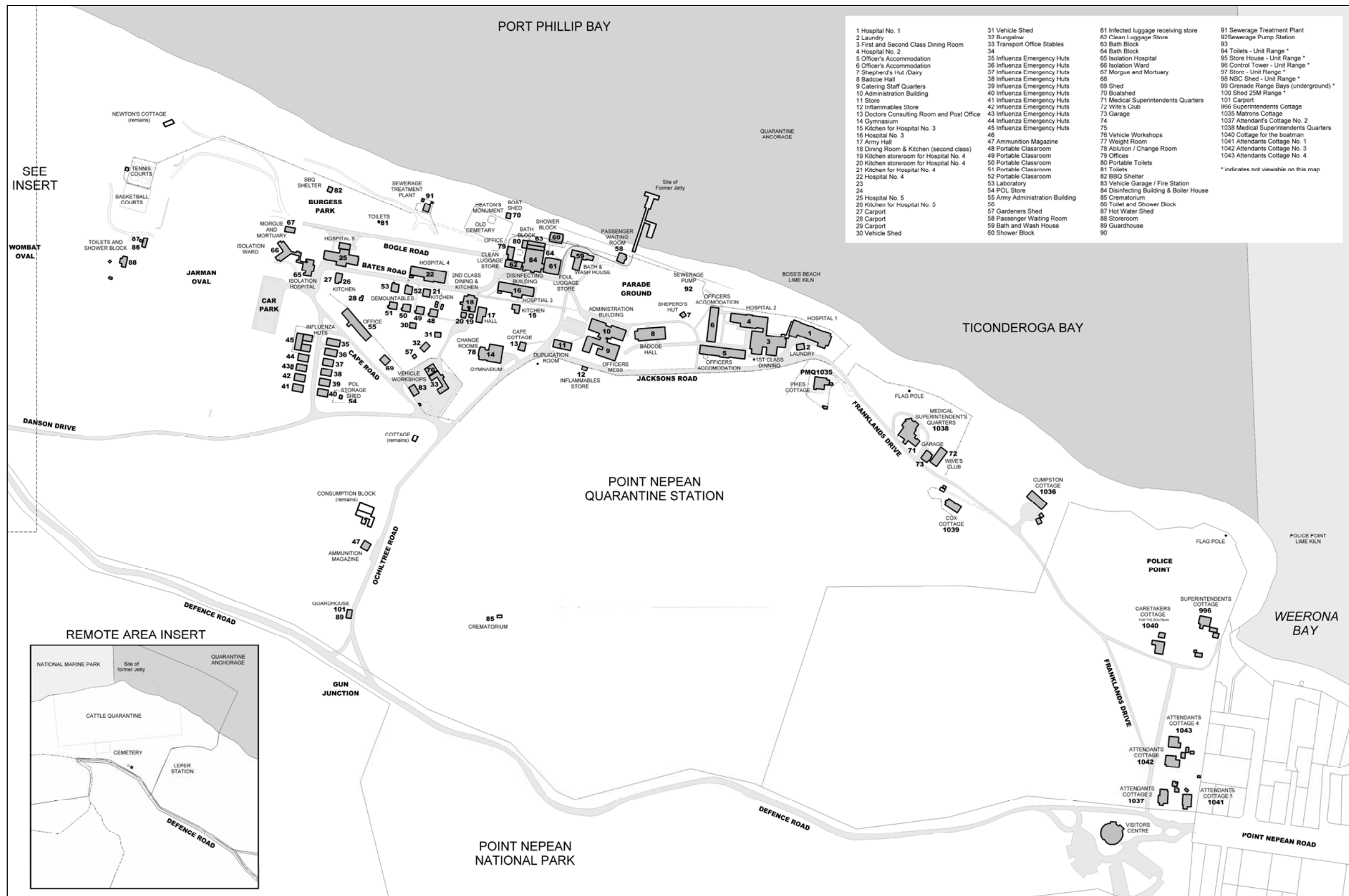


Figure 2 Site plan showing buildings (and building numbers). Note: Buildings 39, 48, 49, 50 and 80 as shown on this plan have been demolished or removed.
Source: Point Nepean Community Trust

1.4 Heritage Listings

The citations and statements of significance associated with the statutory listings are reproduced in Chapter 4.

National Heritage List

In June 2006, the 'Point Nepean Defence Sites and Quarantine Station Area' (encompassing the entire 530 ha) was added to the National Heritage List as Place No: 105680 (see Figure 3). The Summary Statement of Significance for the nationally listed place states (in part) that:

Point Nepean is the site of the oldest, surviving, purpose-built, barracks-style, quarantine accommodation buildings in Australia, as well as fortifications demonstrating the primary importance of coastal defence to the Australian colonies. As an island-nation, quarantine has played an important part in controlling the impact of ship-borne diseases on Australia from the early 1800s. Point Nepean is an historic landscape, which features a range of values relating to both Victorian and national quarantine processes from the 1850s and to the history of coastal defence from the 1870s.¹

At the same time the, the 'Quarantine Station and Surrounds' was separately identified on the National Heritage List as Place No: 105756 (Figure 3). The Summary Statement of Significance for this part of the greater Point Nepean listed area states (in part) that:

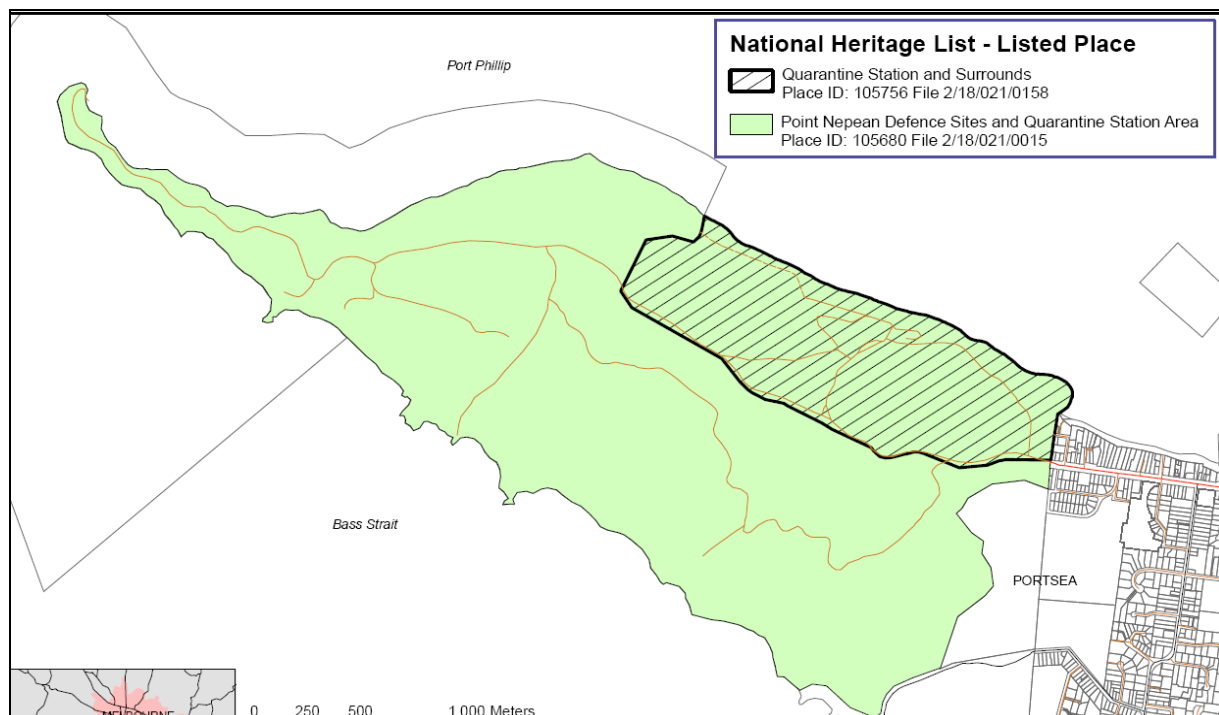


Figure 3 Map showing the extent of the NHL listed 'Quarantine Station and Surrounds' area (hatched, Id 105756) within the broader 'Point Nepean Defence Sites and Quarantine Station Area' (green, Id 105680).

Source: Department of the Environment, Water, Heritage and the Arts.

Point Nepean Quarantine Station and Surrounds include the oldest, surviving, purpose-built, barracks-style quarantine accommodation buildings in Australia, as well as evidence of the development of quarantine philosophy, encompassing the periods 1852-1875, 1875-1899 and 1900-1925, under both State and Commonwealth governments.²

Commonwealth Heritage List

The former Quarantine Station is included in the Commonwealth Heritage List (CHL) as 'Point Nepean Quarantine Station (former), Jacksons Road, Portsea' (Place Id 105611).

Victorian Heritage Register

The former Quarantine Station is included in the Victorian Heritage Register (VHR) as 'Point Nepean Defence and Quarantine Precinct' (VHR 2030); the VHR is maintained by the Victorian Heritage Council.

The place in its entirety is identified as being of archaeological, aesthetic, architectural, historical, scientific and social significance to the State of Victoria. The extent of registration is shown at Figure 4, and incorporates all of the land formerly associated with defence and quarantine use of Point Nepean including, in addition to the former Quarantine Station buildings and associated elements, the Fort Nepean defence/fortification elements, Fort Pearce, Eagles Nest, Cheviot Hill, lime kiln, Monash Light, the sea bed associated with the former quarantine anchorage, assorted landscape elements, general road layout, and above- and below-ground archaeological remnants (including sea bed remnants). The individual Quarantine Station buildings and elements included in the registration are identified in Chapter 4 at Section 4.7.



Figure 4 Map showing the extent of land area (with broken line) included in the Victorian Heritage Register.

Source: Victorian Heritage Register on-line

Heritage Inventory

A number of historical archaeological sites within the original Quarantine Station area (some not associated with Quarantine Station use) are included in the Victorian Heritage Inventory, which is an inventory of historical archaeological sites. These are identified in Chapter 3.

*Mornington Peninsula Planning Scheme***Heritage Overlay**

The former Quarantine Station is identified as HO165 in the Schedule to the Heritage Overlay of the Shire of Mornington Peninsula.

Special Use Zone

It is also noted that the place is included in a Special Use Zone, designated SUZ5 'Point Nepean Heritage Buildings Precinct'. The stated purpose of this zone (according to the 'Schedule') is:

To protect and conserve the natural environment and natural processes for their historic, scientific, landscape, habitat or cultural values.

To provide facilities which assist in public education and interpretation of the natural environment with minimal degradation of the natural environment or natural processes.

To provide for the integrated management, protection and use of a heritage place and buildings for interpretation, education, community, recreational and tourism purposes.

Specific uses within the zone are prescribed by the Point Nepean Heritage Buildings Precinct Incorporated Plan, December 2003 (incorporated in the Planning Scheme).

Under the heading 'Construction of buildings', the following is stated:

No new building may be constructed. This does not apply to an alteration or extension of an existing building, or the construction of a building to replace a building that has been demolished or removed.

It is the recommendation of this CMP that the application of the Special Use Zone be reviewed with regard to the constraint on the construction of buildings, as the above statement is inconsistent with the policies and recommendations of the CMP.

Register of the National Estate

The former Quarantine Station place (reference no. 4343) was added to the Register of the National Estate (RNE) on 21 March 1978. The RNE was maintained by the Australian Heritage Commission between 1976 and 2003, and is now maintained by the Australian Heritage Council.

National Trust of Australia (Victoria)

The former Quarantine Station was first classified by the National Trust of Australia (Victoria) as a place of Regional significance (File No: B2401) and later updated to State significance

following listing on the Victorian Heritage Register. The Officer Cadet School 'limestone building' (within the former Quarantine Station) is classified as a place of local significance (File No: B2031). The broader Point Nepean landscape is also classified at State level (File No: L10072).

1.5 Structure & Content of Plan

In recognition of the EPBC Act requirements for Management Plans for places included in the NHL (see Section 1.5.1 below) this report is structured to ensure that the requirements are clearly identified within the body of the Plan. Heritage Victoria's expectations for CMPs, while not a statutory requirement, have also informed the approach to, and content of, this report.

Accepting that, and with reference to the Table of Contents, the plan also follows a methodology which is consistent with the standard approach to the preparation of Conservation Management Plans for cultural heritage places, as set out in J.S. Kerr, *The Conservation Plan*, 2000 and the Australia ICOMOS *Burra Charter*, 1999 and associated Guidelines which establishes a framework (practices and principles) for the conservation and management of places of cultural significance.

This approach includes analysis of, and research into, historical sources (primary and archival records, secondary sources, and previous reports); preparation of an overview history of the place; physical investigation, analysis and documentation of fabric (buildings, structures, landscape elements, historical archaeological resources); some comparative analysis with other quarantine stations; assessment of significance (for individual elements, areas and spaces within the place, and the place overall); statements of significance (the National Heritage List, Commonwealth Heritage List and Victorian Heritage Register citations and statements are reproduced in the report); and preparation of conservation and management policies and guidelines.

1.5.1 EPBC Act Management Plan Requirements

The EPBC Act sets out criteria (content) for Management Plans for places included in the National Heritage List (NHL). These include the following key areas/topics (not listed in priority order):

- Public and community consultation
- Statutory protection context and framework
- Description of place and its values (including NHL values)
- Objectives and framework for identification, protection, conservation, presentation, rehabilitation (if required) and transmittal of the NHL values
- Risk management
- Impacts assessment of actions provided for under the plan, or anticipated to arise during the life of the plan
- Methods and processes for assessing impacts, including prevention or minimisation
- Monitoring, auditing and enforcement of works approvals
- Means for implementing and enforcing the plan and its recommendations

- Integrating relevant Commonwealth, State and local government responsibilities
- Monitoring and reporting on the condition of the NHL values
- Identification of best available skills, knowledge, technical input and standards for management of the NHL values
- Access and security arrangements
- Policies and protocols for ensuring indigenous people are included in consultation
- Managing sensitive information
- Planning and management of future works, development, adaptive reuse and property divestment
- Managing unforeseen discoveries or disturbance of heritage
- Maintenance regime
- Keeping records of intervention and maintenance
- Research, training and resources to improve and support management of heritage values
- Interpretation and site promotion

1.5.2 *Physical Descriptions & Analysis: Datasheet Approach*

This report contains considerable descriptive material relating to buildings, structures, landscape elements and archaeological sites and resources (see Chapter 3 and relevant appendices). However, due to the scope of this report and the large number of buildings, including structures of primary and secondary significance, the approach taken has been to summarise the information on individual buildings in datasheet format (again, see appendices). This approach means that the descriptive and analytical information relating to the built elements is not as comprehensive as would typically be included in a CMP for an individual building. It is also noted that the descriptions of individual buildings are not necessarily detailed with regard to interiors (plan, form, fabric, joinery, decorative elements, built-ins, etc). Where this information is available, it is included and referred to in the datasheets.

However, in recognition of the need for this level of information when works are proposed for significant buildings, this report includes recommendations and protocols to be followed in this event. These are included in Chapter 5 at Section 5.8 ('Managing Significance'); Section 5.14 ('Professional Advice & Expertise'); Section 5.20 ('Buildings & Structures'); and Section 5.23 ('Adaptation & Alteration').

The datasheets also contain a brief history of each structure, an identified level of significance, brief assessment of integrity and condition, identification of significant elements (building components, fabric, siting, etc) and specific building recommendations. The histories of the individual buildings and elements have been updated, where possible, within the scope of this project and principally deriving from the information contained in historic plans and drawings. The descriptions of individual elements have also been reviewed and updated where required from those included in previous reports on the site (see Section 1.8). It is noted, however, that for some buildings and elements the descriptions are based on the previous work, including the most recent *Point Nepean Quarantine Station*

Conservation Management Plan Response to Submissions (Parks Victoria and Point Nepean Community Trust, draft, June 2007), where these remain consistent with the investigation undertaken for this Plan.

With regard to the recommendations on individual buildings contained in the datasheets, relating to restoration and in some cases reconstruction and reinstatement of removed or altered building components, these are based on the available knowledge and information relating to those buildings, and on the analysis undertaken within the scope of preparing this Plan. Where future research and investigation uncovers additional information, or provides further clarification on original and altered building forms, then this additional information should inform works of this nature and also, where relevant, be taken into consideration when planning works to individual buildings.

The datasheets are included at Appendices C and D respectively for elements of primary and secondary significance. Appendix E contains brief datasheets for little or no significance/intrusive elements. Appendix B additionally includes a table which summarises the archaeological potential of individual buildings and elements, while Appendix F contains datasheets relating to the landscape elements.

1.5.3 *History & Historical Sources*

An historical overview of the former Quarantine Station is included in Chapter 2. The building datasheets at Appendices C, D and E, and the landscape datasheets at Appendix F, also contain brief histories of buildings; similarly the 'Historical Archaeology' component of Chapter 3 provides additional historical information in relation to the archaeological sites and resources.

The history contained in the Plan is based upon several earlier documents and reports, and these are acknowledged in the footnotes where appropriate. Information from primary sources and archival material located during the preparation of the Plan has also been incorporated into the historical overview and information provided in the Plan (see also 'Limitations & Constraints' below). In addition, the investigation and analysis of the landscape, including historical changes to the landscape, and the investigation of potential historical archaeological sites and resources, have utilised the historical plans and images.

It is also apparent that various historical outlines of the former Quarantine Station have been written in recent years, from different perspectives and for different purposes. It may be timely to take stock and consider preparation of a more comprehensive and up-to-date history of the former Quarantine Station. Such work should utilise the collection of archival material, including the archival resources of the PNCT, as well as incorporating the results of archaeological investigations. It would also be of value to expand on the history of later phases and uses of the former Quarantine Station.

1.5.4 *Limitations & Constraints*

Research & Records

A limitation of this report relates to the use of the considerable collection of available primary sources and archival material (such as historic records, maps, plans and images), much of which has not previously been investigated. While the 'Bibliography' lists a range of primary sources utilised in the research and investigation of the former Quarantine Station, it was not possible within the scope of this study to investigate all available sources or to include a

comprehensive account of all aspects of the history of the site. A decision was made to focus the research on those records which, in relation to the historic buildings and elements, assisted in clarifying, where possible, the original and historic uses, and dates of construction and alterations for the buildings and elements. The 'Bibliography' also notes National Archives of Australia material (such as correspondence files) which were identified but not accessed.

Other Values

The CMP does not specifically address indigenous heritage values, or the natural heritage values, of the subject place. The *Point Nepean National Park and Point Nepean Quarantine Station Management, Plan* Parks Victoria & Point Nepean Community Trust, [draft] 2007 (see Section 1.8 below) covers these values. The former have also been the subject of a recent report: Christine Williamson, *Redevelopment of the Former Quarantine Station, Point Nepean: Cultural Heritage Management Plan*, January 2008. Assessment of the natural values within the former Quarantine Station, and the adjacent Point Nepean National Park, was also undertaken in *Point Nepean: a Proposed National Park: Draft Plan of Management*, Graeme McGregor and Peter Johnstone, 1987; *Point Nepean National Park: Management Plan, Point Nepean Section*, Victoria Department of Conservation, Forests and Lands, 1989; and Parks Victoria, *Point Nepean National Park Heritage Conservation Policy*, 2005.

1.6 How to Use this Plan

This CMP, first and foremost, provides guidance on the conservation and management of the non-indigenous cultural heritage values of the former Quarantine Station. The various statutory citations and statements of significance for the place (reproduced in this report at Chapter 4) outline and describe the heritage values at National, Commonwealth and State level, but do not provide guidance on how these values are to be managed and conserved – that is the role of the CMP. It is not a Statutory Plan *per se*, but should complement the statutory documentation relating to the place.

In practical terms, the CMP should be referred to by site managers for guidance and direction when considering:

- a new use or uses for the place;
- changes to the built form and landscape;
- new services, visitor facilities, and associated amenities;
- maintenance and repairs to heritage buildings and landscape elements;
- actions or works including demolition, alteration, adaptation or extension of a building; introduction of a new building;
- actions which may involve excavation and disturbance of sub-surface areas; and
- landscaping including removal of trees, creating new roadways, or undertaking a new planting regime.

1.6.1 Where to Find Guidance

For guidance on **buildings and structures** refer to:

- Chapter 3 'Physical Description', Section 3.2.

- Chapter 4, Section 4.10, which identifies the levels of significance of individual elements.
- Chapter 4, Figure 77 and Figure 78, illustrating the levels of significance of individual elements.
- Chapter 5 'Conservation & Management Policy', specifically Conservation Policies 13-20.
- Appendix C datasheets for elements of primary significance, including building-specific recommendations.
- Appendix D datasheets for elements of secondary significance, including building-specific recommendations.
- Appendix E datasheets for elements of little or no significance/intrusive elements.

For guidance on **landscape elements** refer to:

- Chapter 3 'Physical Description', Section 3.3.
- Chapter 3, Figure 33 'Significant view lines'.
- Chapter 4, Section 4.10.5, which identifies the levels of significance of individual landscape areas/precincts.
- Chapter 5 'Conservation & Management Policy', specifically Conservation Policies 30-36.
- Appendix F datasheets relating to the landscape elements, which identifies locations for the individual areas/precincts and includes recommendations for specific areas/precincts.

For guidance on **archaeological elements** refer to:

- Chapter 3 'Physical Description', Section 3.4.
- Chapter 3, Figure 70 'Zones of archaeological potential'.
- Chapter 5 'Conservation & Management Policy', specifically Conservation Policy 37.
- Appendix B which summarises the archaeological potential of individual buildings and elements.

1.6.2 *Works Approvals & Applications*

The CMP, once approved, should be lodged with the statutory heritage authorities, the Commonwealth Department of Environment, Water, Heritage and the Arts (DEWHA) and Heritage Victoria, and then referred to by those authorities when considering permit and approvals applications for works to the place. In this context, when an application or referral for works is lodged with the authority, the directly relevant sections and conservation policies of the CMP should be cited in the accompanying heritage impacts submission, or supporting documentation and correspondence. The CMP does not replace, or negate the need for, a heritage impacts statement or submission; rather, it complements the submission.

Most desirably, proposed works and actions should be consistent with the CMP policies and guidelines; it is recognised, however, that some proposals will not always be fully compliant with the Plan. This again should be acknowledged in the accompanying heritage impacts submission, with the reasons and justifications for the non-compliance clearly stated. The objective is for all proposals to be assessed, in a transparent manner, against the approved CMP.

1.6.3 *Significance of individual elements*

Significant elements are identified throughout this Plan, but are also summarised at the end of Chapter 4. In addition, significant and heritage sensitive areas of the site are graphically illustrated in various plans, including in the appendices (see also Section 1.6.1 above).

1.6.4 *Recommendation*

In recognition of the complexity of this report and the subject site, and the significance which is variously attributed to buildings, structures, landscape elements and areas and views, as well as the zones or areas which have been identified in the Plan as being of archaeological potential, it is recommended that the information be transferred into a GIS format, or other electronic means of spatially mapping the significant values and elements, for the ready and easily accessible use of future managers of the site.

1.7 **Implementation of Plan**

As noted above, the Point Nepean Community Trust, Parks Victoria (within the Victorian Department of Sustainability and Environment) and the Mornington Peninsula Shire represent the current owners/managers of the original Quarantine Station area. The area which is the specific focus of this CMP, however, will be transferred to the State of Victoria, for inclusion in an integrated National Park for Point Nepean, before 10 June 2009. Accordingly, given the transitional nature of the current management arrangements and responsibilities, this Plan does not include a strategy for the implementation of its recommendations. The future land manager will be responsible for preparing and implementing such a strategy.

1.8 **Related Reports & Studies**

With regard to the hierarchy of strategic heritage reports and plans which relate to the broader Point Nepean area, including the National Park, the following diagram indicates that the overarching (higher order) document is the *Point Nepean National Park and Point Nepean Quarantine Station Management Plan*, Parks Victoria & Point Nepean Community Trust, [draft], 2007. The latter document has been approved by the PNCT and is for imminent release. It is the overarching management plan that establishes the strategic framework for the management of all values and opportunities at the Quarantine Station and within the National Park, and sets the strategic management directions for the management of indigenous heritage values, ecological management, provision of services for visitors, and non-indigenous cultural heritage management.³

This CMP for the Quarantine Station sits beneath the latter document, along with CMPs for the Point Nepean and South Channel Forts, and a CMP for the Point Nepean Range Area, which is currently in preparation. Accordingly this CMP should be responsive to the higher-order management plan. For indigenous heritage, also refer to *Redevelopment of the*

Former Quarantine Station, Point Nepean: Cultural Heritage Management Plan, Christine Williamson, January 2008; which has been endorsed under the *Aboriginal Heritage Act 2006*.

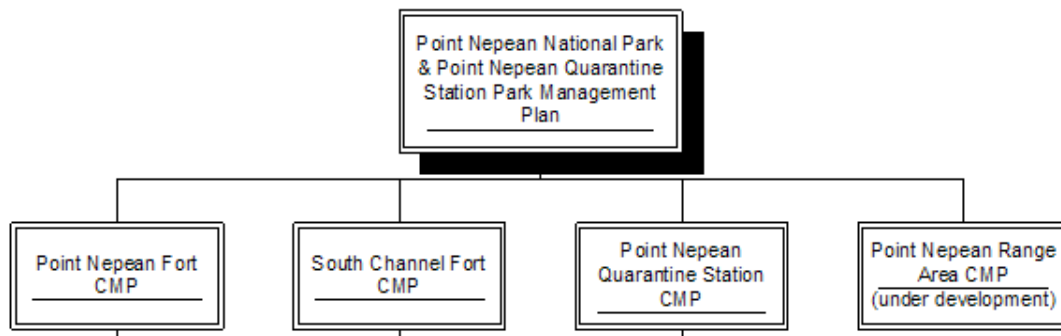


Figure 5 Diagram indicating the hierarchy of CMPs which relate to the whole of the Point Nepean National park area and individual places/components within it.

Preparation of this CMP has additionally been informed by, and builds upon, a number of preceding heritage conservation and management plans and reports which have been prepared (and in some cases superseded) for the subject place. These include (the list is not exhaustive, see also the 'Bibliography' to this report):

Power, Shane, *Maritime Quarantine and the Former Quarantine Station, Point Nepean, An Assessment of Cultural Significance*, 1984.

Power, Shane, Robinson, Stuart, Trumball-Ward, Allen and Sargeant, Ian James, *Analysis of the heritage significance of the Commonwealth holdings at Point Nepean-Portsea, Environmental Report No.23*, Clayton, Vic. : Monash University, Graduate School of Environmental Science, 1985.

Helen Lardner, Conservation and Design with co-authors Samantha Westbrooke and Carlotta Kellaway (Lardner et al), *Norris Barracks/Formal Quarantine Station, Conservation Management Plan - Part 1 Buildings*, July 2002.

Allom Lovell and Associates, for Parsons Brinckerhoff, Department of Defence, *Portsea Defence Land Master Planning Project - Heritage Technical Status Report*, December 2002.

Lovell Chen, *Former Quarantine Station, Point Nepean Existing Conditions Report*, August 2005.

Freslov, Joanna, *Point Nepean Quarantine Station Archaeological Cultural Heritage Perspectives*, draft, March 2007.

Of particular relevance are draft CMPs prepared in 2006 and 2007 under the aegis of the Point Nepean Community Trust and Parks Victoria. The 2006 report underwent a period of public exhibition, during which time comments and feedback were sought, resulting in the 2007 report. Both the 2006 and 2007 reports were also reviewed by stakeholder groups, including the statutory heritage authorities which made specific comment on aspects of the draft reports:

- Integrated Point Nepean National Park Shared Planning Team for the Point Nepean Trust, *Point Nepean Quarantine Station Conservation Management Plan*, [draft], July 2006.

- Parks Victoria and Point Nepean Community Trust, *Point Nepean Quarantine Station Conservation Management Plan Response to Submissions*, [draft], June 2007.
- Parks Victoria and Point Nepean Community Trust, *Point Nepean Quarantine Station Management Plan*, [draft], 2007.

Chapter 3, under 'Historical Archaeology' also lists previous reports/investigations into the historical archaeology of the former Quarantine Station.

1.8.1 Report Inputs & Drafts

The first draft of this CMP was submitted for comment and review to the PNCT, Parks Victoria, Heritage Victoria and DEWHA. The Historic Heritage Reference Group on the Quarantine Station, a reference group to the PNCT, has also provided comments. The comments and feedback received have generally been incorporated into the report, subject to the comments being within the scope of the project.

While this most recent CMP has not been exhibited for public comment, it has had regard for the comments and feedback received on the earlier 2006 and 2007 reports, and has built on the foundations laid by these reports with particular regard to the conservation policies. Where previous responses to drafts, and recommendations for changes, were consistent with sound heritage practice and within the scope of work typically undertaken for a report of this type, then these responses have generally been addressed in this CMP.

1.9 Terminology / Definitions

The conservation terminology used in this document is of a specific nature, and is defined within the Australia *ICOMOS Burra Charter, 1999* (see Appendix A). Terms used in this document include:

Place means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. *Cultural significance* is embodied in the *place* itself, its *fabric*, *setting*, *use*, *associations*, *meanings*, *records*, *related places* and *related objects*.

Fabric means all the physical material of the *place* including components, fixtures, contents and objects.

Conservation means all the processes of looking after a *place* so as to retain its *cultural significance*.

Maintenance means the continuous protective care of the *fabric* and *setting* of a *place*, and is to be distinguished from repair. Repair involves *restoration* or *reconstruction*.

Preservation means maintaining the *fabric* of a *place* in its existing state by removing accretions or by reassembling existing components without the introduction of new material.

Restoration means returning the existing *fabric* of a *place* to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

Reconstruction means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material into the *fabric*.

Adaptation means modifying a *place* to suit the existing use or a proposed use.

Use means the functions of a *place*, as well as the activities and practices that may occur at the *place*.

Compatible use means a *use* which respects the *cultural significance* of a *place*. Such a *use* involves no, or minimal, impact on *cultural significance*.

Setting means the area around a *place*, which may include the visual catchment.

Related place means a *place* that contributes to the *cultural significance* of another *place*.

Related object means an object that contributes to the *cultural significance* of a *place* but is not at the *place*.

Associations mean the special connections that exist between people and a *place*.

Meanings denote what a *place* signifies, indicates, evokes or expresses.

Interpretation means all the ways of presenting the *cultural significance* of a *place*.

2.0 HISTORY⁴

[Note that the building datasheets at Appendices C, D and E also contain brief histories of the individual buildings, including uses made of the buildings in the pre- and post-quarantine eras; the 'Historical Archaeology' component of Chapter 3 also provides additional historical information in relation to the archaeological sites and resources.]

2.1 Introduction

...we cast anchor on the night of the 6th of April [1853] in Ticonderoga Bay close to land. The next morning we were all up by day light to see this said land and a most Splendid place it looked to us. We all wished to be on it. Little did we think Some would be Sent there. It turned out to be the quarantene [sic] ground. There was a great number of sick on board. About 8 in the morning the quarantene Doctor came on board and about 120 adults were sent on shore with Scurvey [sic] and Whooping Cough...this quarantene ground is one of the worst places any one could set foot on. There is not common necessities nor neither can you get them for love or money. It matters not how bad any one is there is nothing but damper and Beef. It is most shamefull [sic] on the part of the government to send a lot of sick people on shore on such a wild uncultivated unchristian like place as this.⁵

So wrote William J Walker, passenger on the *Confiance*, enroute from Liverpool to Geelong, in 1853. Walker's observations, infused with his feelings at such an unanticipated end to a long sea voyage, were understandable. The land, new to European eyes, did appear uncultivated and wild. However, prior to European occupation, the Point Nepean peninsula had long been occupied by people of the Bunurong Bulluk clan, who inhabited the area as part of their tribal territory. In more contemporary times, for Walker's arrival, subsistence farmers and lime burners had also inhabited the peninsula.

2.2 Pre-European History

It is generally believed that the land occupied by the Boon wurrung /Bunurong people – one of six different clan groups which formed the Kulin nation, and in turn, divided into six further clan groups - extended from the Werribee River in the west to Andersons inlet in the east.⁶ Described essentially as coastal dwellers, the Boon wurrung ballug clan group of the Boon wurrung/ Bunurong people may have been the first to make contact with those Europeans who had accompanied Captain David Collins (1756-1810) in the establishment of the ultimately unsuccessful settlement at Sorrento in 1803.

Early writers observed that animal skins were used as clothing by aboriginal people, possibly because of the climate, and that they built mia-mias for shelter and had a number of semi-permanent camp sites. Some of these were known to have been near Arthur's Seat, on Portsea Downs Estate, Portsea and close to the intersection of the Flinders and Cape Schanck Roads, Flinders.

As a consequence of contact with Europeans, infectious diseases were primarily responsible for the disappearance of aboriginal people from the region and by 1856, few if any members of the Boon wurrung/ Bunurong people remained on the Mornington Peninsula.

A detailed outline of pre and post-contact history relating to the indigenous Boon wurrung/ Bunurong people is provided in *Redevelopment of the Former Quarantine Station, Point*

Nepean: Cultural Heritage Management Plan, January 2008, prepared by Christine Williamson.

2.3 Early European Occupation

The southern shore of this noble harbour is bold and high land with stout trees of various kinds, and in some places falls nothing short in beauty and appearance to Greenwich Park. The ground is hard and pleasant to walk on. The trees are at a good distance apart and no brush intercepts you. The soil is good as far as we may be judges. The hills and valleys rise and fall with inexpressible elegance.⁷

This was Lieutenant John Murray's impression of the landscape, as he entered Port Phillip Bay on 14 February 1802, on board the *Lady Nelson*. His favourable report resulted in the subsequent despatch from England of two ships under the command of Lieutenant David Collins to establish a settlement in the Port Phillip District. A fear of annexation of the land by the French was reputedly a driving force behind the venture. Collins landed at Sullivan's Bay on 14 October 1803, several kilometres further up the coast from the future Quarantine Station site. However, a perceived lack of good water supply, concern about soil quality and lack of a safe anchorage contributed to the abandonment of the nascent settlement and the last of the settlers departed for Tasmania on 20 May 1804. Known remnants of this first settlement include the graves of some of those who died during this brief period, and a double timber barrel, submerged by the settlers into the sand as a primitive filter for sea water, now held by the State Library of Victoria.

2.4 Pastoral Occupation

From 1804 until the arrival of Batman the Port Phillip District was not authorized for settlement. Unofficially, however, the area came under considerable examination by entrepreneurial settlers using New South Wales and Tasmania as bases and who brought favourable assessments of the terrain back to their colleagues. A subsequent settlement in 1826 at Corinella on Westernport Bay was, like the Sorrento settlement, short-lived.

Therefore it is not surprising to find that by 1836, only a year after Batman's arrival, the study site was already part of a squatting lease. The area's grazing potential was recognised and had it not been for the discovery of easily accessible deposits of limestone – the base material for the making of lime for masonry construction – it may have remained the region's primary use. The nascent settlement of Melbourne initially grew rapidly and the demand for lime for building purposes was strong, thus developing this early industrial use of the peninsula.

2.5 Lime-burning

Lime-burning, the process of making building lime from limestone deposits began in the Portsea area as early as 1839, although little is known of those who began it. Lime was a necessary component of masonry construction and demand for the material in Melbourne was high, until the early 1840s, when a financial recession slowed building for several years.⁸ Initial efforts to produce the lime involved the use of a primitive form of bush kiln, where alternate layers of limestone and timber were burnt, to generate the quick lime.⁹ These were replaced with early brick kilns which varied in height from 20 to 40 feet, although some were higher. Later, conical kilns lined with hand made bricks were used.



Figure 6 Detail from an 1854 Survey plan, showing the quarantine reserve. The early Station structures are indicated by the arrow. The landscape is described as 'low sandy country lightly wooded with Acacia and she-oak'.
Source: Land Victoria – Put Away Parish Plan P35.

Some of these were built into shoreline cliff faces which allowed for easy loading of limestone and timber into the top of the kiln and easy removal of the residue at beach level. The residue was scraped out on a hearth, bagged, loaded onto small craft and sent to Melbourne.

By 1845, by which time the colonial economy had commenced recovery, there were seventeen lime kilns in the Portsea-Sorrento area with upwards of twenty or more small craft ferrying lime across the bay to Melbourne. Some two hundred workers were employed in the lime-burning process. It is recorded that at least two lime kilns existed on the future Quarantine Station site, one being located in the cliff face between the 'Shepherd's Hut' (Building 7) and Hospital No. 2 (Building 4); with another about two kilometres to the west. By 1853 firewood for lime-burning purposes was becoming scarce in the Point Nepean area and on 10 June 1853 the Government declared by proclamation a protected area from Arthur's Seat to Point Nepean. No person was permitted to cut or remove either timber or firewood except for the purpose of lime-burning. Demand for lime in Melbourne had undergone a further resurgence after the proclamation of the colony of Victoria in 1850 and the subsequent discovery of gold and boom in immigration. With the establishment of the Quarantine Station and with the discovery of suitable limestone deposits closer to Melbourne lime burning in the district virtually ceased.

In December 1853 the Crown Commissioner formally cancelled all lime quarrying licences and decided not to grant any in the future except for the purposes of constructing the Quarantine Station buildings. However, the landscape had already undergone a significant change as coastal heath began to grow in place of trees, thus introducing a brush cover, the absence of which Lieutenant John Murray had favourably noted in 1802. The shortage of timber suitable for cutting would subsequently have ramifications for the Quarantine Station's operations and the diminished tree cover would have also made the station site more exposed and open to the effects of the weather.



Figure 7 The Quarantine Ground, Port Phillip Bay, 1851.
Source: State Library of Victoria.

2.6 Quarantine Background

Early settlers in Australia recognized that the continent was free of the epidemic diseases of Europe and were conscious of the potentially devastating impact infectious disease could have on the nascent colony. The first Quarantine Act was passed in New South Wales in 1832 in response to the threat from a cholera epidemic in Europe and a quarantine ground was established at North Head, near Sydney. Subsequently the other colonies established quarantine stations at their respective ports of entry.

In Victoria quarantine powers existed initially under the 1832 New South Wales legislation until 1850 and were later enshrined under the Victorian *Public Health Act* 1865 and the *Health Act* 1890. In Australia five Sanitary Conferences were also held between 1884–1909 and during this period a federal system was developed, with Victoria taking a primary role in shaping this system. The Commonwealth, however, did not exercise its powers to make laws for quarantine until 1909 when the Federal *Quarantine Act* came into force.

2.7 The Victorian Scene

The history of quarantine in Victoria – or the Port Phillip District as it was then known – began in 1840 when the barque *Glen Huntly* arrived in Port Phillip Bay with fifty cases of typhoid fever. Superintendent La Trobe hastily made arrangements for a hospital camp to be established at Red Bluff, now Point Ormond (Figure 7). Although there were only three deaths in the camp after its establishment, it was not regarded as suitable for its quarantine function, and nor were subsequent sites in Hobson's Bay. Detention was difficult to enforce, primarily as the sites selected were too close to the existing settled areas.

With a sharp increase in immigration to Port Phillip, particularly in the early 1850s after separation from New South Wales and the discovery of gold, the need became more

pressing. When ships were quarantined in these years, those who were ill stayed aboard and those who appeared well were landed. It is also the case that those who were able-bodied generally immediately decamped to the gold fields.¹⁰ It therefore became a priority to find a new quarantine site, particularly as more and more overcrowded ships arrived, with passengers housed in unsanitary conditions, thus increasing the likelihood of bringing disease to the colony.

2.8 Settling on a New Site

In the early 1850s the peninsula of Point Nepean was inspected and subsequently found to be acceptable as the location for a permanent quarantine station. The Port Phillip District Health Officer, Dr Thomas Hunt, had the following to say about the selected site:

The Sanitary Station is admirably adapted for the purposes required; its position isolated, its anchorage good and easy of access both from inside the Heads when a vessel takes a pilot there and from Shortlands Bluff. The soil is sandy and at all times dry, the air pure. Water is procured by sinking wells to the depth of 12 to 15 feet, in abundance and sufficient purity, although somewhat aluminous and impregnated with lime. A root resembling sarsaparilla, wild parsley, a root known here as pennyroyal, grow wild and cure scurvy in a short time.¹¹

In early 1852 the new Victorian government allocated the sum of £5000 for the erection of a 'sanatorium' and the establishment of the quarantine station was put in train.

At the time of its selection for quarantine purposes, the area was occupied by a few inhabitants who lived on the proceeds of lime burning and fishing. James Sandle Ford was one of the first to settle permanently in the area in 1842, followed by Edward Skelton and in 1843 by Daniel Sullivan and Richard McGrath. Ford supplied fresh food to ships anchored temporarily off the Head, with all four families, however, also engaged in lime-burning. Ford and Skelton occupied areas of the present Portsea while Patrick Sullivan, a son of Daniel Sullivan, took up under license land which comprised the central area of the future Quarantine Station site. Ford had also been preceded by an overlander, Edward Hobson, who arrived from Parramatta in 1837 and took out a grazing licence for the area from Borneo to Point Nepean, where he was permitted to graze stock for an annual fee without tenure.

By 1852 Patrick Sullivan had erected a number of buildings on his holding - a stone house, a wattle and daub three-roomed cottage, and a small underground dairy. Sullivan had also sunk two stone-lined wells. At the western extremity of the future station ground another lessee, William Cannon, had erected two wattle and daub buildings and had also sunk a well. Both men had additionally constructed a kiln each for the burning of lime.¹²

In October 1852 Lieutenant-Governor La Trobe wrote to the General Surveyor Robert Hoddle enquiring as to the date of the expiration of the inhabitant's leases. He was duly informed that the leases were renewed annually and were set to expire at the end of the year. La Trobe's response was to direct the Harbour Master to:

Take such steps as may be found desirable in withdrawing from licenced occupation such portion of land as may be required for the purpose of the immediate formation of a quarantine station at the Heads.¹³

However, an unexpected event was to overtake this measured process of negotiation and establishment of the station.

2.9 The 'Plague Ship' *Ticonderoga*

In early November 1852, the arrival of the *Ticonderoga* at the Heads with nearly three hundred of those onboard ill with fever, was to expedite the establishment of the station. The *Ticonderoga* had left Liverpool with 714 passengers and 48 crew, and during the passage 100 deaths had occurred from typhus and scarlet fever. On 3 November word was sent to Williamstown by Captain Wylie of the *Champion*, which had passed the *Ticonderoga* at anchor at the Heads, that conditions aboard were appalling. Plans to establish a Quarantine Station at Port Nepean were now in urgent need of implementation.

On 4 November the schooner *Empire* was sent to the site. On board was the Harbour Master, Captain Ferguson, who having been earlier involved in the planning and selection procedure for the new site, became the obvious choice to investigate and act upon conditions there. Ferguson returned to Melbourne on 8 November and the following day submitted a report to Governor La Trobe. Within it he described the conditions on shore:

I landed and found about forty of the sick people in temporary tents near the lime-kiln and houses occupied by Mr Patrick Sullivan, limeburner, which being situated within the limits of the proposed quarantine ground I arranged with him to remove to the next station which is occupied by his brother. ...

The embryonic Quarantine Station took over, by necessity, the buildings belonging to both Sullivan and Cannon for the immediate accommodation of the sick. Ferguson's account continued:

The following morning I examined and marked off what appeared to me to be sufficient space for the quarantine ground and erected two flag staffs thirty feet high, at each entrance point near the beach upon which are hoisted flags. I caused a number of trees to be marked with white paint as a temporary boundary line and intimated the same to all persons there. The space selected as quarantine ground is marked with red lines in the accompanying outline of the coast. It consists of dry open country, a large portion of which is capable of immediate cultivation, with abundance of timber, and from the statements of the Pilots, and those who have resided there for many years, plenty of fresh water can be got at all seasons by sinking wells at a moderate depth. The anchorage is quite secure, any vessel can lay in safety within a quarter of a mile of the beach. ...

Finding there was a number of stone masons amongst the Emigrants, I authorised the Surgeon to employ at five shillings per diem, as many as had tools, to begin and erect a store house near to and similar to the one mentioned in Enclosure No. 3 [Sullivan's house] and would respectfully suggest that the Colonial Architect send drawn at once a plain plan or sketch of a large airy barracks or depot, as there is an abundance of materials on the spot for its construction, which would furnish immediate work for the healthy Emigrants who ought on no account to wander about the station in idleness.¹⁴

As soon as the urgent task of seeing to the health and well-being of the *Ticonderoga* passengers was in hand, attention was given to officially proclaiming the quarantine ground.

The following description of the Quarantine Station at Point Nepean was published in the Victorian Government Gazette of 23 November 1852:

commencing at the Flagstaff, on Observatory Point, about 1½ miles East of Point Nepean, which flagstaff bears from the Light House at Shortlands Bluff South 34 degrees East and bounded on the North by the shores of Port Phillip Bay, eastward to a flagstaff bearing from the Light House South 48 degrees East, Flat Island being South 40 degrees west on the east by a line south to the sea coast, on the South of Bass Strait westerly and on the West by a line bearing north to the commencing point.¹⁵

The 'Sanitary Station' was finally gazetted as such in 1854 and was usually referred to under this title until the 1880s when 'Quarantine Station' became the accepted name.¹⁶

2.10 A Reactionary Establishment - the First Station Buildings: Early 1850s

First steps

Construction of the first buildings at the new quarantine station was a drawn-out process: despite Ferguson's initial assessment, there was a lack of locally-cut sawn timber, much of which had been burnt by the lime burners and had not grown back. This meant that sawn timber had to be brought to the site, thus slowing the building process. On 25 April 1853 the *Argus* recorded the commencement of the building works:

Sanatorium: Our readers will not probably be aware that, for some time past, arrangements have been in hand for the establishment of a quarantine establishment at the heads. Formerly there was nothing but a bare station indicative of the spot where vessels were to lie and where only persons might land who had a foul bill of health.

But now some attempt is being made to step in advance of the antiquated system by which unclean people were merely to be avoided, not to be cured.

A hospital with fever wards is in process of erection and a resident medical officer has been appointed and is now on the spot. The buildings will include officers' quarters, the hospital above mentioned, stores, etc. They will be erected partly of timber and partly of the stone found near the spot, a kind of bastard freestone, not valuable, but sufficiently good to be used when it costs nothing but the quarrying expenses, as in the present instance. The site is in the neck of the promontory headed by Point Nepean and includes two sea frontages -- one to the open straits and the other to the bay. The latter is the site of the establishment, the limits of which will be marked by the quarantine flag, all yellow.¹⁷

William Walker was in residence at the station when this article was published. His journal entry outlined the primitive nature of the living conditions enjoyed at the station by its hapless inmates, which were rather in contrast to the orderly account published in the *Argus*:

They are about starting a Hospital, Doctors house and houses capable of holding 200 people all to be built of wood. We are to have 5 shillings per day during the time of our quarantine which will last 6 weeks from the 7th of April. After that the carpenters that are hear [sic] which is only 3 are

to have town wages which is 25 shillings per day. Then we shall have to find our own provisions which will cost about 20 shillings per week. We shall have no wood or water to buy and still have our tent to live in.

You must understand we have had to live in tents ever since we came here. When we came on shore we thought we should be comfortably housed according to our doctors account with plenty of vegetables milk and eggs and other niceties but soon found we had to lead a regular bush life. The first thing we had to do after landing was to pitch the tents. They are about 12 feet by 10. Most of us have one to ourselves. After the tents were pitched it was getting towards tea time so off we had to go in the bush and cut our wood which is plentiful enough and make a regular Gipsies fire. We have a very good supply of water from a well close to our tents which we are obliged to boil it before drinking or else we should have dysentery.¹⁸

From this account it is suggested that progress on the erection of the hospital building was a slow undertaking. A return of the buildings and lands at the Sanitary Station in August 1854¹⁹ indicated that more than a year later, the three buildings which had commenced construction in March 1853 – the wooden hospital, a two-roomed wooden house and the stone store house – were all still unfinished.²⁰



Figure 8 View of early station buildings, c. 1890. In the foreground is Patrick Sullivan's stone house, requisitioned in response to the Ticonderoga landing of 1852 and behind – to the left – is the stone store, one of the first buildings erected, using emigrant labour in 1853. The building to the rear right is a timber stables. These buildings (long demolished) are on the site of the current Parade Ground. Source: Courtesy Point Nepean Quarantine Station Museum.

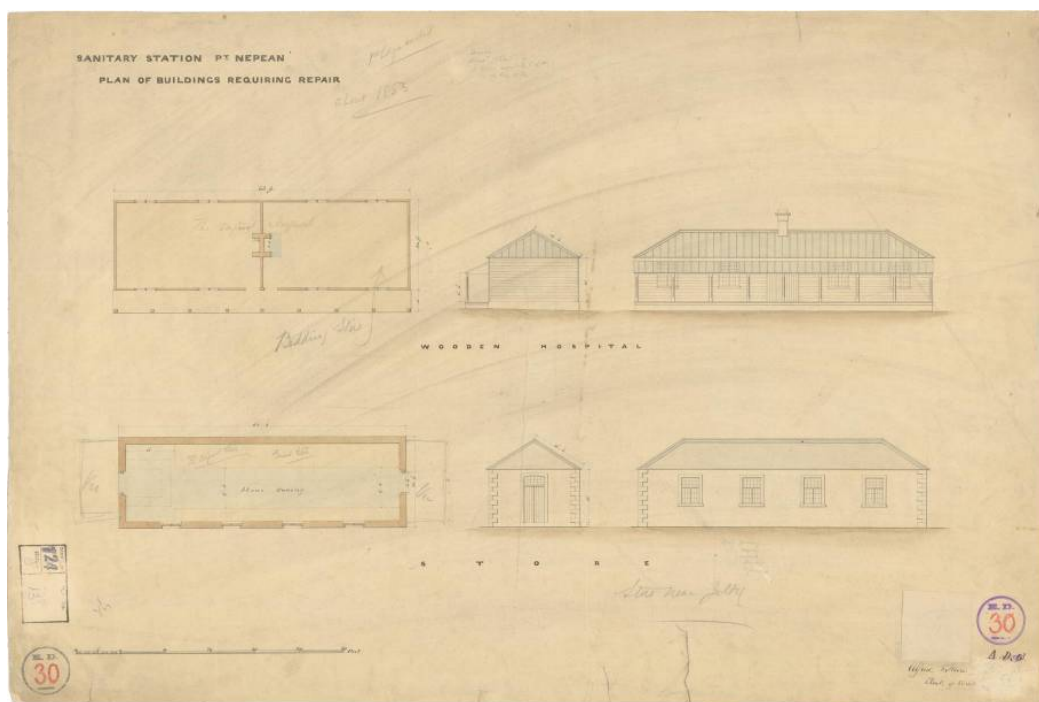


Figure 9 'Plan of Buildings Requiring Repair' [1856].

Although drawn subsequent to the building's original date of construction, the drawing depicts what are thought to be the first purpose-built structures at the Quarantine Station.

Source: National Archives of Australia.

The new stone store house was positioned on the 'flat', near to the stone dwelling requisitioned from Patrick Sullivan (Figure 8). The timber hospital building was erected atop the bluff, in the vicinity of the subsequent Hospitals Nos 1 and 2. It later served as a bedding store, once the present hospital buildings were erected.

An 1856 drawing (Figure 9) depicts both these buildings as requiring repair, indicating that the climate and conditions had, in a comparatively short time, already taken a physical toll on the buildings.²¹ The drawing was signed by Alfred Scurry, Clerk of Works in the Geelong office.

Disposal of the dead

The lack of availability of sawn timber was to have another ramification – the issue of the disposal of the dead. J H Welch in his history of the Quarantine Station outlined some of the mitigating circumstances.

The lack of sawn timber which delayed construction of buildings also restricted the manufacture of coffins. The fears of the healthy who wished to remain so were not conducive to the production of grave diggers, so difficulty was experienced in disposing of bodies. A cemetery 175ft. by 115ft. was finally established near the water's edge inside the Station and those who died were interred as suitably as circumstances permitted by their relatives, friends, or such men as were prepared to work as grave diggers.²²

The difficulty of disposal made the emotional response to the death of loved ones all the more painful. William Walker's son John had died of whooping cough aboard the *Confiance* in April 1853:

I am sorry to say our Dear Child John had the cough which proved fatal to him. The poor little fellow laboured under the distressing disease for 6 weeks....not even the Burial service read over the dead nor a coffin to put them in. Our poor little John was the first that had a coffin out of about a hundred that had been buried in the ground and that was quite against the rules but we were determined to have one so of course we had it.²³

It is also noted that no account found to date has referred to the presence of any form of place of worship within the Quarantine Station grounds; it is therefore not known what provision was made for worship or church services on the site.

Curtailling the unlucky

In April 1854 tenders were called for the delivery of 4000 posts and rails, presumably for the construction of a boundary fence, to prevent unintentional wanderings such as those undertaken by William Walker:

The ground we are on extends along the sea beach. It is called Point Napene [sic] Port Phillip Head. We have about 8 or 10 miles to stroll about on. At each end of the quarantene ground there is a yellow flag that is our Boundry [sic] post but some of us often make a mistake and go miles beyond up towards Melbourne. There is no other road to go for we have the sea at one end and both sides of us.²⁴

A further preventative measure was the location of a permanent police presence at the station grounds, something that had been anticipated by Captain Ferguson in his communication to Governor La Trobe during the *Ticonderoga* incident. He had recommended that:

A Sergeant and a small body of police be sent overland and stationed at the Eastern boundary of the quarantine ground to maintain order, and to check the insubordination which was beginning to show itself amongst the seamen and Emigrants before I left.²⁵

Further development

In August 1854 Dr James Reed took up the position of resident doctor, succeeding Dr Williams, and James Walker had been appointed Storekeeper for the station. Buildings at this time included a timber doctor's house, the timber hospital, stone cottage, Sullivan's pre-existing stone cottage, and imported prefabricated iron houses for use by the police, who were to be accommodated at the eastern boundary of the station, and a form of jetty. The stone store, placed near to the entrance to the jetty was nearing completion at this time.

The Station in this period could accommodate 450 persons under canvas and fifty in the hospital on forty iron bedsteads. Those in tents had no beds, but were raised above the ground by means of wooden sleeping platforms, received in April 1855.

The wooden hospital building was proving to be inadequate and Dr Reed requested that it be extended. His request was rejected by the Government but was told that any resubmission

in 1856 would be favourably considered. At this time there was a degree of careful consideration of the placement of more permanent structures. The further development of the station would now be guided by a sense of deliberation and order, in contrast to the initial establishment phase, which had been characterised by a reactive approach in the face of the *Ticonderoga* episode, and subsequent events.

2.11 A Planned Response – the Second Phase: 1856 to 1875

Our accommodations on the Sanitary Station, either for the purposes of ablutions, or for treating disease, or for providing for healthy immigrants, have been very meagre. There is a prospect that before 1859 they will be ample. During my experience of above three years on the Station, we have succeeded in every instance in stopping and extinguishing the disease for which each vessel has been detained. With the improvements at present in progress, I look forward with considerable confidence to the continued efficiency of the establishment.²⁶

Thus wrote Dr J Reed, Surgeon Superintendent of the Sanitary Station in his report to Parliament dated 1 January 1858 which detailed 'the principal circumstances connected with the working of the Sanitary Station during the year 1857'. This was possibly the most significant year in the history of the station as it marked the commencement of work on the first 'permanent' structures: the five two-storey stone hospital buildings.

The five hospital buildings were sited by Dr. Reed and Alfred Scurry, the afore-mentioned Clerk of Works; two were sited on the rise (Hospital Nos 1 and 2), initially for the use of the ill and convalescing emigrants, and three Hospitals were sited on the flat to provide accommodation for those detained as a precautionary measure. Alfred Scurry subsequently prepared the plan for the hospital buildings which are dated November 1856 (Figure 10). In April 1857 Dr. McCrea, the Chief Medical Officer of the Colony approved Scurry's plans and local contractor Robert White commenced construction. To facilitate the works, White was permitted to keep sixteen bullocks – to haul stone and other building materials – and five horses on the station for the duration of his contract. Permission was also granted to undertake lime burning for the building works and to this end, White was permitted to utilise dead wood found within the station grounds. A quarry was also established at the station to supply the stone. Welch has written that initially the buildings were not rendered, but deterioration of the sandstone within a few years necessitated the rendering of the exterior stonework.²⁷

Concurrent with the construction of the hospitals was the erection of a three-roomed cookhouse – including accommodation – behind the two hospitals on the rise – and three two-roomed stone cottages for labourers more permanently employed on the station. In addition a four-roomed stone cottage for the storekeeper was constructed; it occupied the site of the present-day Administration building.²⁸ Drawings for these structures were prepared by Alfred Scurry and are dated December 1856. A proper jetty was also constructed – initially it was determined that it would be useful if the contractor Robert White constructed a jetty which the Government could then take over, no public funds being available for the purpose at this time.²⁹

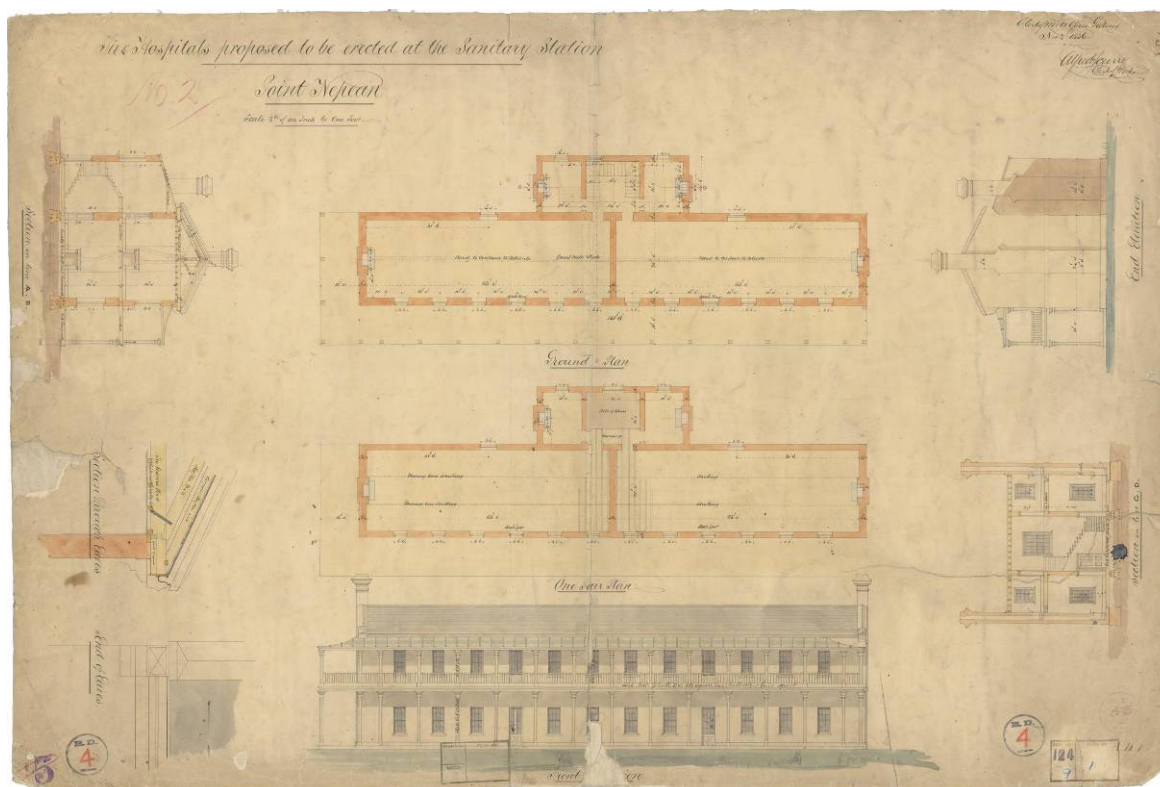


Figure 10 Drawing for one of five hospitals proposed to be erected at the Sanitary Station, Point Nepean, November 1856.
Source: National Archives of Australia.

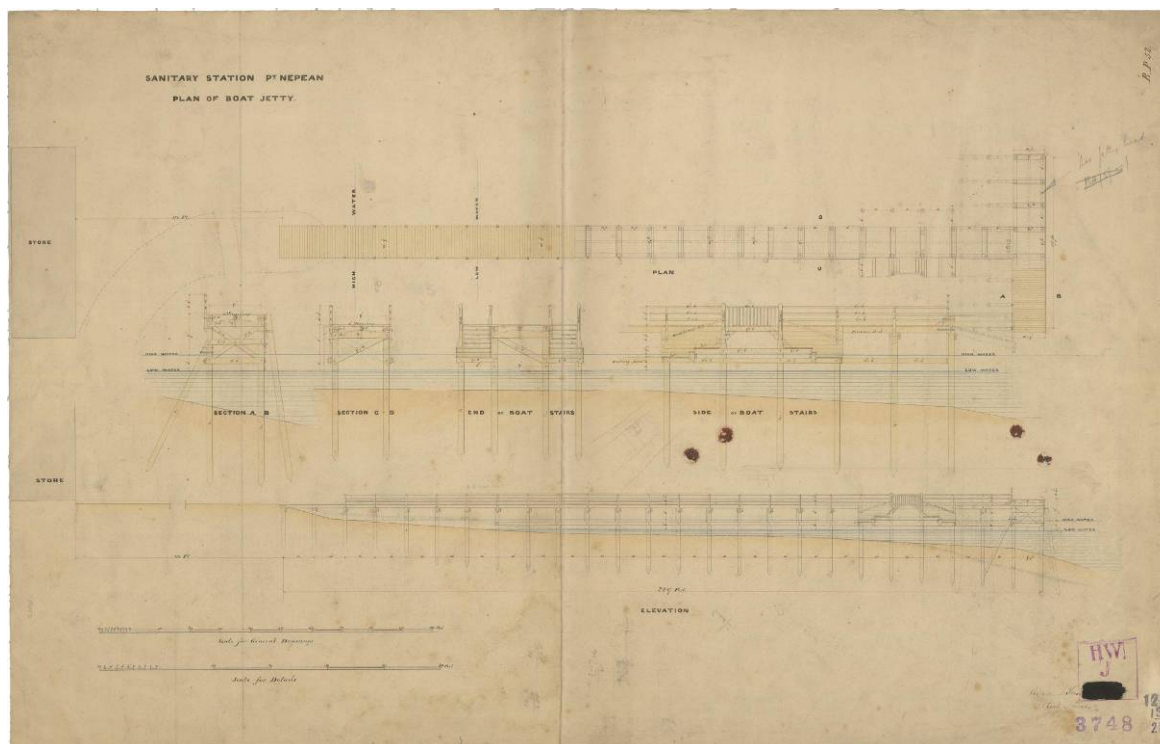


Figure 11 'Plan of Boat Jetty' [not dated but 1858].
Source: National Archives of Australia

White must have balked at this assumption, for in 1858 a contract was awarded to Mussen & Company for the sum of £958 to construct a timber jetty, 249 feet in length, to plans prepared by Alfred Scurry (Figure 11).³⁰ An additional cookhouse was constructed in the late 1850s and placed behind Hospital No. 4.

Progress on the new buildings was apparently rapid with Dr. Reed able to provide an outline of the works in his Annual report for 1858:

The new buildings are all on the eve of being finished, and the pier will probably soon be finished. When these works are completed there will be every facility for landing passengers for passing through boiling water any quantity of dirty or infected clothes that a ship could contain, and for comfortable housing and accommodating 500 people. Sufficient means for cooking are provided, and there will be, I expect, always a supply of pure good rain water....our staff of three laborers, one of whom officiates as cook, gardener, and assistant nurse, when required, has been sufficient for all purposes during the year.³¹

The buildings as completed helped establish the character of the station from this date onwards. Their lineal arrangement across the front of Ticonderoga Bay is still evident today although later structures have, by dint of their position, impacted on a full understanding of the original alignment. Their rapid and solid construction in such an isolated location at a date when the proclaimed colony of Victoria was less than a decade old was also a remarkable achievement. Previously the station had been defined by the pair of flag poles flying yellow flags, and from this time on, the formidable rank of institutional buildings along the Port Phillip coastline, presented a sobering perspective to approaching ship borne travellers, some of whom would have an extended sojourn on the site (Figure 12). Those on board who were ill could expect a stay in isolation, while those unwitting visitors who were in good health were expected to work for up to four hours a day, or stand the forfeit of their rations.

Almost immediately upon these major building works being completed in early 1859, the *Tudor* en-route from Liverpool and carrying over 150 private passengers and 54 crew, was directed to Point Nepean because of an outbreak of smallpox on board.³² As the infected had not been properly isolated, the entire crew and passengers were put ashore at the station, where they sorely tested the station's ability to cope with such an event. As a consequence of the risk of infection all clothing had to be subjected to boiling water treatment. The resultant shrinkage and spoilage of personal possessions was not looked upon kindly by the hapless passengers. Dr Reed suggested a solution to this problem in his Annual Report for the year:

There are great objections to dipping in boiling water men's fine woollen clothes or ladies' dresses, also to emptying and refilling great numbers of hair mattresses, in order that the covers might be passed through boiling water.

To meet these requirements in future, I would suggest that an apparatus be prepared in which any linen, silk, cotton, or woollen materials could be enclosed for half-an-hour in dry air, heated up to between 300 and 400 degrees of Fahrenheit, a sort of large oven. This is a more powerful disinfectant than boiling water, the temperature of which is only 212 degrees, causes no injury to the materials, and is attended by no trouble

subsequently as is the case after the use of boiling water. There is another very important advantage; it could be made available as a drying house. Occasionally there are weeks here in which it would be impossible to dry anything woollen in the open air.³³

It would be a number of years before such an apparatus would be installed at the station. Dr Reed concluded his report:

Immigration has been light during the year, consequently our three men and nurse have not been hardly wrought. The nurse is constantly engaged, when not employed nursing, in cleaning and dusting the buildings. One of the men keeps the buildings, windows, roofs, tanks, pumps etc, etc, etc in repair, and does what painting is required.³⁴

Perhaps mindful of the impression this may have given his superiors, Dr Reed ended his report with the following statement:

While a ship is in quarantine, to prevent an hour's unnecessary detention, our three men work not less than sixteen hours in the twenty-four, principally attending to the boiling water process, drawing wood, etc, etc.³⁵

A quarantine hospital – necessity or luxury?

However, Dr Reed's report may have contributed to the debate surrounding the necessity of maintaining such an elaborate and expensive facility, particularly in light of a financial downturn. An article published in the *Argus* of May 1860, outlined some of the current thinking in relation to the sanitary station.

With these facts before us of the undoubted possibility of the introduction of diseases of infectious nature into this colony by ships on the one hand, and on the other, of the very deficient sanitary arrangements we possess to meet such disease ... there seems a plain necessity for the retention of an establishment like a Sanitary Station The expense of keeping up such an establishment may be objected to; but if infectious disease did arrive and spread in this colony, the actual money-expense of eradicating it would be much greater than the cost of maintaining the Sanitary Station; ... It is certainly a pity to see the establishment so little used; but there is great difficulty in making use of it in any other way, and at the same time keeping it available for its original purpose.³⁶

These issues were to plague the station into the future. In 1860-61, emigration had slowed, partly as the gold rushes had subsided and an economic downturn began to take effect. As well, shipping companies and their agents and masters began to maintain higher standards of hygiene onboard to avoid the spread of disease, realising that a dirty ship was more likely to harbour disease and thus necessitate a stay at the station. Dr Callan, Resident Surgeon recorded as much in his report for the year 1863, published in the *Argus*:

We have had but one vessel, the *Star of India* in quarantine. This important sanitary fact, arising as it undeniably does in the improved cleanliness, ventilation, and food in passenger ships trading to this port, is a most satisfactory tribute to the value of this station as a preventive of disease. The necessity of close watchfulness in the sanitary arrangements

of their ships has been forced on shipowners, captains, and agents, by the certainty, gathered from experience, that laxity on those points will inevitably generate sickness, and that sickness cannot possibly escape detection in quarantine, nor its penalty – the loss and expense to them that detention entails....Notwithstanding the smallness of our working staff, two labourers and a nurse, the institution is kept in a high state of efficiency, always ready at a moment's notice for occupation. The buildings are kept in repair by the labourers, who have been engaged for some months past, and are still, engaged in whitewashing and painting the outside of the hospitals.³⁷

It is possible to read in Callan's report a degree of justification for the very existence of the hospital. His comments regarding the progress of work whitewashing the exterior of the hospitals also gave an indication of the high degree of upkeep the buildings required to maintain them in useable condition.

The following year the Chief Medical Officer Dr McCrea wrote:

For the last seven years I have had a hard struggle with several Executive Governments, which held office to keep a quarantine establishment in existence at all; and as to getting it completed as desired, I have never been able to do it. I may state in illustration that it required four years' incessant application on my part to get the heating closet [that requested by Dr Reed in 1859] erected before I succeeded.³⁸

In March 1863, a motion was put to Parliament for the establishment of a Select Committee into the Sanitary Station. Matters for consideration included enquiring into and reporting upon certain charges, official reports and other circumstances respecting Dr Callan, the Health Officer at the station; the duties of the Medical Officer at the station and the cost and public utility of such an institution. On this particular occasion the motion was voted down.³⁹

In 1865, however, a Select Committee established to examine quarantine procedures was instigated by the detention of the ship the *Golden Empire* which, after arriving in Port Phillip on 2 January and being detained for quarantine purposes, subsequently arrived in Melbourne and inflicted an outbreak of typhus upon the city. The Board of Enquiry noted that

When compared with those of Europe and America, the Quarantine Regulations now in force in this colony are rather stringent than otherwise.⁴⁰

The Board upon visiting the station however was critical of much they found there including the manner in which the regulations, stringent as they were, were carried out:

From the evidence taken by us, and from our own personal observation at the quarantine station, we regret to be compelled to record our conclusions that the regulation have not been properly and faithfully carried out, and that no proper and organized system has been exercised in the performance of the duties at the station. We found the station itself, in regard to appliances, in many respects defective. The means for the collection and storage of water are insufficient; at the time of our visit there was only a few days supply in the tanks. There was but one bath, and no lavatories of any kind. The cooking-houses were insufficient. For five buildings, each capable of holding one hundred persons, there are but

five double privies, one placed in front of each building, at a distance of two hundred yards. They have never been emptied. There is no accommodation within the buildings; and as the single females are locked up at dark, serious inconvenience must necessarily occasionally be experienced.

There is no store or shed for the reception of passengers' bedding, clothes etc. for the purposes of having it properly marked and washed, or disinfected by heat. There are not beds and bedding for the use of the passengers while they are detained on shore. The mode of washing is bad, and quite ineffective, and the hot-air chamber is out of order. From the total neglect of the details in washing and disinfecting, in the cases of the *Golden Empire* and the *Southern Ocean*, we are of the opinion that their detention in quarantine was useless so far as protecting the country from the introduction of disease.⁴¹

The opportunity was taken to again press for consideration of relocating the station to a 'hulk' in the bay for the reception of healthy passengers with on-shore hospital facilities. It was also suggested that the station buildings could serve as a lunatic asylum.⁴² In their testimony both Dr W McCrea, the Chief Medical Officer, and Dr Callan, Resident Surgeon, refuted this and outlined in detail the operation of the station with reduced staff:

The staff of the establishment, though then already too small, was reduced by Mr Heales' ⁴³ Government from three laborers to two. The office of storekeeper was reduced at the end of 1864 by the present Government, who, however, restored it in a few days, when the contingency shewing its necessity, which I had previously pointed out to them, actually took place. The station is at the present moment, and has been for months, without a draught horse to draw the wood for heating the boilers and the drying closet; and although I have been all this time applying for a horse I have not yet succeeded in getting one. These facts will illustrate some of the difficulties I have experienced in my endeavours to get the Sanatory Station made as efficient as I could wish.⁴⁴

Further, the Chief Medical Officer effectively countered the argument regarding the relocation of the station:

The Board recommend the site of the Sanatory Station to be changed from the Heads to the Ballast Ground and Hobson's Bay, and that a hulk be provided for the reception of healthy passengers of any infected ship during their detention. I have had sixteen years' experience in the British navy, in the cleanest and best regulated ships in the world, and if there is one thing more than another deeply impressed on my conviction, it is that a ship or hulk is the very worst place in which three or four hundred passengers could be placed for such a purpose, especially if, as in the case of the *Golden Empire*, disease is in a state of incubation among them, when the result would be a condensation of the disease, from which contagion in its worst form would be scattered around....The distance of the Sanatory Station from Melbourne I regard as the very greatest merit it could have, and by no means a fault as the Board supposes.⁴⁵

It seemed that the Chief Medical Officer succeeded in convincing the Government for the recommendations of the Board were rejected.⁴⁶ For the time being, despite its operation in

straitened circumstances, the station's location and continued operation at the Heads seemed to be assured.

Dr Callan did not fare so well – the Government dispensed with his services the following year, and elevated the storekeeper James Walker to effective Officer in Charge.⁴⁷ From this date until 1880 there was to be no resident Medical Officer at Point Nepean. The surgeon aboard ship was to attend to patients while in quarantine; if there was no surgeon aboard, the Queenscliffe Health Officer attended the station daily.⁴⁸ From the early 1880s the duties of the Health Officer and Surgeon Superintendent were combined and based at the station.

Other station buildings

Some of the issues raised in the Report of the Board were addressed in the ensuing financial years – contracts for the sum of £2749.00 was awarded in December 1866 for sundry works and fittings which included the construction of washing rooms and a bath-house containing twenty baths.

In 1867 substantial engineering infrastructure was added to the Station. In his report to Parliament dated 3 January 1868, James Walker stated that the following 'improvements' had been made:

A water tank has been constructed at No. 3 building on the flat, five earth closets and a bath and wash-house erected, and lavatories added to each of the hospitals.

In 1870 an additional cook-house was constructed behind Hospital No. 3.⁴⁹

An inventory of the Quarantine Station and its buildings, including the approximate value of their contents and furnishings was prepared in the latter half of 1873, and provides a detailed account of the station's components (see Appendix G).⁵⁰ One notable description is of the doctor's residence which is identified as:

The Surgeon's Quarters. A detached two storied building. Built of wood on a stone foundation, roofed with galvanised iron and consisting of 11 rooms with verandah.

This two-storey residence for the doctor was erected on the site of the original doctor's cottage, and may have incorporated part of the original structure.

In 1875, a detailed account of the station was included in the Annual Report to Parliament,⁵¹ presented by the station Superintendent, James Walker, and the majority of its contents is reproduced here. The building numbers refer to the map which accompanied the report (see Figure 14):

Nos. 1, 2, 3, 4 and 5 are two-storied detached buildings, used as hospitals or reception houses for immigrants. They are built of sandstone, rough-cast, and roofed with slates, and each consisting of four large wards, each 60ft. by 20ft. and 14ft. high from floor to ceiling, and four small rooms, each 12ft. by 12ft. and 14ft. high. Each building has a verandah, balcony, and upper and lower lavatories. Each ward and small room has a fireplace in it, and the wards are excellently well-lighted and ventilated.

One of the wards in each building is fitted up for the reception of women and children. The others are open wards, and contain twenty-five

bedsteads in each. Each of the buildings will house 100 persons comfortably. Each of three buildings has attached to it a force-pump connected with a well for supplying water to the lavatories; one force-pump connected with a tank supplies the other two buildings.

Four stone-built tanks, capable of storing 40,000 gallons of water, furnish these five buildings with the water required for drinking and cooking purposes. Each building is furnished with a detached earth-closet of four compartments, and a detached stone privy of two compartments; these latter, since the introduction of the earth-closets, have been chiefly used as urinals. Nos. 6 and 7 are cookhouses, detached, built of sandstone, rough-cast, and roofed with slates, and each consisting of three rooms, fitted with boilers, shelves, and cupboards. No. 8 is also a cookhouse, detached, built of sandstone, and roofed with slates, and consisting of two rooms, fitted with shelves, boilers, and cupboards. No. 9 is a bath and washhouse, built of sandstone and roofed with shingles...The washhouse is fitted with four copper boilers, eight large washing troughs, and twenty-five galvanized iron washing tubs, and two washing machines. There is also a room for the reception of infected clothing, and another for the distribution of clean clothing...No. 10 is also a washhouse, built of sandstone, rough-cast, and roofed with slates, fitted with two large copper boilers....No. 11 is a brick building, fitted with a chamber and appliances for disinfecting clothing by means of heated air; also used as a drying-house. No. 12 is the main store, a detached building, 60ft. by 20ft., built of sandstone and roofed with zinc.⁵² No. 13 is the clothing and bedding store, a detached wooden building 60ft. by 20 ft. roofed with galvanized iron tiles.⁵³ Nos. 14 and 15 are the paint store and workshops. No. 16 is the surgery. No. 17 is the doctor's quarters when people are in quarantine. No. 18 is the storekeeper's quarters. Nos. 19, 20, and 21 are the laborers' quarters. No. 22 is the jetty. There is besides about three miles of post and rail fencing on the station. The large buildings having been erected at a considerable distance apart from each other, in order to classify individuals and diseases, occupy a frontage to the bay of 700 yards.

All the buildings enumerated, together with their fittings and appliances, are kept in an efficient condition by a skilled laborer and an assistant laborer. The wife of one of the laborers is occasionally hired to assist in keeping the hospital clean, and to wash and mend the station clothing and bedding. The salary of the skilled laborer is £80 per annum, and the other laborer gets £50 per annum. Both have quarters provided for them, and are furnished besides with all the fuel and water they require, and receive a single rations of dry stores each, worth about £12.10 per annum. The woman gets 5s. per day when she is employed.

All the firewood required for the use of the entire establishment is got on the station reserve; and the forage for the use of the station cart horse is grown on the station. The stock of bedding belonging to the establishment consists of 900 beds and 1,880 blankets, rugs, sheets, and counterpanes, all of which are in good order. The stock of men's and women's clothing on hand is sufficient to clothe 800 people. The station is in direct telegraphic communication with Sorrento, and is furnished with two Wheatstone's Alphabetical Dial Instruments, each consisting of

communicator indicator, and bell. The buildings and appliances of the station are in good order.⁵⁴



Figure 12 View of the Quarantine Station, 1877. From left to right the image shows: the flagpole, Hospital No.1, Hospital No.2, the bedding store (original hospital), surgery, and the jetty.
Source: State Library of Victoria.



Figure 13 c.1920s/30s view of the Quarantine Station clearly showing the stone surgery in the foreground.
Source: Devereux-Gray album, courtesy Point Nepean Community Trust.

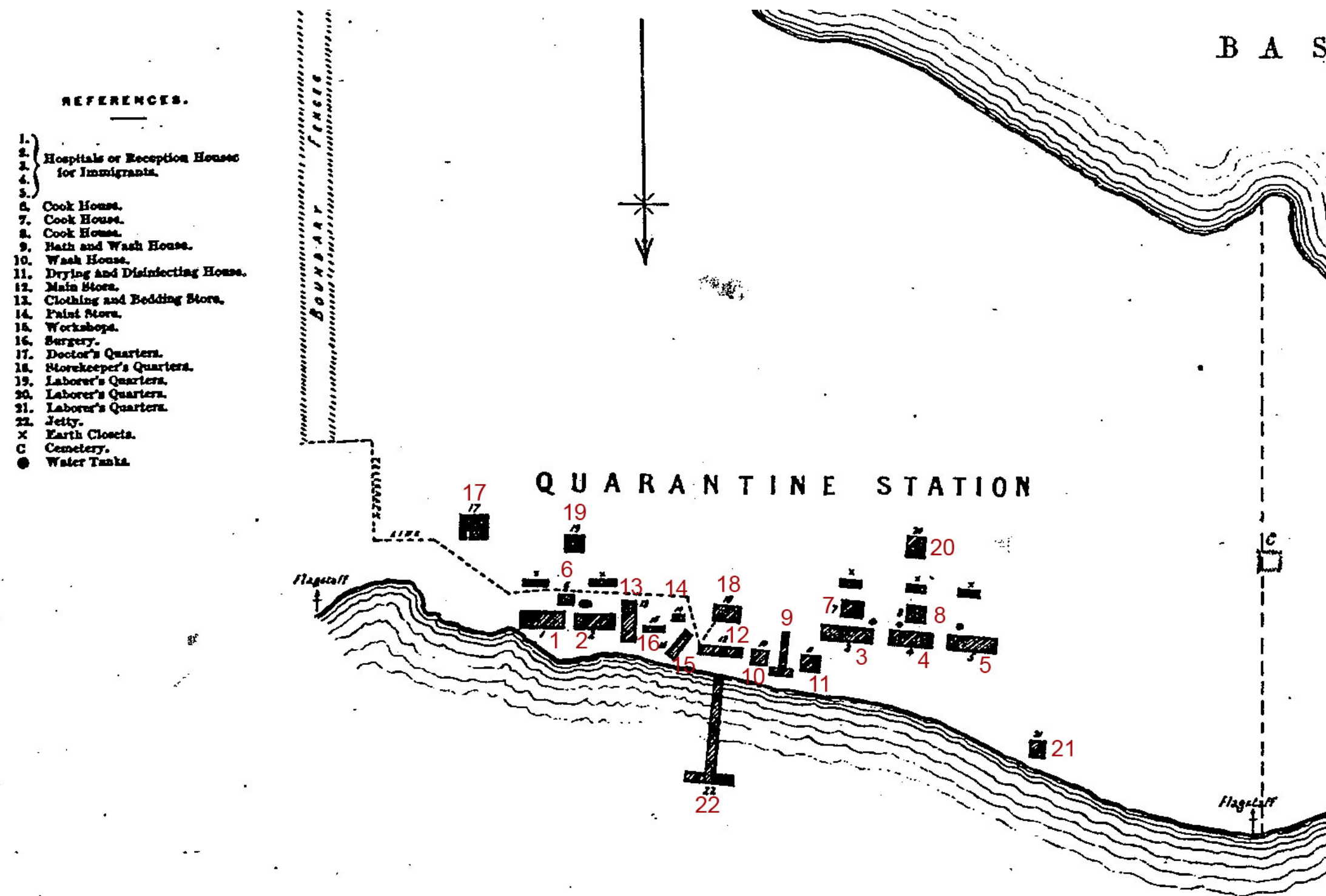


Figure 14 Detail from a map of the Sanitary Station, Point Nepean which accompanied the 1875 Annual Report to the Victorian Parliament. Note that the scale and placement of the buildings is indicative only.
Source: State Library of Victoria.

Putting the station to other uses #1

The sporadic usage that the Quarantine station received also led to the opportunistic use of the facilities in April 1867 to accommodate a large number of children from the Industrial School at Princes Bridge, suffering from ophthalmia – a virulent form of eye infection.⁵⁵ Initially 120 children were transported to the station with the number soon growing to in excess of 300. Several children while resident at the station contracted other diseases including scarlet fever and measles. During this period the station also operated as a convalescent home and school with a portion of Hospital No. 5 – later the Isolation Hospital – used for this purpose. Known as the Point Nepean Industrial School, the facility operated as such for a little over a year, closing at the end of May 1868.⁵⁶ The opportunistic use of the station during times of low occupancy also occurred in the early years of the twentieth century after the administration of Victoria's quarantine facilities had been transferred to the Commonwealth. This is briefly outlined at 2.13.

Further examination

In 1872 the station was subject to another Royal Commission and it was again recommended that the station be relocated, perhaps to Portarlington or Mud Island, off the coast of Point Lonsdale. A motivating factor was the perceived high value of the subject landholding, as areas of the Mornington Peninsula were being developed as large and desirable rural estates:

It was brought prominently under our notice that the land now used for a Sanatory Station is exceedingly valuable; that more ground is included within the quarantine boundaries (over 1200 acres) than is comprised in any other similar station in the world; that if sold the proceeds would be very considerable; that it is not isolated, as settlement is increasing every day on the eastern side, whither the prevailing winds blow; that from its size, it is difficult to guard from intrusion or against escape when disease prevails there; and that, while the boarding officer lives at Queenscliff, the quarantine station being situated at the opposite side of the Bay, it is difficult to remove from the public a feeling that quarantine is unnecessary, and if necessary that it is not uniformly strictly observed in Victoria.⁵⁷

It is not known why the Government did not act on these recommendations.

2.12 Subsequent Development – the Third Phase: 1876-1899

Early in 1874 telegraphic communications were established between the station and Melbourne. Prior to this, messages had to be taken by boat to Queenscliff for relay to Melbourne. Initially the installation of the service was viewed by residents of Queenscliff who feared that disease could also be transmitted by the wires. It is assumed these fears were swiftly allayed. The introduction of the service meant that relatives and friends of passengers were quickly alerted when ships were detained and communication could be made with the unlucky incumbents.⁵⁸ Many people subsequently visited the station boundary, as previously, calling out to their relatives and friends, and the arrangements were the subject of several amusing images in later years. The *Australasian Sketcher* published a series of engravings outlining some of the activities undertaken by the unlucky passengers of the *Garonne*, detained at Point Nepean in January 1882, due to an outbreak of smallpox to while away the time.⁵⁹

At this date, and as Figure 15 illustrates, visitors could call from quite a close distance, supervised by a police officer. In later times a double fence arrangement enclosing a forty foot 'no man's land' was imposed (Figure 21).



Figure 15 'Sketches at the Quarantine Ground', January 1882.

Source: State Library of Victoria.

In May 1874, the area was struck by a violent storm which caused damage to the station buildings. The Superintendent James Walker initially telegraphed to the Chief Medical Officer, then followed this communication with a letter which gave an outline of the damage:

At daylight the gale seemed to be at its worst. At this time nothing had gone wrong with the buildings but between 9 and 10 o'clock half of the drying house verandah was blown down and the ridging of the wash house lifted. Directly afterwards about sixty feet of lead and numerous slates were blown off the main roof of no. 4 Hospital and some sheets of zinc off the balcony roof while myself and the men were trying to secure the remaining portion of the drying house verandah from being blown down, nearly the whole of the lead was stripped off the main store, carrying with it a portion of the zinc roofing. At one time it seemed impossible to prevent the whole roof being blown into the sea, but by working in the storm we managed to prevent any further damage being done to it.⁶⁰

Damage to the buildings was painstakingly repaired over the following months.

Over the next couple of decades, some changes to the station buildings were undertaken and a few new buildings were also constructed.

Initially the hospital buildings were not allocated or arranged in accordance with the class structure of the vessels in which the passengers had travelled; those who were ill or showing signs of the effects of disease were accommodated in the hospitals on the rise while first class passengers detained for precautionary reasons were, at least until 1864, usually accommodated aboard ship. The second and steerage class passengers who were retained for precautionary reasons were accommodated in the three hospital buildings on the flat. Subsequently the buildings were allocated along class lines with Hospital No. 1 being occupied for first class passengers and included a dining room and ante-room for use of the residents; the adjacent Hospital No. 2 was for second class passengers who ate in their rooms. Hospital Nos 3 and 4 on the flat were for steerage class passengers who also took meals in their rooms. Following these changes in use, Hospital No. 5 consequently became the isolation hospital where those afflicted by disease were accommodated, again taking their meals in their rooms.

In the mid-1880s Hospital No.5 was formally converted for use as an Isolation Hospital, with lavatory and laundry additions to the building as well as the construction of a free-standing timber kitchen building. A number of changes were also made to Hospital No. 1 for its conversion to first class passenger accommodation. To this end, in 1884, a new kitchen building was constructed behind the hospital, and the internal layout was altered to provide separate bedrooms and a dining hall on the ground floor. Lavatories (earth closets) were appended to the southern end of the building, infilling the verandah (Figure 16). In 1889 a cottage for the boatman was erected near the entrance gate.

Despite these works, a serious incident in 1897 would test the station, exposing weaknesses in its dealings with quarantine detainees and subject it to significant criticism. In April 1897, Dr. Couper Johnson, at that time Superintendent of the station received notification by telegram that the *RMS Himalaya* had been boarded in Adelaide and a single case of smallpox had been identified. Over following days the number of passengers and crew to be landed grew in number until over 100 people – a combination of first class, second class and stevedores as well as several stewards to assist – descended on the station on the evening of Wednesday 21 April. The *Argus* on the following Monday published a letter written by

Lieutenant-Colonel A Sadler, one of the offloaded passengers, outlining in detail an account of the reception afforded to passengers at the station. The letter described many shortcomings, including the lack of dining facilities for second class passengers who ate in the anteroom to the first class dining room, and Dr Johnson's refusal to allow passengers to have access to their baggage to collect night attire, until threatened by an immediate telegraph to the *Argus* (at which point he acquiesced).

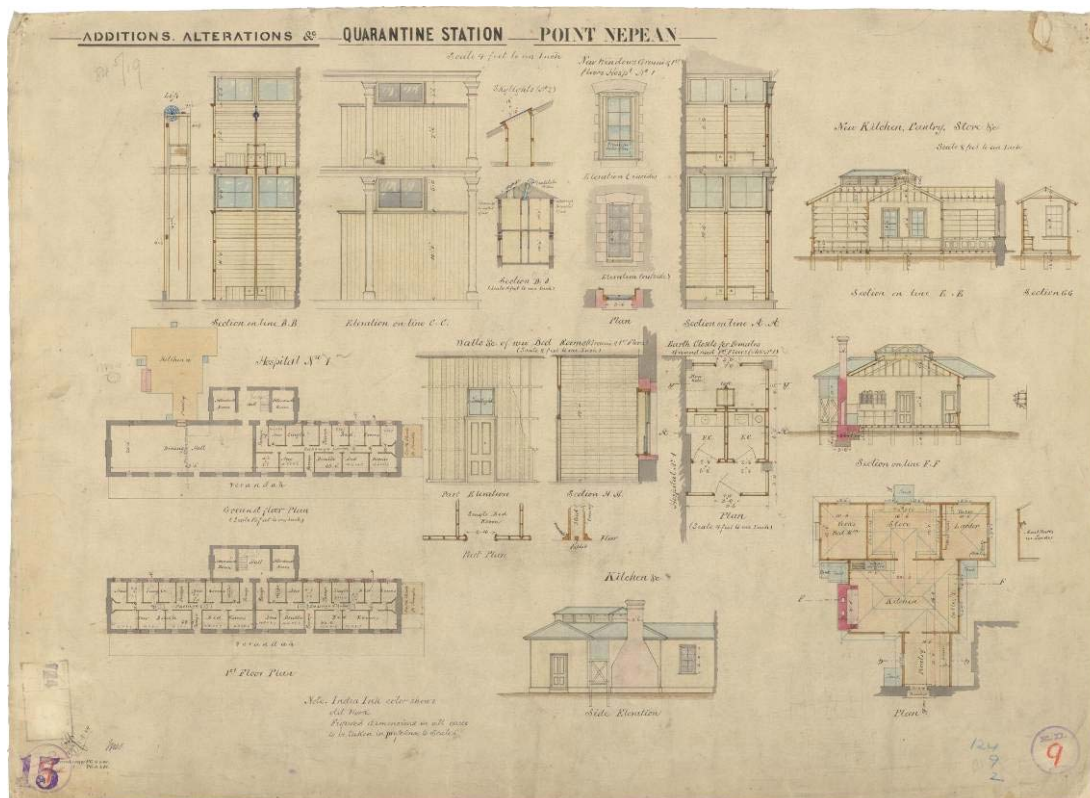


Figure 16 Additions and alterations to the Quarantine Station, June 1884. This drawing details the conversion of Hospital No. 1 for first class accommodation.
Source: National Archives of Australia.

Perhaps most damning, especially in the light of efforts to improve hygiene and counter the spread of disease in the years after the first Australian Sanitary Conference of 1884, the letter also noted:

There was no water in many of the rooms and no soap. In some rooms there were pieces of soap left by the last occupants (presumably the *Ninevah* passengers), so that not only do the officials not take the necessary steps to prevent sickness, but by their gross carelessness actually do their best to cause an outbreak.⁶¹

A flurry of official communications resulted in Dr Johnson being forced to explain his actions and to address a series of issues raised by the detainees. While the fracas ended with many detainees signing a letter in support of Dr Johnson, the issues of lack of decent accommodation and facilities which allowed a degree of comfort to all, regardless of their shipboard 'class' and improved facilities for disinfection of property and person would need to be addressed. Part of the problem may also have stemmed from the enforced period of detention (and boredom) as those vaccinated were held until their results were returned.⁶²

The last building to be erected on the station in the 19th century was actually the third to have been built for the purpose of housing the Medical Superintendent (Figure 17) and once again appears to have incorporated parts of the earlier structures.

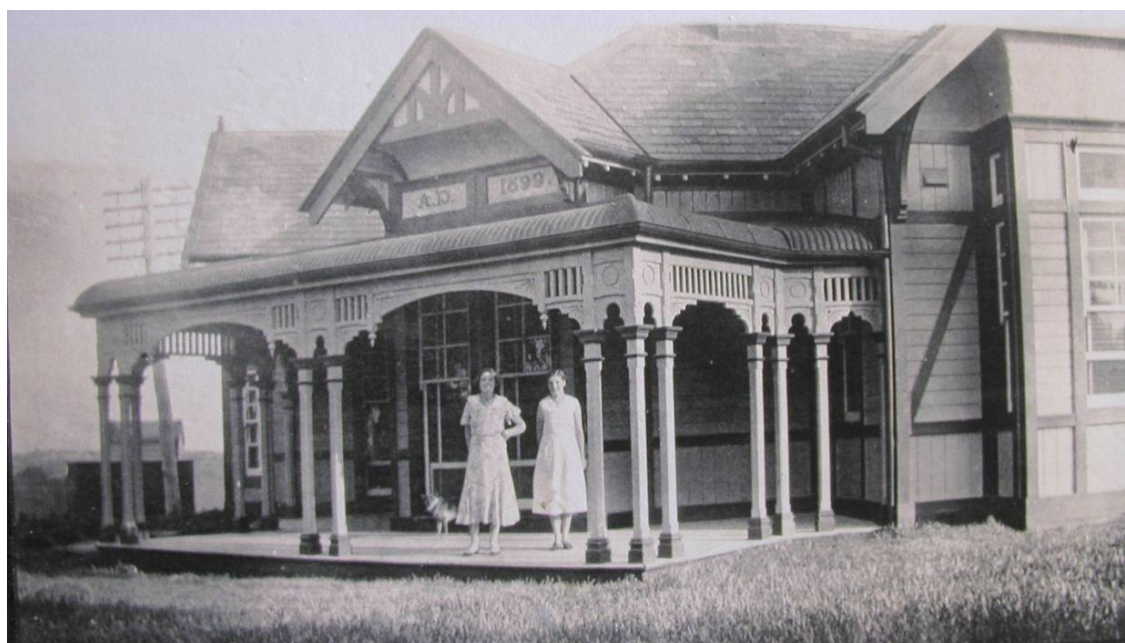


Figure 17 Sylvia and Stella Kendall, daughters of Sebastian Kendall, Officer-in-Charge, 1911-1914 on the verandah of the Medical Superintendent's Residence, c. 1930. Source: Devereux-Gray album, courtesy Point Nepean Community Trust.

2.13 A Period of Significant Growth – the Fourth Phase: 1900-1925

At the turn of the century the first significant upgrading of the station was undertaken - and the last by the Victorian government - in the form of the construction of a large disinfecting and bathing complex. Passengers as well as their goods and luggage were now subject to a form of disinfection.

No other quarantine facility in Australia appears to have undergone similar development, despite the threat of plague, which had reappeared in Hong Kong in 1894 and Bombay in 1896. Two factors which may have been responsible for this situation were that other colonial Governments were lax in their approach due to the impending Commonwealth control and responsibility for quarantine, and that Victoria was especially fortunate in that Dr D Astley Gresswell, head of the Department of Health, was vitally concerned with these issues. Historian Shane Power has written that the Victorian reaction to overseas developments and the threat of plague, as manifested in the new facilities, was probably due to Gresswell's influence.⁶³ In addition, and closer to home, it could also have been that the issues relating to the recent detention of the *Himalaya* (as outlined above) may have expedited the construction of appropriate bathing and disinfecting facilities.

The disinfecting and bathing complex adopted a new palette of materials - that of red face brick - and its appearance seemed to signal a break with old methods and facilities of previous years.⁶⁴ The complex consisted of a brick disinfecting building - including the boiler, two brick bathing blocks and a timber luggage receiving store.

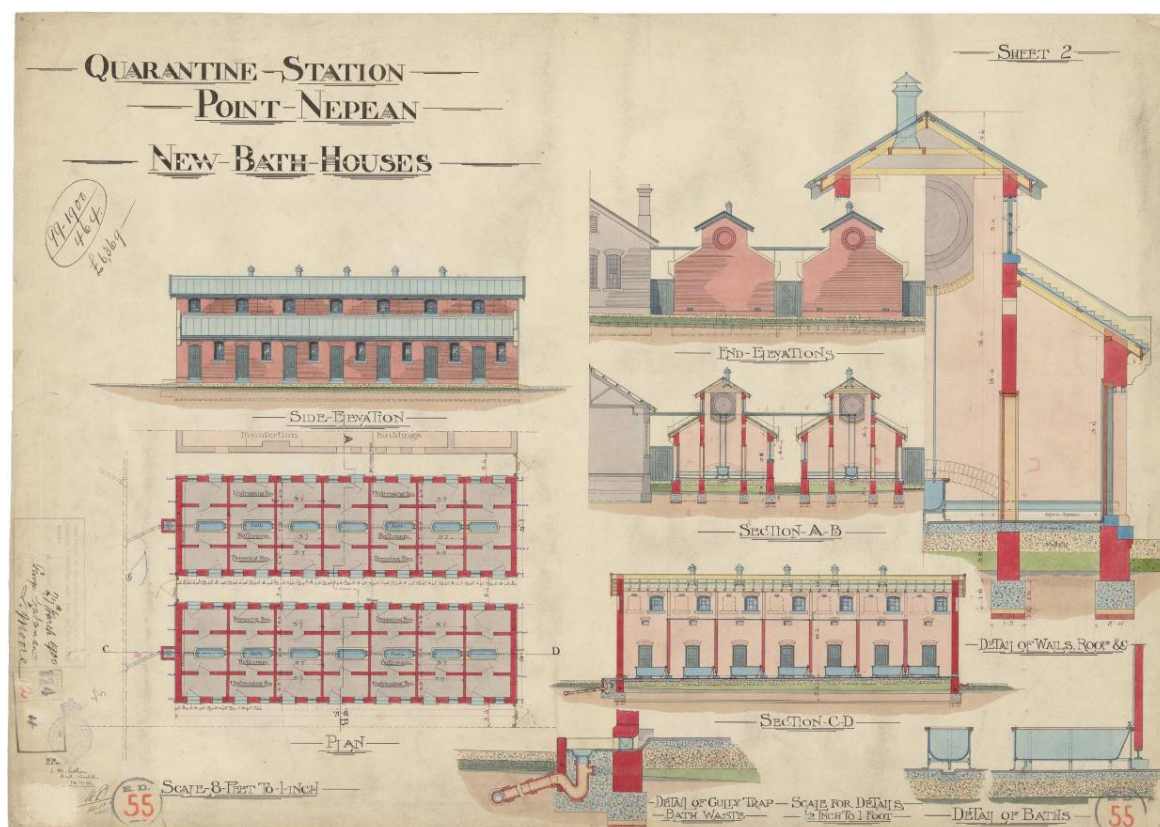


Figure 18 New bath houses designed by the Department of Public Works, 1899-1900.

Source: National Archives of Australia.

The new buildings augmented the 1866 stone wash-house and replaced the former drying house and boiler. Subjects entered the bathhouse building through one door, discarded their clothes which were removed for disinfection and washing, bathed and then exited through another door, after putting on clean garments, which had been left waiting in the dressing room for this purpose. In 1908/09, a timber kitchen building was appended to Hospital No. 2 as part of its upgrade to form improved accommodation for second class passengers. This kitchen building, one of the last works documented and funded by the Victorian government, would be a short-lived facility – it was superseded by 1916.⁶⁵

These works would be the first of a period of significant change at the station, the pace of which accelerated after it came under formal control of the Commonwealth government into the ownership of the new Commonwealth government in March 1901.

Putting the station to other uses #2

Despite the transfer of authority to the Federal government, the Victorian government was still allowed to make other use of the buildings (which during the late 1900s were again apparently underutilised), and in both 1909 and 1910 accommodated one of its summer schools for teachers, conducted by the Education Department:

No fewer than two hundred and fifty of the state school teachers of Victoria formed one of the summer schools which has become a pleasant progressive part of our educational system....The school this year was held in the quarantine grounds of Point Nepean, where splendid airy dormitories lie through the year happily unused; where there are fine

buildings for lecture-halls – everything that student or tourist can desire. The spot is in all senses ideal, and the director of Education was fortunate in thinking of it. One hundred of the students at the summer school were lady teachers, and the pier was the divisional point between the men's and women's quarters. This was another advantage in the quarantine ground as the site for a summer school. The different dormitories could be set apart for the sexes, and complete privacy ensured.⁶⁶

Photographs which accompanied reports of the success of the summer school in the *Weekly Times* and the *Australasian* provide evidence of the form of the station during these years – prior to the ambitious programme of building works which would soon ensue (see Figure 19, Figure 20, Figure 28). Figure 19 and Figure 20 also show that there were timber picket fences between Hospital Nos 3 and 4 as well as a solid timber picket fence effectively dividing the station into two halves. The fence is believed to have existed prior to this temporary use, and, while its use cannot be definitively understood, it may have been used to segregate the social classes and put to use to separate the sexes during the summer schools.

The summer school was deemed a success and repeated the following year. In April 1910, several weeks after the last of the school attendees had departed for their classrooms, the *Otway* was detained at the Quarantine Station due to an outbreak of smallpox. An article published in the *Weekly Times* provided an account of the detention, and as shown at Figure 15, relatives and friends again made an amusing sight, calling across the fences at the police enclosure at the entrance to the station (Figure 21).

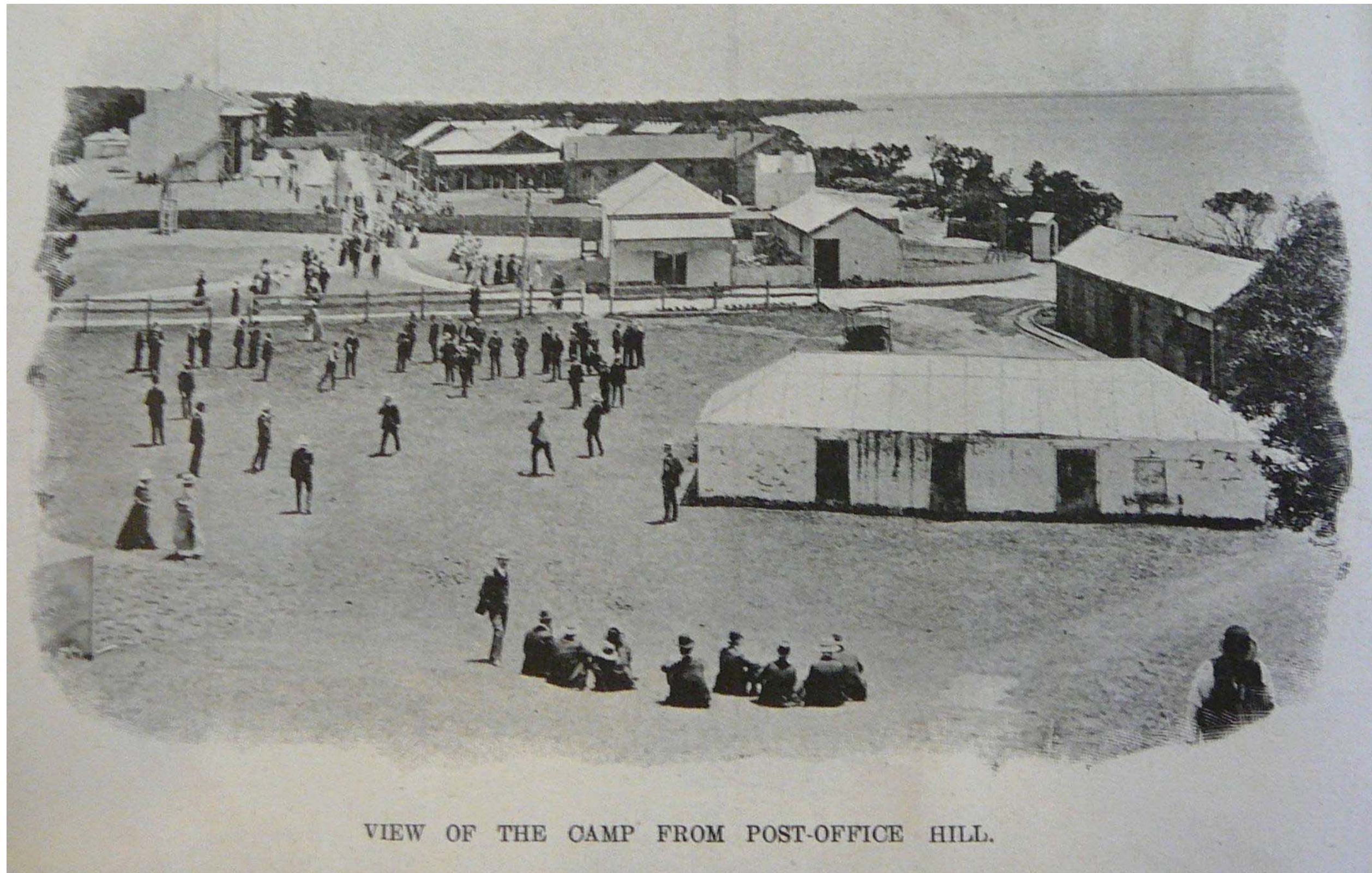


Figure 19 The Summer School, 1909. The building in the centre foreground is Sullivan's hut, soon to be demolished. Note the bathing complex in the middle background, before the construction of the boiler chimney, and the solid fence, put to use to segregate the camp's attendees by gender. The tramway is also visible at right of picture.
Source: State Library of Victoria.



Figure 20 The Summer School, 1910.
Source: State Library of Victoria.



Figure 21 The Quarantine Station during the detention of passengers of the 'Otway', April 1910. The caption to the top picture reads: 'People in Quarantine conversing with friends – the arrangement is that visitors remain at the outer boundary, while those in quarantine are restricted to the inside fence. Conversation is carried on across the forty-feet lane between the fences'.
Source: State Library of Victoria.

The Commonwealth assumes control

Despite the proclamation of the Commonwealth in May 1901, the implementation of quarantine procedures and the administration of the Point Nepean station, as shown above, remained under the control of the Victorian Government for several years. The land however, had been promptly transferred to the Commonwealth, taking effect on 1 March 1901. The transfer was from the Crown in right of the State of Victoria in consideration for payment by the Commonwealth of the sum of £69,909.⁶⁷

In 1909 the *Commonwealth Quarantine Act* was proclaimed and with the assumption of responsibility came an ambitious programme of upgrading of facilities over the next decade, building on those of the Victorian government, particularly in the early years of the new century. These were made in accordance with the recommendations of Dr W Perrin Norris, the first Commonwealth Director of Quarantine. Dr Norris had previously been the Chief Medical Officer for Victoria, having assumed the position from Dr Gresswell.

After the Commonwealth assumed control of the site, the disinfecting and bathing group of buildings was increased with the addition of a clean luggage store, waiting room and an additional shower block. The clean luggage store was also later extended, and an extensive tramway system installed – visible at Figure 19 – and a second disinfecting chamber installed.

Physical change

During this period several of the station's earliest structures, including those which were pre-existing, were demolished. These included Patrick Sullivan's original cottage, which featured prominently in Figure 19, the stone store and wooden hospital, by this date utilised as a bedding store (visible in Figure 28), and the storekeeper's quarters.

A November 1915 sewerage plan for the site (held in the National Archives of Australia) indicates the position of the new dining room and kitchen wing, centrally located between Hospital Nos 1 and 2 (Figure 22). The plan also shows that the bedding store was still extant at this date. Most interestingly, it shows the outline of Hospital No.1, annotated 'Demolished Hospital no.1'. A site plan of Hospital No.1 dated 9 February 1916 is annotated 'Proposed No. 1 Hospital' (Figure 23). This depicts the intended site of the new building, with the drawing annotated 'Leave 20' [feet] between cliff and corner'.

A later pencil outline suggests that this was not practicable, and the alignment of the hospital was therefore skewed considerably and built much closer to the dining room wing than originally planned. The design of the new dining room adopted a simple pavilion form which would also be utilized in the design of a new administration complex, which replaced the former storekeeper's quarters in 1916, possibly enclosing the original structure within its walls.⁶⁸

A new timber isolation ward and associated administration building was also added to Hospital No. 5, and a timber dining room and kitchen building, of more modest scale than that built behind the hospital buildings on the hill, was constructed to service Hospital Nos 3 and 4. The Station was generally 'completed' by the mid-1920s to its present form, save for the later Army buildings.

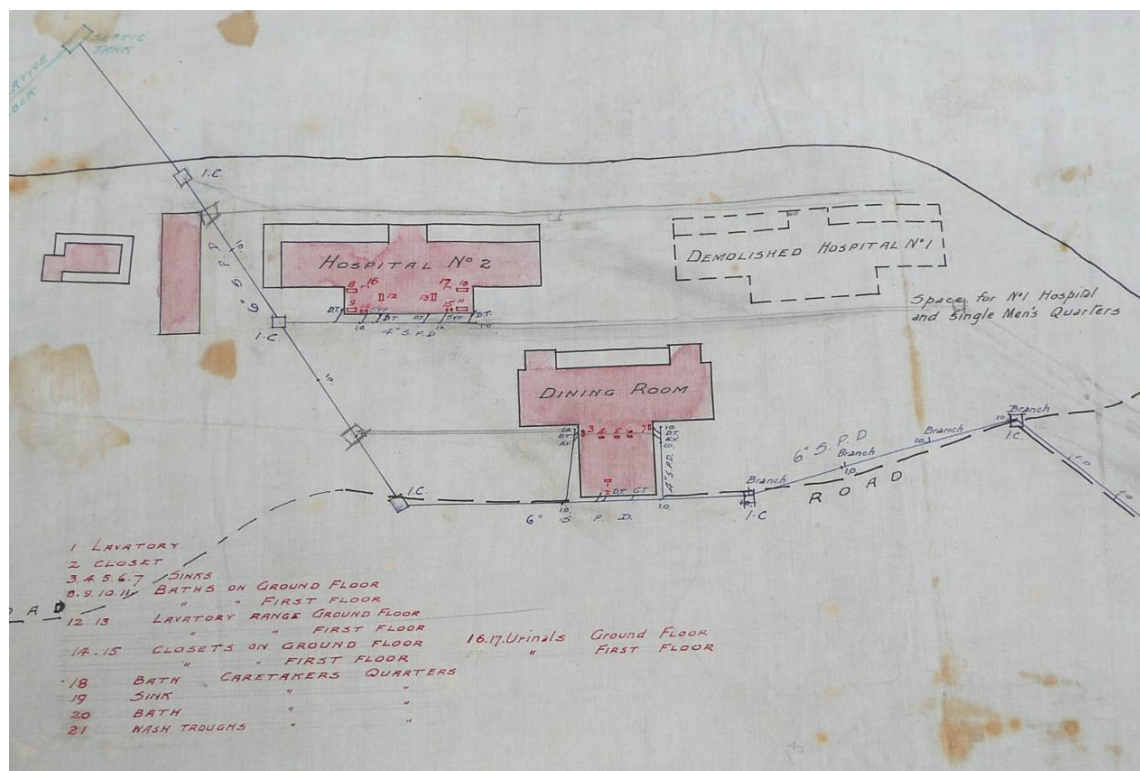


Figure 22 Detail from Quarantine Station Nepean, Sewerage Plan – Dining Room, Hospitals 1 & 2, Caretaker's Quarters, dated 22 November 1915.
Source: National Archives of Australia.

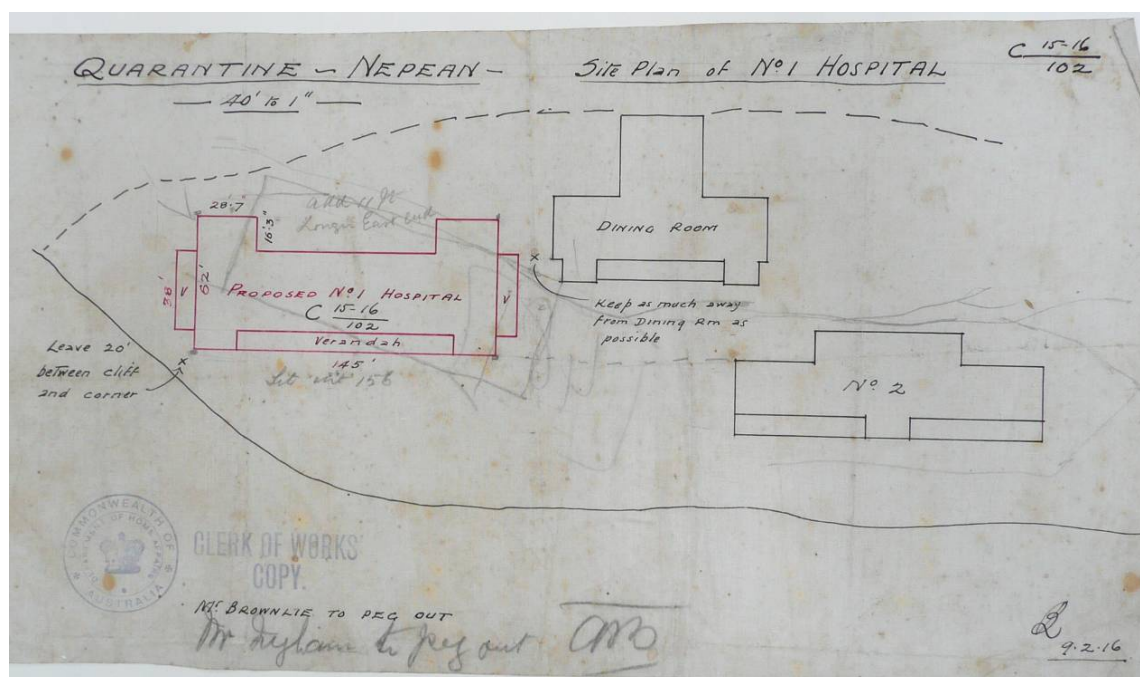


Figure 23 Site plan of No. 1 Hospital, dated 9 February 1916.
Source: National Archives of Australia.

The influenza pandemic

Originating during the final months of the First World War, and spreading rapidly through military personnel already weakened by the strain of combat, the Spanish 'flu spread with rapidity. The first cases were detected at Fort Riley, Kansas in the United States, and subsequently in Queens, New York. The epidemic then came on in three virulent waves, between March 1918 and June 1920. Its reach was virtually global, spreading even to Pacific islands and the Arctic. It is estimated that more than 60 million people died from the disease. In Australia, more than 12,000 deaths occurred.

In New Zealand the disease was first detected in October 1918, and despite strict maritime quarantine procedures, the disease was first detected in Australia in early 1919.⁶⁹ Returning servicemen were considered to be particularly at risk and at the Quarantine Station twelve timber emergency huts, each accommodating 32 people, were erected in 1919. The working drawing was drafted in March 1919, and the contract signed on 15 April. The contract details (Figure 24) are annotated 'The whole of the works to be completed and delivered within five weeks from date...The delivery of 1st hut to be made within ten working days from date.' This underscored the urgency of the situation. An aerial photograph of c.1922 shows the isolated location of the huts in relation to the other station buildings, including from the Isolation Hospital itself (Figure 26).

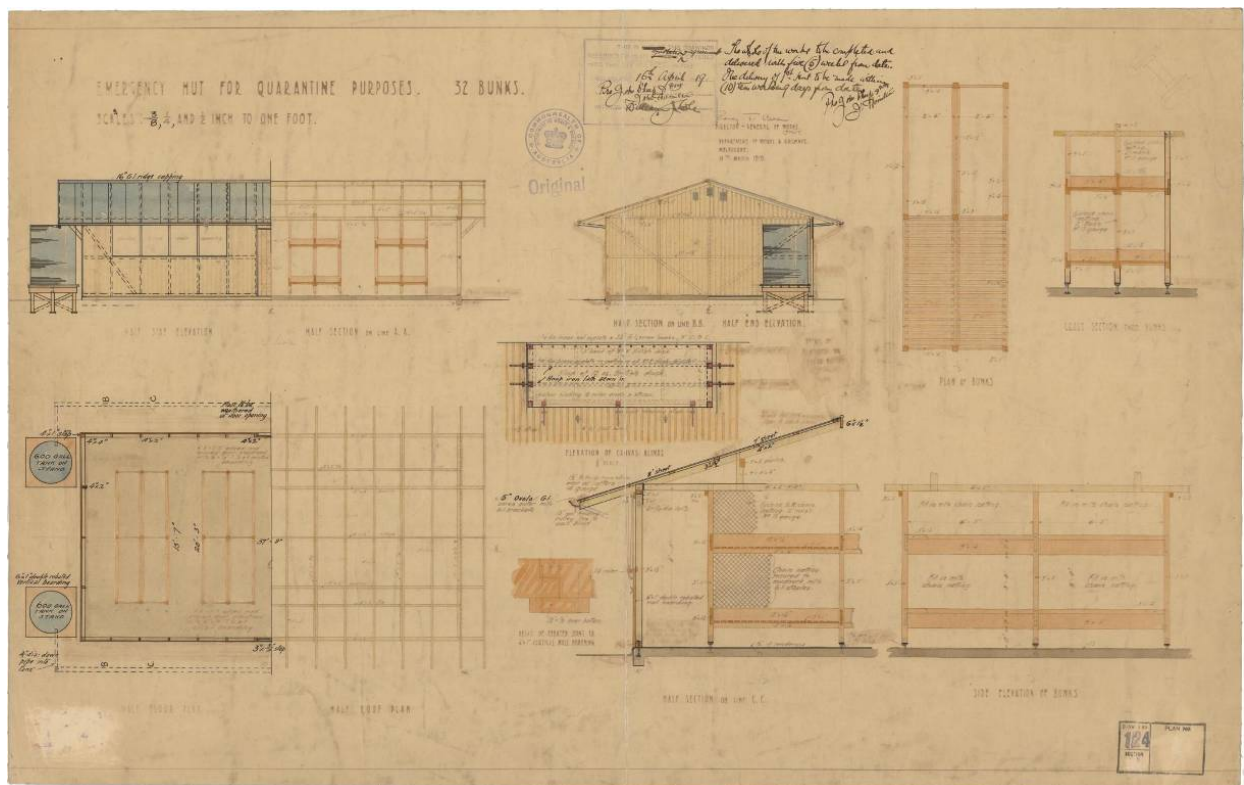


Figure 24 Emergency huts for Quarantine purposes, March 1919.
Source: National Archives of Australia.

The station landscape

The two aerial images shown at Figure 26 and Figure 27 provide evidence of both the landscape and layout of the station in the early 1920s, after the completion of much of the Commonwealth's ambitious building programme. The path layout in the vicinity of the present-day Parade Ground appears to be centred around a flagpole, and the row of Monterey Cypresses in front of the Administration buildings as well as the Bogle Road avenue have yet to be planted. The comparatively treeless setting of the hospitals, particularly Hospital Nos 3 and 4 on the flat contrasts strongly with the Isolation Hospital and Hospital No.5 which are set in a (walled) garden setting, presumably to provide to ensure a pleasant setting for those confined within. This clear open landscape was a noted characteristic of the station grounds for many years.

Figure 26 also shows clearly the 'desire lines' or walking paths which criss-cross the flat. Subsequently, one would be formalised as Bates Road, separating the hospital buildings from their attendant kitchen and dining rooms.

Attempts were made during this period to address the issue of the open landscaping around the station's buildings; correspondence files held by the National Archives of Australia relate to an ambitious planting programme in 1926. A memorandum sent by M Holmes, Director of Marine Hygiene to S Kendall, Officer in Charge of the station in August 1926 enclosed a packet of seeds for the propagation of West Australian Flowering Gums (*Euc. ficifolia*). Instructions for planting were enclosed as well as the suggestion of planting them in the form of avenues as well as on the rising ground behind the station buildings. A letter in response to the Director, accompanied by a rough plan suggested a more ambitious planting

programme including along the north side of the main road from Hospitals No.1 and No. 2 to the Administration Block, five avenues or rows of trees, 25 feet apart in the vicinity of the isolation huts and along the eastern boundary fence (Figure 25). It is not known whether the planting programme was proceeded with, or whether the species selected did not survive in the environment. Major J H Welch's history of the station also outlined the more recent efforts to introduce new plantings, as an aspect of the Army use of the station (Figure 29):

...the Army has established many gardens and lawns which greatly enhance the natural beauty of the locality. In the period May 1965 to October 1966 some 3000 pine trees and in excess of 2000 eucalypts, she oaks, bottle brush, casuarinas and other native trees and shrubs were planted as windbreaks and aesthetic improvements.⁷⁰



Figure 26 Aerial photograph of the Quarantine Station, c. 1922. The huts constructed to address the influenza pandemic of the late 1910s are shown lined up at centre left.
Source: National Archives of Australia.



Figure 27 Aerial view of the Quarantine Station, c. 1922, looking north.
Source: National Archives of Australia.

2.14 The Army as Occupants – the Fifth Phase: 1950-1998

Little development or change took place at the station after the programme of growth which accompanied the Commonwealth's assumption of control.

Officer Cadet School

In January 1952 the Australian Army, with whom the Quarantine Station shared the broader Point Nepean, was granted occupation of some quarantine buildings on a temporary basis to facilitate the development of the Officer Cadet School. The latter was intended to train and produce career officers for the Army, and was established at a time when the Army had overseas commitments, especially in Korea. The facility was also used to train cadets from other countries around the Asia Pacific region. The Cadet School went on to play an important role in Australia's post World War II military history, with approximately 3,000 graduates who became career officers with the Australian Army, many involved in overseas conflicts and peace-keeping missions.⁷¹

The Army had occupied strategic land at Port Phillip the Heads since the early 1880s, with a garrison and fort constructed at the Point Nepean Head and similar facilities across the Bay at Queenscliff. Fortifications at Point Nepean were manned until the end of World War II, at which time the facility was largely dismantled with salvageable building materials stripped from the fort and sold. From time to time the Army reserve area was also used for military camps and training, and particularly from the 1950s on the 'Range' area where training facilities were established by the Army, to assist with the combat and skills training of students in the Officer Cadet School.⁷² The training facilities outside the Quarantine Station area included the Unit Range, 25 Metre Range, 300 Yard Range, Grenade Range, Anti-Tank Range and the Spectator's Ridge Range. Some structures, such as stores and a Range area control tower were also built by the Army.⁷³

The initial period of occupancy for the Officer Cadet School was for a few months only, with the expectation that the Army would find a suitable location elsewhere. This did not eventuate however and in 1954, 776 acres were transferred to the Army for a nominal cost of £1 per acre. By this time, the Quarantine Station was only infrequently used, its role declining in part due to the rise in air travel (and hence the reduction in travel time to Australia).

The agreement between the Army and the Commonwealth Department of Health allowed the latter to retain control of Hospital No.2, the Isolation Hospital, the boiler and Disinfecting House, and several other buildings, for quarantine purposes; the Army also agreed to vacate the station buildings on 24 hours notice, should they be required for quarantine.

In the early 1960s the Army began to make its mark upon the built form of the former station, constructing additional facilities to support the officer training facility. Two barrack-style accommodation wings were built – No. 3 Officer Cadet Barrack in 1963, adjacent to Hospital No. 2 (the placement of which disrupted the linear north-south line of the hospital buildings, see Figure 28) and No. 4 Officer Cadet Barrack in 1965. A large hall and library building, named Badcoe Hall was also erected at this time, adjacent to the Administration Building, looking over what became the Parade Ground. Major Peter Badcoe was strongly associated with the Officer Cadet School, where he did his initial officer training, and was one of Australia's four Victoria Cross recipients from the Vietnam War.⁷⁴

The present-day entrance gates and guard house as well as the gymnasium were erected in 1963 and 1965 respectively. In total, over £300,000 was expended over the construction period, equipping the School, also known as Norris Barracks.⁷⁵ The latter name was in fact applied to the whole of the Army occupied area, including the adjoining training 'Range'.

During this period the school trained officers for service in Vietnam, and in January 1967, a formal visit was made to the School by Air Vice-Marshal Nguyen Ky, the Vice-President of the Republic of South Vietnam and Madame Ky, accompanied by Prime Minister and Mrs Holt and Annabelle Rankin, the Minister for Housing; during this visit the President laid a wreath at the school's memorial (Figure 30).

In 1970, the new Melbourne airport opened at Tullamarine and with it international arrivals and departure terminal facilities. As a result, passengers unable to tolerate or who refused to undertake smallpox vaccination were accommodated at the Quarantine Station. To meet this demand, additional modern accommodation was constructed in the form of the F E Cox Block (1972) and the J H L Cumpston Block (1974), informally known as Cox and Cumpston Cottages respectively. Coinciding with the commissioning of the latter, new arrivals were subsequently accommodated at Fairfield Hospital, thus rendering the period of use of the new facilities short-lived.⁷⁶ They subsequently became Army residences.

In 1980, the Commonwealth declared the station surplus to requirements and closed by proclamation on 2 August 1980.⁷⁷

The Army continued to conduct the Officer Cadet School, until relocating in 1984 to Canberra, to form part of the newly-established Australian Defence Force Academy.

Army School of Health

Subsequent occupation of the station was by the Army School of Health from February 1986 for just over a period of 10 years.⁷⁸ This facility trained defence medical personnel and was the main establishment in Australia for the training of Army health officers. The School had previously been based in Healesville, from the 1970s. Amongst other crucial roles, Army 'medics' manned the field hospitals of the Australian Army when involved in combat.⁷⁹ Staff of the School of Army Health staff were both military and civilian, and conducted courses for officers and soldiers ranging from 15 days to three months in health and military related subjects. The facility was also a popular location for military conferences.⁸⁰

In 1998, the School relocated to Bonegilla. In 1998-99, the buildings were used to house several hundred refugees from Kosovo, offered asylum on compassionate grounds as a result of the Balkan conflict arising from the break-up of the former Yugoslavia (Figure 31). Finally, in June 2004 the care and management of this site was vested in the Point Nepean Community Trust, until its future transfer to the State of Victoria for inclusion in an integrated National Park for Point Nepean. This is intended to occur prior to June 2009.



Figure 28 The building shown here is the surgery and post office, photographed in 1909. To the right of the image is the bedding store – erected as the first (wooden) hospital in 1854.
Source: State Library of Victoria.



Figure 29 The landscaped area between the No.3 Officer Cadet Barrack and the Dining Room wing, c. 1964.
Source: Major J H Welch photograph album, courtesy Point Nepean Community Trust.



Figure 30 Visit of Air Vice-Marshal Nguyen Ky, to the Officer Cadet School, January 1967.
Source: Herald and Weekly Times collection, State Library of Victoria.



Figure 31 Kosovar refugee child on the Parade ground, Point Nepean Quarantine Station, 1999, photographed by Emmanuel Santos.
Source: State Library of Victoria.

3.0 PHYSICAL DESCRIPTION

3.1 Introduction

The former Point Nepean Quarantine Station is located in a larger area known as Point Nepean which comprises approximately 530 hectares (some 1300 acres), and forms the western end of the Mornington Peninsula. Point Nepean, together with Point Lonsdale to the west, constitutes the heads at the entrance to Port Phillip Bay.

The Quarantine Station and surrounds, which is the study area for this CMP, comprises approximately 130 hectares. In the centre of the site is the former Quarantine Station/Norris Barracks complex of buildings and landscape elements. The area extends along the Port Phillip Bay frontage of Point Nepean from the eastern boundary with Portsea township to an area west of Observatory Point - the location of a cattle quarantine area and other remote quarantine activities. Defence Road provides the southern boundary and Port Phillip Bay the northern. There are a number of main components within this land area:

- The 90 hectares former Quarantine Station - the central core of quarantine buildings and surrounding land including the cliffs abutting Police Point, lying landward of the high water mark and north of Defence Road.
- The Remote Area - the western most functional quarantine area which includes:
 - The Cattle Quarantine area and 1854 Point Nepean cemetery; and
 - The site of the former Leper Station.
- Police Point - the eastern most functional Quarantine Station area which includes the Police Point Shire Park (17 hectares).
- The Quarantine Anchorage area in Port Phillip Bay which abuts the original Quarantine Station, seaward from the high water mark (the anchorage area is included in the Victorian Heritage Register extent of registration, VHR 2030).

3.1.1 Structure of chapter

This chapter is divided into three principal sections:

- Buildings and structures (built form)
- Landscape (vegetation, road and pathways, landscape elements)
- Historical archaeological elements (known and potential archaeological sites)

3.2 Buildings and Structures

3.2.1 Phases of Development

The Point Nepean Quarantine Station's evolution and growth can be separated into five phases of development and construction:

- Pre-1856 period
- 1856-1875 period
- 1876-1899 period

- 1900-1925 period
- 1950-1998 (Army involvement) period

Pre-1856 period

The Point Nepean Quarantine Station retains in the form of what is known as the Shepherd's Hut (Building 7), evidence of habitation on the site which predates the establishment of the Quarantine Ground in late 1852. There were other buildings related to the use of the site by resident settlers and lime burners in this early period, but these have been demolished. Building 7 therefore provides evidence of the earliest phase of building on Point Nepean, not only within the Station grounds but arguably upon the Mornington Peninsula. This sole structure today represents the pre-1856 phase of the station's evolution.

1856-1875 period

While the first Station buildings – including a timber hospital, a stone store, and a stone surgery – erected in the wake of the *Ticonderoga* crisis have been demolished, four of the five hospital/dormitory buildings constructed of locally quarried stone in 1858-9 are still extant (Buildings 4, 16, 21 and 25); Hospital No. 1 was demolished and rebuilt in 1916. These buildings, together with Pikes cottage (1857 - Building 1035), the stone kitchen building (1858/9 - Building 21) behind Hospital No. 4 and Heaton's Monument (stone memorial of 1856), therefore represent the initial phase of construction at the site. Subsequently, the stone Bath House and Wash House (Building 59) were constructed in c.1866 and an additional kitchen (Building 15) was constructed behind Hospital No.3 in 1869.

The hospital buildings were an ambitious and considerable achievement of the early years of the Colony of Victoria particularly in view of their isolated location. The buildings, due to their scale, form and siting, also continue to stand out within the Quarantine Station context.

In terms of the quarantine procedures and practices during this early period,⁸¹ the following is also noted:

- A vessel entering the Heads was boarded by the Health Officer, stationed at Queenscliff.
- If the ship had a case of infectious disease on board, or one had occurred during the voyage, or the ship had sailed from a proclaimed infected port, the ship was sent to the quarantine anchorage at Portsea.
- The sick were landed and placed in hospital. Hospital No. 1 was used in this early period for treatment of sick passengers, possibly also supported by Hospital No. 2. The hospital buildings on the flat, at some distance from the eastern hospitals, accommodated healthy passengers under observation. Other buildings of this period included kitchens, staff quarters and police accommodation (emphasising the need to maintain security), and bathing and washing facilities.
- All clothing and bedding was disinfected by passing through boiling water or through a hot-air chamber after 1864 (the latter has been demolished).
- The ship was thoroughly cleaned, including being washed over with a solution of chloride of lime or zinc.

Ships were generally only detained for a couple of days, with healthy passengers kept on board ship. With a serious outbreak of disease on the voyage all passengers were sometimes landed and quarantined on land for observation.

The period of detention was determined by the Chief Medical Officer on the advice of the Surgeon Superintendent of the Station.

Disinfecting was always carried out on the flat close to the jetty, the first point of contact with the Station for the incoming passenger. Eating and laundry facilities, administrative and public offices, doctor's consulting room and stores were also generally placed in this area of the site.

The five accommodation wards (large hospitals) were well spaced along the foreshore, and in this way largely influenced the placement of the support buildings and the broader layout of the Station.

The doctor's residence and attendants quarters were sited away from the main complex of quarantine buildings. The former was on the site of Building PMQ1038 in the east of the site, with the existing building erected in 1899. Attendants' cottages were also sited away from the main compound and from the early decades of the twentieth century were concentrated inside the eastern boundary of the Station. This allowed for both segregation and ease of supervision of the Station.

1876-1899 period

This phase of construction and development is represented by a number of extant structures constructed of timber, rather than of stone as in the previous phase. Surviving buildings include a timber kitchen building (c.1885 – Building 26) behind Hospital No. 5, the Boatman's Cottage (1889 – Building 1040) at Police Point; and the Medical Superintendent's quarters (1899 – Building 1038), a fine expression of the Queen Anne Federation style, with its associated stable building. The present Building 966 also appears to incorporate a timber framed police barracks structure from either this, or the preceding, phase.

1900-1925 period

The quarantine practices and procedures generally changed little until the turn of the nineteenth century when the Station entered a new phase of development. This matched the 1856-1875 period in its scale and ambition, and introduced a suite of buildings constructed by the Victorian Government and also by the Commonwealth Government in its assumption of control in the early twentieth century. Similarly to the earlier phase, the surviving structures from this phase help to define the character of the Station today, through introducing buildings of distinctive form and function, and of a variety of building materials. The front section of the Administration Building (1916 - Building 10) and the Dining Hall for First and Second Class Passengers (1915/6 - Building 3) were constructed of brick, which was lightly rendered and painted in both instances; the main buildings of the Bathing and Disinfecting complex (1900 – Buildings 63, 64 and 84), among the last of the buildings constructed by the Victorian Government, were constructed of red face brick. The latter's landmark Boiler House chimney was constructed in red brick also (1916/17), but under the aegis of the Commonwealth Government. During this period, Hospital No. 1 was demolished and rebuilt in rendered brick (1916 – Building 1), on a larger scale, but in keeping with the adjoining Hospital No. 2. The Mortuary and Laboratory (1921- Building 67)

was also constructed of brick, since painted. The Inflammable Store (1916 - Building 12) is the only building on the site to have been constructed of reinforced concrete.

All other buildings were constructed of weatherboard and included the Foul Luggage Receiving Store (1900 – Building 61), the Clean Luggage Store (1910 & 1915 – Building 62), the Discharge Passenger Waiting Room (1911 – Building 58), the Isolation Administration and Ward buildings (c.1912 – Buildings 65 & 66), the Dining Room and Kitchen (c.1913 – Building 18) to the rear of Hospitals 3 and 4, a combined Post Office and Consulting Room (c.1913, relocated c.1925 – Building 13), Visiting Staff Quarters (1916 – Building 9) at the rear of the brick Administration building, a large new Store (1916 – Building 11), Attendants Cottages Nos 1 and 2 (1916 - Buildings 1037 and 1041), a large Stable constructed from other buildings on the site which were relocated to the present position (1916/17 – Building 33), the Emergency Huts constructed in readiness for the Spanish 'flu epidemic (1919 – Buildings 35-38 and 40-45), Attendants Cottages Nos 3 and 4 (c. 1921 – Buildings 1042 and 1043), and a Shower Block for Third Class passengers (1924 – Building 60).

The building materials utilised during this period including red face brick, rendered brick and weatherboard – this last in both traditional form and vertical boarding in the case of the Influenza Huts – introduced a variety in terms of material and colour to the station not evident in earlier phases.

In terms of changes in quarantine practices and procedures in this period, the large disinfecting complex erected in the central northern area of the site (near the arrival point for passengers) was a major development (also described in this report as the Disinfecting and Bathing complex, or the Disinfecting and Cleansing complex) and incorporated earlier buildings as well as new structures such as Buildings 60, 61, 62, 63 and 84. These integrated facilities provided for the treatment and storage of foul and clean luggage, and bathing and washing facilities for passengers. The new isolation complex, also of this period, confined infected passengers to the more distant western area of the site and included adaptation of existing buildings (Hospital No. 5) as well as the construction of a new isolation ward and hospital based on then up-to-date methods of treating such patients including the use of observation rooms for nurses on duty (Buildings 65 and 66). Before this period, isolation was focused in the eastern area of the site, with Hospitals Nos 1 and 2.

The consolidation of all administrative functions into the Administration Complex (Buildings 9 and 10, c. 1916) was another major work of this period.

Army involvement period 1950-1998

Little development occurred in the interwar period with the Army obtaining permissive occupancy and use of many of the station buildings. A phase of construction occurred in the early 1960s at which time a number of structures, including two dormitory buildings (1963 and 1965), Badcoe Hall (1963) and the Gymnasium (1965) were erected.

3.2.2 Building Analysis

[The following is a brief overview; further analysis of buildings is contained in the statements of significance in Chapter 4 and in the individual building datasheets in the appendices.]

Many of the buildings within the former Quarantine Station were designed in a simple, functional, vernacular style, and constructed of locally available materials, such as local stone (later rendered) in the early period, followed by timber and brick. The hospital

buildings, which are the dominant form of the Station, adopted a Colonial barracks-style in their two-storey verandahed forms, of rendered and painted stone.

Notwithstanding the prominence of the hospitals, the remainder of the site has a diversity of building forms. It brings together purpose-built quarantine structures from different eras, with a variety of medical, industrial, administrative, support and accommodation uses, which also reflect periods of government administration and control of the Station: the first several decades of the Colonial government in Victoria, followed by the first several decades of Commonwealth government administration in the years following Federation. The 1850s buildings were among the earliest institutional buildings constructed by the government in Victoria, and are important and comparatively rare examples of Early Colonial buildings, and the work of the Public Works Department architect, Alfred Scurry.

Some later buildings, where constructed in brick, were also rendered and painted to match the appearance of the existing stone buildings. Other brick buildings of a more industrial nature retained their unpainted brick appearance. Timber was used for the domestic scale and form of the staff residences and cottages; the latter are representative of twentieth century government employee housing.

Brief comment on architects associated with the Quarantine Station⁸²

A number of architects have variously been attributed with being associated with the Quarantine Station, beginning with the Colonial Public Works Department architect, Alfred Scurry, for the hospital buildings of the 1850s. J S Murdoch has also been cited in association with the later work (post-1900). He was appointed after Federation as a senior clerk/architect in the newly formed Public Works Branch of the Commonwealth Department of Home Affairs.

The research undertaken for this Plan, including the use of original and early architectural drawings, has also indicated the involvement of other architects (at least at supervisory/signatory level). These include Percy Thomas Owen, an engineer and the Director-General of Works appointed in 1904 to the Commonwealth Public Works Branch, and effectively Murdoch's supervisor. Horace J Mackennal's signature is also found on quarantine building drawings, and many of the projects Murdoch was associated with in the period 1904-1930 were countersigned by Mackennal, who headed the Victorian office of Commonwealth Works. Effectively, Murdoch and Mackennal appeared to have worked as a partnership on projects in Victoria, although all Commonwealth projects between 1904 and 1930 effectively went through Murdoch's hands.

3.2.3 Individual building datasheets

As noted in Chapter 1, due to the large number of buildings, the approach taken to summarising descriptive material and information on the individual buildings is one of provision of individual datasheets. The latter contain a brief history of the structure, a description, level of significance, assessment of integrity and condition, identification of significant building components and fabric, and specific building recommendations. The datasheets are included at Appendices C and D respectively elements of primary and secondary significance. Appendix E contains brief datasheets for little or no significance/intrusive elements.

Also as noted in Chapter 1, the descriptions of individual elements have been reviewed and updated where required from those included in previous reports on the site, although for

some buildings and elements the descriptions are based on the previous work, where these remain largely correct and consistent with the investigation undertaken for this Plan.

3.3 Landscape

3.3.1 Introduction

The Quarantine Station complex is sited within a largely cleared, grassy setting near the western extent of Point Nepean. The footprint of the Station, in a cleared area bounded by coastal scrub provides a distinctive contrast between the institutional setting associated with the functional uses of the site, and the semi-natural, containing, broader landscape. This setting, with its maritime associations and formal aesthetic qualities imparts a unique character to the place. The siting of the Quarantine Station on Point Nepean in an isolated location and bushland context is also demonstrative of the functional quarantine requirement for distance and separation from the places of habitation.

These characteristics are also described in the landscape datasheets (see Appendix F). An understanding of the broader character of the place is fundamental to an appreciation of the Quarantine Station landscape context and the significance of the place.

The landscape of the place is valued for the combination of open space, prominent individual trees and rows of trees, and the internal and external views and vistas. The latter provide for views across the Heads to Queenscliff and through to the Otways; views back towards Melbourne across the Bay, and along the Peninsula. There is also a strong and evocative relationship between the vegetated areas as backdrop to the historic buildings in their (predominantly) cleared settings, and Bay and foreshore forming the natural boundary to the site.

The strategic location of the Station at the entrance to Port Phillip Bay, including its visibility from the Heads for ships entering the Bay, and its isolation from the more populated areas of the Colony, clearly influenced the choice of the site for quarantine purposes. This long historic use, and subsequent Army use in combination with the reservation and protection of the adjoining Point Nepean area as National Park, have resulted in the landscape character of today, which has both an institutional character in parts as well as that derived from the natural and topographic context.

3.3.2 Landscape datasheets approach

Individual landscape areas/precincts within the Quarantine Station site have also been assessed as part of a site-wide physical survey in conjunction with a review of available documentary sources. Elements have been assessed using a zonal approach, identifying distinctive precincts and assessing their individual significance as part of the Quarantine Station setting. These precincts and discrete areas are mapped and described in datasheets within Appendix F, with specific recommendations on their management. The precincts are:

NAME	DATE
Police Point Park Precinct	c. 1850s - present
Foreshore Precinct (includes Old Cemetery and Heaton's Monument)	1852 – c. 1960s
Point Nepean Cemetery	1854 - 1952
Lower Hospital Precinct	1858 – c. 1970s
Superintendents Precinct	1899 – c. 1930s
First Class Dining Precinct (Courtyard)	1916 - present
Parade Ground	1850s – 1990s
Jarman/Wombat Ovals	1950s – 1960s
Officer Accommodation Precinct	1960s
Badcoe Hall Precinct	c. 1963 - 1966
Administration Precinct	1916 - present
Police Point Residential Precinct	1880s - 1920s
Influenza Hut Precinct	1919 - present
Matrons Cottage Garden	Mid 20th century – 1980s
Cumpston Cox Gardens	c. 1980s

Table 1 List of landscape precincts, as outlined in detail in Appendix F.

3.3.3 Landscape Character and Setting – Views & Vistas

The following views and vistas are of primary significance and form part of the historic fabric and heritage values of the Quarantine Station, enhancing the appreciation of its aesthetic and other heritage values (see also 'Significant view lines' at Figure 33). View lines are fundamental to an understanding of the sense of isolation and the bay orientation of the site.

The siting of the Quarantine Station adjacent to the shoreline and the subsequent scaling of the built forms created a strong focal point for ships entering quarantine. The focus of these views is the five two-storied hospital buildings, the foreshore Bathing and Disinfection complex, especially the boiler chimney, and, as they have developed, the Monterey Cypress rows within the site.

The Norfolk Island Pine adjacent to the Superintendent's Residence has also become a local landmark and prominent in views from the Bay, Police Point and west along the Point Nepean foreshore.

The view of the complex from the Bay is contained by the backdrop of bushland, adding to the overriding sense of isolation of the place. At closer distance, the view from the Bay of the cemetery and Heaton's Monument would also have instilled a sense of foreboding for those entering quarantine.



Figure 32 Historical view (1922) into the Quarantine Station from the Bay, showing the prominent Hospital Buildings and the bushland backdrop.

The arrangement of hospital buildings and natural topography has also created a number of views of primary significance within the site. These include:

- Views of the chimney of Building 84
- Views of Heaton's Monument
- Views of the two-storey Hospital buildings, especially along the east-west axial alignment
- 360° views from the Parade Ground and point of landing (former jetty)
- The flagstaff on the Parade Ground
- West along the fronts of Buildings 16, 22 and 25
- North, west and south west from the north corner of Building 6
- Views within the two courtyards defined by Buildings 1, 2, 4 and 5 and 6
- Views of and from the Medical Superintendents Quarters (building 1038), particularly east towards Portsea and north towards Queenscliff; and
- Views into and of Police Point, particularly east towards Portsea, south towards the residences and northwest towards the Medical Superintendents building

Other significant vistas include:

- From Ochiltree Road north, descending into the 90ha Quarantine Station
- Westward along Franklands Drive, from Police Point entering into the 90ha Quarantine Station, from the Medical Superintendent's building to Hospital 1 and from Hospital 2 descending into the valley
- East and west along the double avenue of Monterey Cypress adjacent Bogle Road
- The Isolation Hospital Group and avenue of kitchens viewed westward along Bates Road

The Army Gymnasium and associated building (Buildings 14 and 78) obstruct the vista of the Hospital and kitchen buildings from Ochiltree Road. Building 6 obstructs the significant view from the Eastern Hospital Group across the Parade Ground to the Disinfecting and Cleansing Complex. Although the avenues of Monterey Cypress planted c. 1930 have grown to obstruct some Bay views of the hospital buildings they have become themselves, local landmarks.

3.3.4 *Landscape Character and Setting – Orientation to Bay*

The strong alignment of the main hospital buildings across the site is a dominant feature of the former Quarantine Station landscape setting, and is of primary significance. Each of the five hospital buildings was oriented towards the sea, when built in the 1850's, essentially with their 'backs' to the surrounding bushland setting. Hospital No. 1 was reconstructed in a similar outward facing configuration in 1919. The regular spacing between and strong east/west alignment of this building group is also a strong feature of the site, reinforcing the formal and institutional qualities of the setting.

Other major building groups were similarly oriented towards Port Phillip Bay, including the Bathing and Disinfection Group, Administration Building, Superintendent's Quarters, First Class Dining and Badcoe Hall. The siting of the cemetery directly on the sea front also reinforces the maritime associations of the Quarantine Station and the sense of isolation of the place. The maritime associations were strongest before the demolition of the jetty and reduction in extent of the luggage trolley system, the physical link between the ship and the Quarantine Station activities. The open nature of the area around the main hospital buildings contributes to an appreciation of the setting, providing views between built elements and the Bay, and allowing internal views along the main east west building alignment.

It appears some of the major tree plantings within the site were an attempt to mitigate the effects of the coastal aspect, especially the east-west aligned Monterey Cypress rows (c. 1930) on the south side of the Parade Ground and double row to the north of Hospital No. 4. As these have developed into mature trees they have altered the character of the Quarantine Station, slightly diminishing the prominence of built forms from the seaward boundary. However they have become, in their own right, major features of the site landscape and a major component of views into the site from Port Phillip Bay. Their alignment and formal arrangement re-enforce the institutional qualities of the place.

The strong relationship between the Quarantine Station and the coastal aspect remains strong. The east west alignment of hospital buildings is still evident, but has been diminished by the construction of Building 6 across the dominant viewline. The reduction in density of coastal vegetation immediately to the south of the lower hospital group has also reduced the sense of an enveloping bush setting around the institutional landscape.

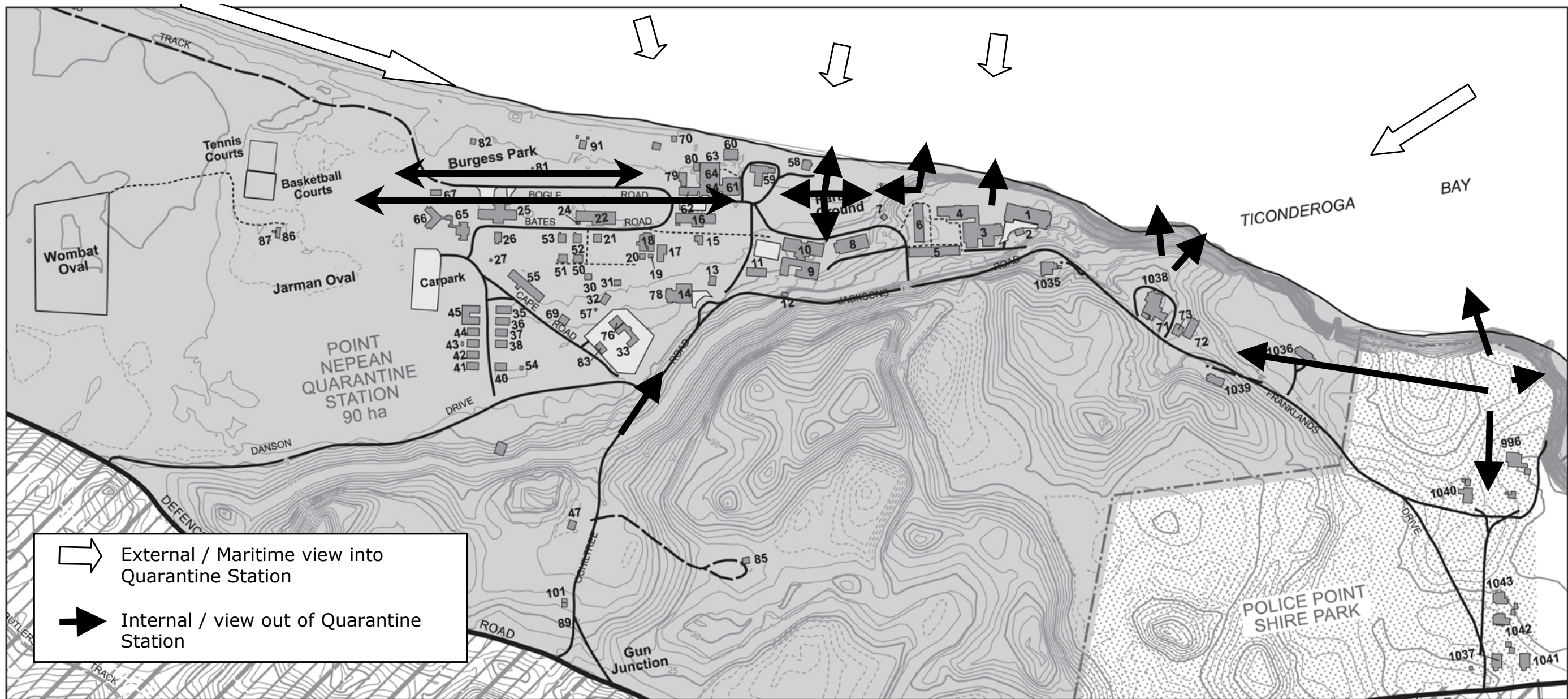


Figure 33 Significant view lines.

3.3.5 Landscape Character and Setting – Bushland

The surrounding bush setting of the Quarantine Station is described as Coastal Alkaline Scrub, specifically Coastal Moonah Woodland.⁸³ The dominant arborescent taxa within this vegetation type is Coastal Moonah (*Melaleuca lanceolata*), Coast Tea Tree (*Leptospermum laevigatum*), and Sweet Bursaria (*Bursaria spinosa*).



Figure 34 The Bay orientation, east-west axial alignment and regular spacing of the main hospital buildings is illustrated in this early view.

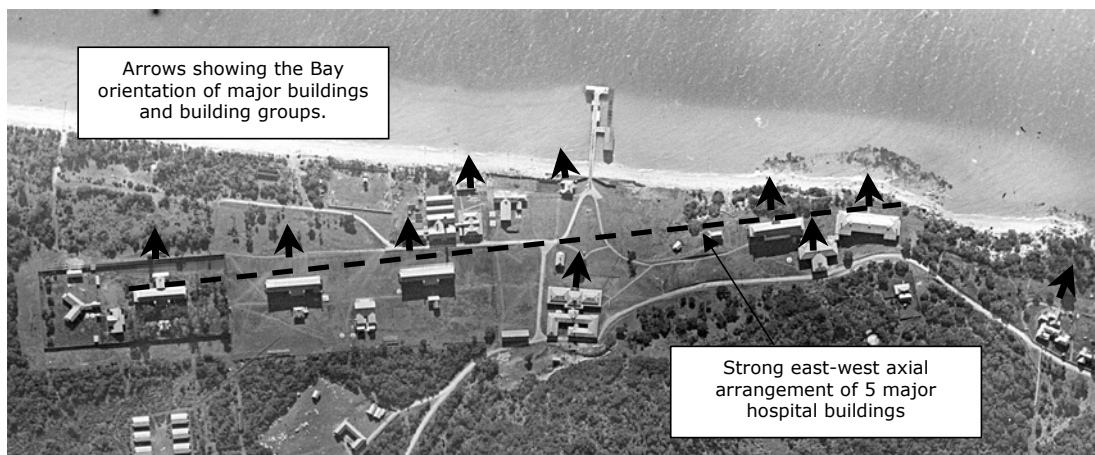


Figure 35 Detail from c. 1922 aerial photo.
Source: National Archives of Australia.

Lime-burning was an early local industry, and required a ready supply of timber to feed the kilns, and the local woodland, dominated by Drooping She-Oak (*Allocasuarina veticillata*) and Coast Banksia (*Banksia integrifolia*) provided a ready supply of fuel. By the early 1850s

fuel was becoming scarce and the area from Arthur's Seat to Point Nepean was protected by the Government from timber cutting, save for the purpose of lime-burning. The establishment of the Quarantine Station and the discovery of ready sources of limestone closer to Melbourne essentially killed off the local lime-burning industry. However, by this time the original open woodland that once dominated the local area was all but gone, and pioneer species such as Coast Tea Tree began to dominate the shrub layer, changing the character of the area.

The out-lying bush setting of the Quarantine Station can then be said to be a semi-natural vegetation community – its form and make-up directly impacted by the intervention of man through timber cutting for lime-burning. It is very much a cultural landscape, directly reflecting the primary use of the area prior to the establishment of the Quarantine Station.

Much of the significance of the place is derived from the relationship between the institutional landscape, dominated by stark building forms and minimal tree plantings with the backdrop of dense bush-land. This contributes fundamentally to the sense of isolation of the Quarantine Station – and its setting on a wild coast with a bush backdrop.

The contrast between the institutional and semi-natural landscapes was strongest during the Quarantine Station period of development. Open grassed areas between buildings was strongly delineated with the adjacent coastal scrub, and building developments were located in clearings within the bush setting.

During the period of the Officer Cadet School, this delineation was notably modified. The precinct to the south of the lower Hospital group was progressively developed and the density of surrounding bush was reduced into a more parklike setting of scattered trees set in turf. The character of the foreshore area to the north of this hospital group was similarly modified. The most notable modifications were undertaken with the construction of Jarman Oval in the 1950s, and later, by Wombat Oval to the west, completely removing large swathes of coastal scrub. Countering this, the area to the west of the Superintendent's Quarters to Police Point appears to have been returned to a coastal scrub.

As well as providing a setting and backdrop to the Quarantine Station, the surrounding bushland was utilised for special quarantine functions, including a Leper Station, Cattle Quarantine area and Consumptive Block (all since removed). Point Nepean Cemetery was also established well to the west, following concerns of the close proximity of the first cemetery to the quarantine quarters. Other features and uses located in the outer bush setting include the so-called 'crematorium' on the rise to the south of the Station, and a variety of training uses including an obstacle course and rifle range associated with the Officer Cadet School.

The quality of the Coastal Moonah Woodland varies throughout the site. Woody weeds are present, especially along cleared tracks and adjacent to built areas. These include African Boxthorn (*Lycium ferocissimum*) as well as the arborescent Radiata Pine (*Pinus radiata*) and Monterey Cypress (*Cupressus macrocarpa*). The understorey is dominated by the invasive Myrtle-leaf Milkwort (*Polygala myrtifolia*), as well as a host of other exotic weeds.

The extent of the coastal scrub and the strong delineation with the institutional landscape has been reduced in recent decades, especially to the south of the lower Hospital group, along the western foreshore area, and by the construction of Jarman and Wombat Ovals.



Figure 36 Historic image illustrating the delineation between the institutional landscape and bush land, 1922.
Source: National Archives of Australia.

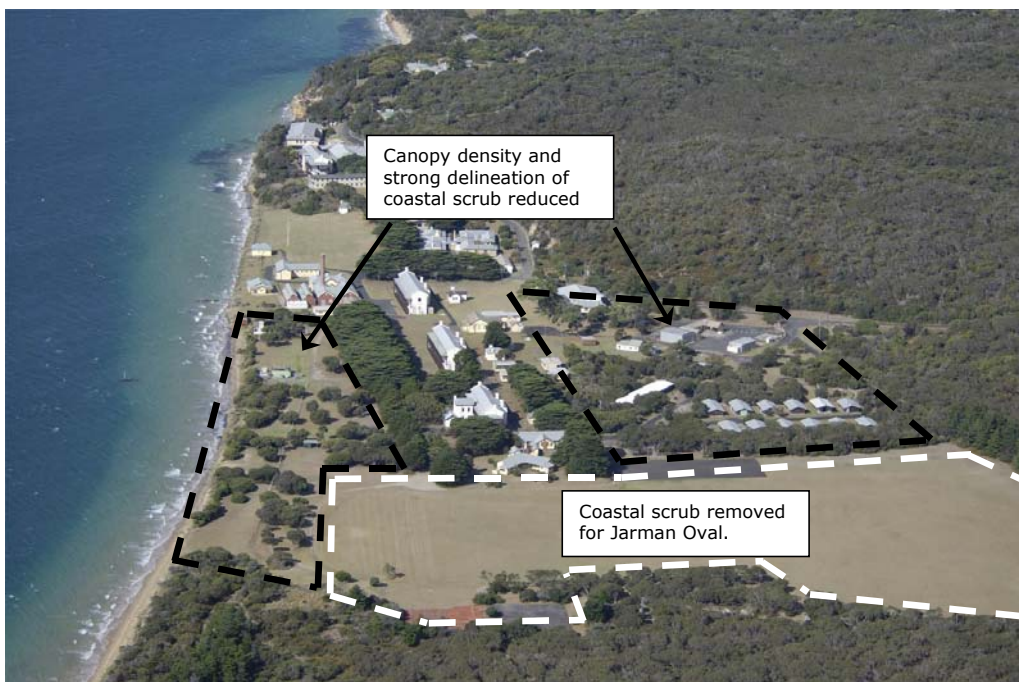


Figure 37 Figure illustrating variation in canopy density and reduction of coastal scrub coverage.

3.3.6 Landscape Character and Setting – Isolation

Point Nepean was chosen as an appropriate location for a Quarantine Station due to a number of factors, including the presence of good soil and fresh water, as well as providing suitable anchorage easily accessible by ships entering the Bay. The site's relative isolation from the majority of the district's population was consistent with nineteenth century quarantine practices. The location near the end of a relatively remote peninsula also provided an ideal location to limit access by land, and the single entry for much of the site's history reflected this.

The bushland setting and topography of the chosen site, located in the crotch of a natural ridge also reinforced the sense of isolation. The dense surrounding coastal scrub and obstructed views beyond the site to Portsea village blocked by the enveloping steep terrain all contribute to the remote character of the place.

Isolation was further reinforced by the functional layout of the site. Staff quarters were sited to the east, spatially separated from the Quarantine quarters. The most seriously ill were located in the building group to the far west, enclosed by a jagged topped iron fence that ensured not only isolation but active confinement. This spatial separation was also applied to the location of the since demolished Leper Station and Consumptive Quarters, further to the west and south respectively, and the selection of the 'new' cemetery site (Point Nepean Cemetery) well beyond the Quarantine Station building complex.

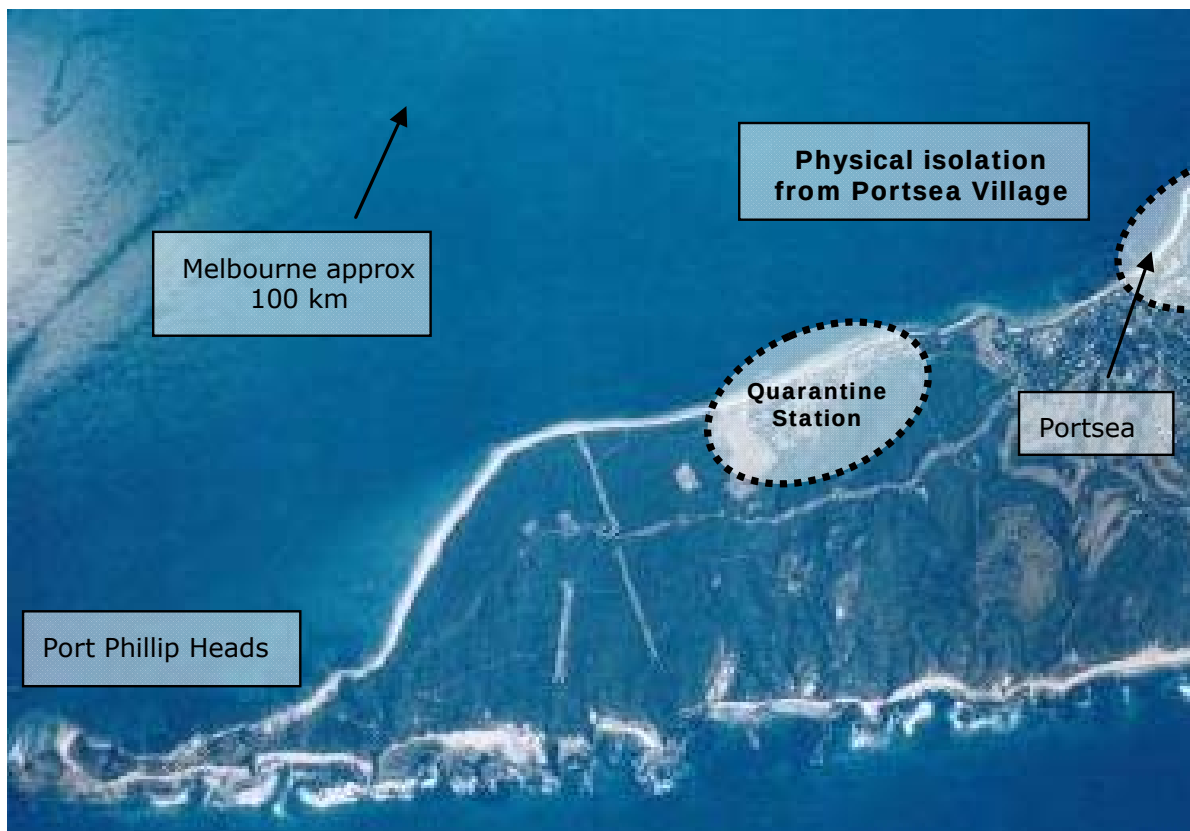


Figure 38 Aerial view of site illustrating physical isolation of the Peninsula location.

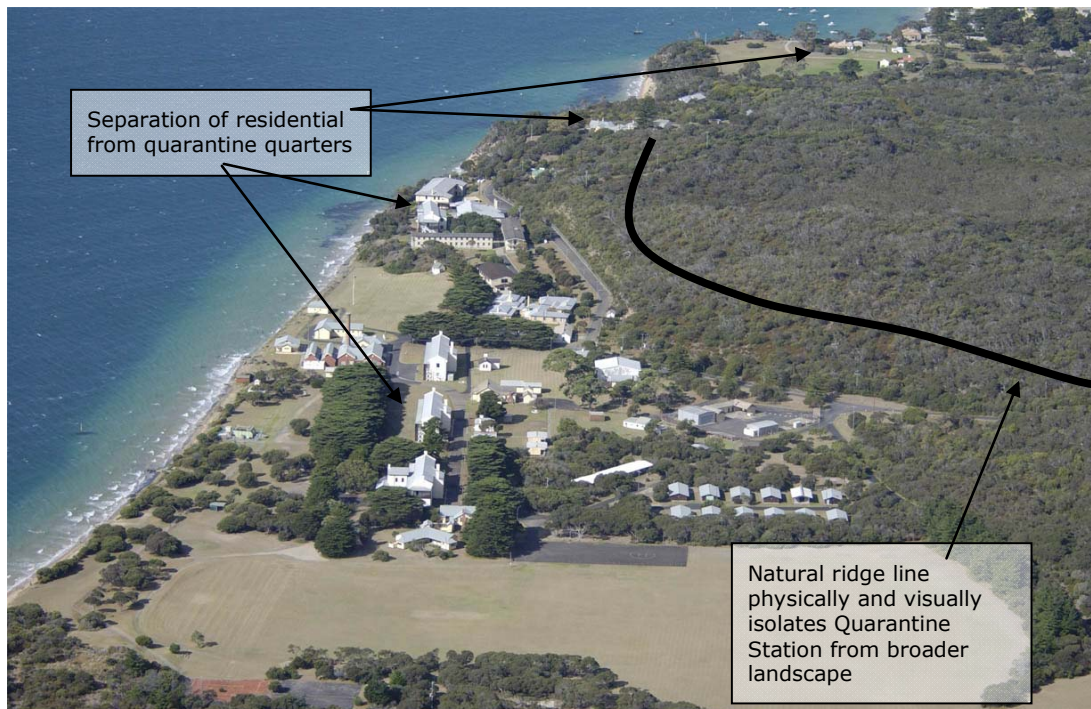


Figure 39 Oblique aerial view showing separation of functional areas, the isolating ridge line and the bushland backdrop.

3.3.7 Landscape Character and Setting – Roads & Paths

Access roads throughout the Quarantine Station reflect the continuous development of the site. The following provides an overview of the historical development of the access (road and path) network throughout the site, with reference also to paths and fences. The earliest plan showing a road and path system in discernible detail is dated 1891.⁸⁴

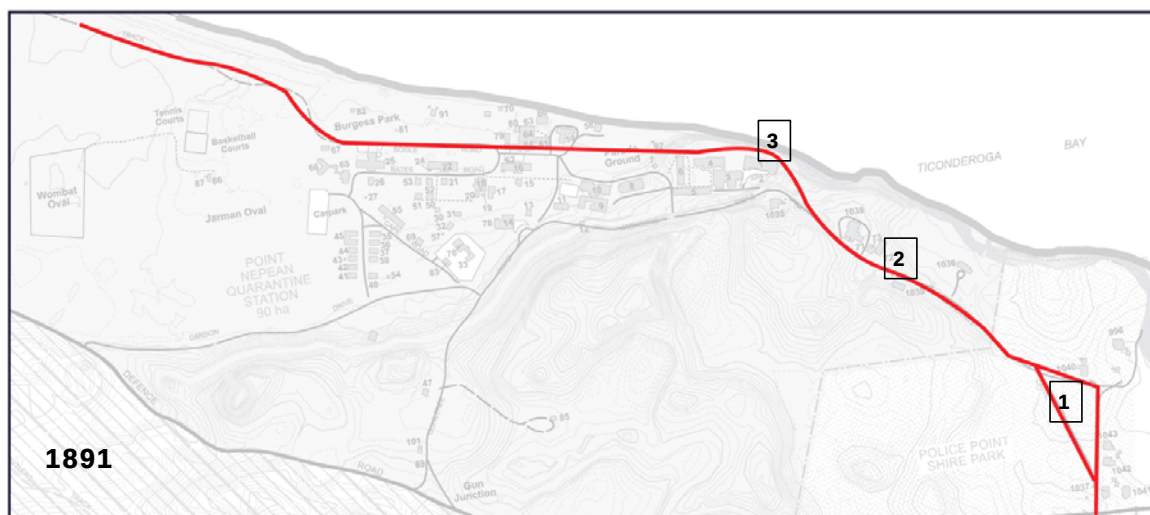


Figure 40 1891 road layout overlaid on existing site plan.

Major features

1. The access road system at Police Point, including the diagonal cut-through was established.
2. The alignment of the entry road followed the alignment of the current Franklands Drive.
3. Entry road ran on north side of upper hospital group.

The road from the gate near the Police Point houses went past the Medical Superintendent's quarters, to the north side of the hospital group, and across the current Parade Ground. Most access was by sea to the jetty opposite the Administration Building (in the same location as the current Administration Building).

A fence also existed around Hospital 5 following the conversion of this building into the Infectious Diseases facility.

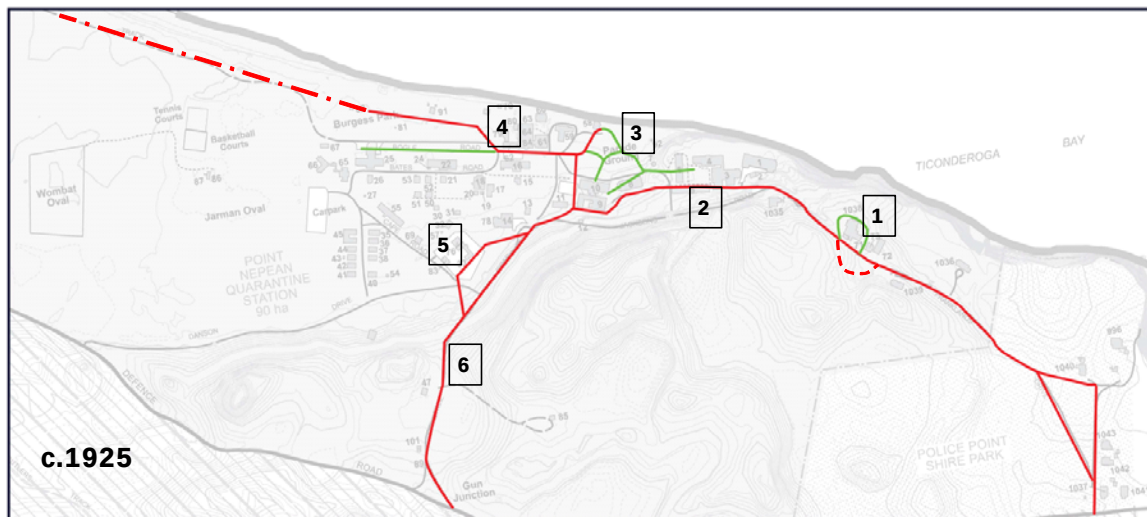


Figure 41 c.1925 road and path layout overlaid on existing site plan.

Major features

1. Footpath around Superintendent's Residence. Dashed line shows earlier alignment of entry road around sandpit⁸⁵.
2. Entry road re-routed to south of Upper Hospital group and Administration Building.
3. Path system (including luggage trolley rails) between Jetty and Administration Building.
4. Access Roads to Bathing and Disinfection complex and Lower Hospital group.
5. Service road to Stables
6. Ochiltree Road, linking to Military Road.

By this period, the road system was further developed, with the primary access via a new link to Military Road. More extensive fencing was also installed to divide the various

functional areas of the Quarantine Station. By 1920, after the new Hospital 1 had been built on a slightly different orientation, the road layout was altered slightly to bring the road from Police Point to the south of Hospitals 1 and 2.

Photographs of this period reveal that many of the pedestrian access paths were rough or unmade, following desire lines across turfed areas.

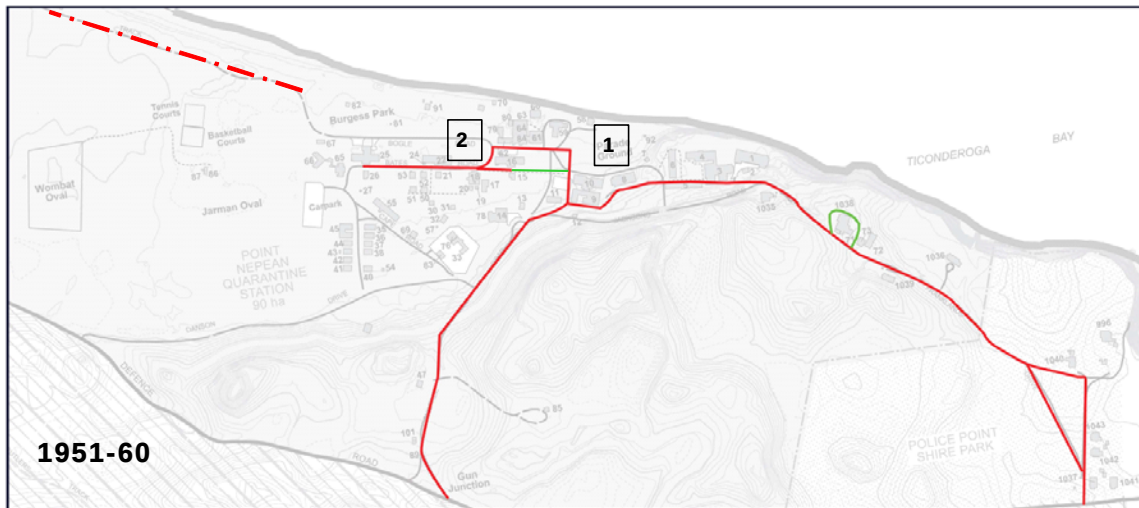


Figure 42 Early Officer Cadet School Road and Path layout overlaid on existing site plan.

Major features

1. Parade Ground path system reduced, including trolley rails from jetty.
2. Road to south of Lower Hospital group constructed (Bates Road), continuing at formalised footpath to Administration Building.

During the early period of the Officer Cadet School the complexity of the path system was reduced and formalised, and new vehicular access roads were constructed. With the Army take over, most of the existing fences were also removed and the road layout was altered to suit the different uses of the buildings. The main changes to the road layout was the construction of a road to the south of the Lower Hospital group (Hospitals 3, 4 and 5), dividing the hospital buildings from their kitchens, and the relocation of the road from the north to the south of the Administration Building.

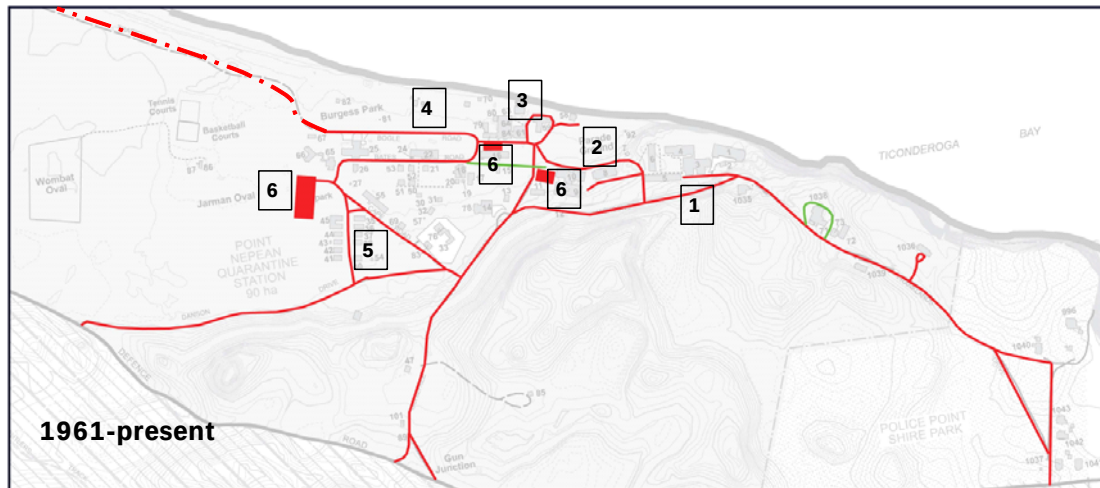


Figure 43 Development of roads and paths, 1961-present overlaid on existing site plan.

Major features

1. Earth works and re-alignment of access road south of Upper Hospital group and Administration Building (Jacksons Road).
2. Re-alignment of Ochiltree Road, west of Administration Building and development of roads to north.
3. Development of roadway around Bath and Wash House
4. Construction of Bogle Road
5. Development of road system in southern building area, including Cape Road and Danson Drive
6. Car parking areas west of Administration Building, north of Building 16 and west of Influenza Huts.

Significant Roads & Paths

Access roads and paths from the Quarantine Station period of development which are considered to be of primary significance include:

- Police Point access roads
- Franklands Drive
- Coles Track
- Ochiltree Road
- Circuitous footpath around Building 1038
- Remnant sections of trolley rail system within Bathing and Disinfection complex.

Elements of secondary significance include:

- Jacksons Road
- Bogle Road
- Bates Road

- Cape Road
- Danson Road
- Footpath between Bates Road and Parade Ground
- Other road system developed during the Officer Cadet School period of development, including Influenza Hut access road and Parade Ground road configuration.

The alignment and routing of roads and paths identified of significance, rather than specific materials.

Car parking areas are not considered to be of significance due to their visually intrusive nature.

3.4 Historical Archaeology

3.4.1 Introduction

The former Quarantine Station has considerable archaeological potential. Over its approximately 160-year history of non-Aboriginal settlement, the site has experienced extensive construction and sometimes demolition, replacement and/or relocation of a range of structures. The limited amount of later twentieth century development that has occurred at the location means that there is a high likelihood for remains of some of these structures and features, as well as other deposits associated with the use of the site and potentially dating back to the earliest periods of non-Aboriginal occupation, to remain *in situ*.

In order to establish the likelihood of identifying non-Aboriginal historic archaeological remains at the former Quarantine Station, the archaeological potential of different extant and non-extant structures and features and their surrounds was assessed (this is summarised in the table at Appendix B) and a zone map of archaeological potential developed (see Figure 70). Researching and mapping the known and possible distribution of non-Aboriginal historic archaeological materials across the site involved the utilisation of a number of different data sets, including:

- Information from historic maps.
- The results of archaeological survey work.
- The location of non-Aboriginal historic sites listed on the Victorian Heritage Inventory.
- The results of archaeological sub-surface testing.
- Information contained within historic documentation.

3.4.2 Historic Mapping

Historic maps, building plans and other documents, as well as secondary sources detailing the history of the former Quarantine Station, were examined in order to develop an overview of building development through time and to assess the archaeological potential of each location.

The earliest structures and features constructed at the site dated to the period prior to the establishment of the Quarantine Station in 1852. As noted in Chapter 2, James Sandle Ford was settled in the area in the Portsea area in the 1840s, and he developed the land, reared

cattle, bred horses, grazed stock, planted crops and built a limekiln, but his buildings were located outside the study area in the vicinity of the Portsea Back Beach Road and Franklin Road.⁸⁶

The first structures within the boundaries of what became the Quarantine Station were probable those of the Sullivan family and William Cannon. Dennis Sullivan, who arrived from Ireland with his family in the 1840s, occupied an area that included part of what was to become the Quarantine Station.⁸⁷ In 1852, his two sons, Daniel and Patrick Sullivan, were operating limekilns at Point Nepean. Daniel Sullivan's property was probably the Sullivan Property shown on an 1855 map of the region and located outside the Quarantine Station area, while Patrick Sullivan had a limekiln and buildings within the designated Quarantine Station area (Figure 44).⁸⁸ William Cannon also had a limekiln and buildings in the western section of what was to become the Quarantine Station and his limekiln is shown on the 1855 map as being located west of the Quarantine Buildings and east of the new cemetery (Figure 45).

In 1852, both men were given orders to quit the area and their subsequent compensation claims provide valuable information on the structures and other features that were then extant within the Quarantine Station grounds. William Cannon's inventory included:

a small wattle and daub hut about 18 feet long....Another hut similarly constructed about 18 feet by 14...One paddock enclosed with a brush fence about an acre and a half of which is planted with potatoes. One small kitchen garden full of vegetables...One well about ten feet deep built round with stone. One lime kiln and a considerable quantity of lime stone... (1852 report from Captain Ferguson to Lieutenant-Governor La Trobe).⁸⁹



Figure 44 1855 map of the area east of the former Quarantine Station showing the location of Sullivan's property.

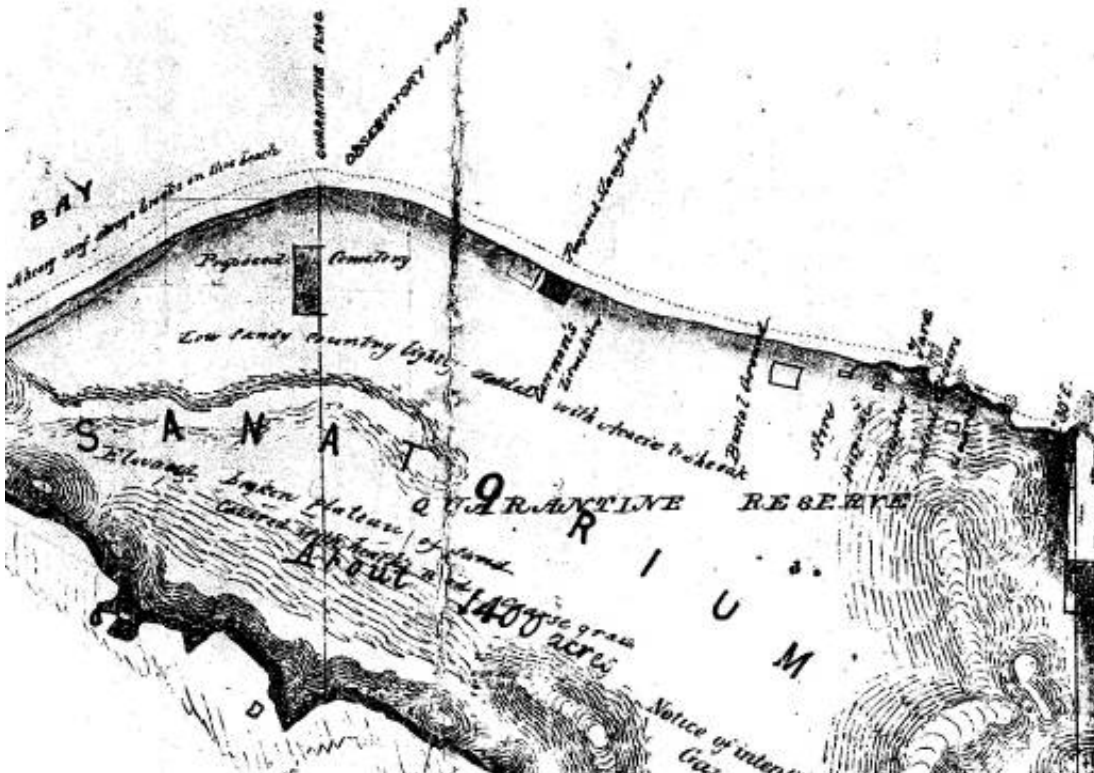


Figure 45 1855 map of the central area of the former Quarantine Station showing the location of Cannon's limekiln.

Power states that Cannon's buildings were used to house quarantine detainees in the early 1850s and that they may have also been reused by Cannon himself after the establishment of the Quarantine Station as he returned briefly to serve as overseer until 1854.⁹⁰ Figure 46 shows the conjectured location of Cannon's limekiln and buildings, no traces of which have been identified.

Patrick Sullivan's holdings were more extensive and included:

a stone dwelling house forty feet long and...twelve feet wide inside, divided by two stone partitions into three rooms, two of which are floored with stone flags. One wattle and daub three roomed cottage, and a small underground stone dairy...about four acres of land within five hundred yards of the beach, cleared and enclosed with a low brush fence...About a quarter of an acre fenced in for a kitchen garden near the house, and a small stock or cattle yard. Two wells sunk about ten feet just above the high water mark, built round inside with stone...a limekiln and a quantity of lime (1852 report from Captain Ferguson to Lieutenant-Governor La Trobe).⁹¹

Sullivan's buildings, which were located on the current Parade Ground, formed the core of the newly established Quarantine Station (Figure 46). His stone cottage was used to house quarantine detainees and continued to serve as a workshop until it was demolished in about 1910. The cellar of the building currently known as the Shepherd's Hut (Building 7) may also be Sullivan's underground stone dairy and the ruins of his limekiln are located at the base of the cliffs below Building 1.

With the establishment of the Quarantine Station in 1852, as noted above, Sullivan's and possibly Cannon's buildings were pressed into service and about 40 people were housed in tents in the vicinity of Sullivan's cottage. The use of tents seems to have continued for some years and been quite extensive. As illustrated in Figure 47, the first buildings constructed specifically for Quarantine Station purposes in the early- to mid-1850s were:

- A wooden hospital building situated approximately in the location currently occupied by Building 6. It was used as a bedding store after the construction of the stone-built hospital buildings in 1859 and was demolished in about 1919.⁹²
- A stone store, built by stonemasons amongst the quarantine detainees, and located near Sullivan's Cottage and opposite where the jetty would later be constructed. The exact location of this building is difficult to determine and it may have been slightly further south than indicated on Figure 47. The store was demolished in about 1919.⁹³
- A two-roomed timber medical officer's quarters located in the area now occupied by Buildings 1038 and 71. This building was replaced by 1873, although elements may have been retained in the subsequent buildings at this location.
- A pre-fabricated iron police house which was replaced in 1859 by a more substantial barracks building.
- Possibly the single-roomed, above-ground component of the Shepherd's Hut (Building 7). In 1854, this building was used as a storekeeper's house with underground kitchen.⁹⁴

In 1852, a cemetery was also established on the foreshore to the west of Sullivan's buildings, although it remained in use for only two years. Although a fence and the presence of Heaton's Monument, constructed in 1856-7, mark the location of the cemetery, the full extent of the area originally incorporated in the cemetery is unknown. Slaughter yards are also shown on the 1855 map in the foreshore area between the hospital and the Medical Officer's quarters.

The period between 1856 and 1869 saw the construction of a number of substantial structures, many of which are still extant (Figure 48) and are referred to above and summarised and described in Appendices C and D. In relation to this period of development, there were also a number of buildings and elements which are shown on historic plans and have been removed, including being demolished to accommodate the construction of new buildings; other elements are also identified as having potential for subsurface remains and material:

- The 1875 map of the Quarantine Station (see Figure 11 in Chapter 2) shows 'earth closets' located at some distance to the rear of the five (remaining) sandstone hospital buildings.
- The kitchen behind Hospital Nos 1 and 2 (Buildings 1 and 4), located in the area where Building 3 now stands, was demolished in the late 1910s. This building was of the same design as the extant Building 21 and comprised a cookhouse, store and bedroom.
- One of three stone worker's cottages, known as Newton's or Skelton's Cottage, was located at the western extremity of the built-up area and can be seen in a 1920 aerial photograph of the site. Sandstone footings, presumably remaining from this

building are still visible in this area. Another cottage situated off what is now Ochiltree Road, which may have been used as a consumptive's block and attendant's building in the early twentieth century, was demolished in the 1960s.⁹⁵ This is sometime's also erroneously referred to as another Sullivan's Cottage.

- The jetty in front of the main building complex, from which passengers and luggage were unloaded, was demolished in 1973.
- A stone surgery, the exact date of construction of which is unknown, appears on the 1875 map (see Figure 11 in Chapter 2) located on the Parade Ground to the west of the wooden Hospital/bedding store; it is also apparent on the 1920 aerial photo and was demolished in the 1960s.
- A storekeeper's cottage was demolished in about 1915 for the construction the administration complex (Buildings 9 and 10). It has been described as a four-roomed cottage with later timber outbuildings.⁹⁶ One of the timber outbuildings appears to have been incorporated into the east side of Building 9, and the stone footings of the cottage may have been re-used for the central square building which forms part of the original Administration building (Building 10).
- A drying and disinfecting building was located to the west of Building 59.
- A washhouse was located to the east of Building 59. A 1914 plan of Building 59 shows the addition of an extension to the east, which is located where the washhouse would have been. This washhouse can still be seen in photographs published in the *Weekly Times* in January 1910.
- The pre-fabricated iron police quarters at Police Point were replaced in 1859 with a wooden barracks house. It is not known if the two buildings were in the same location, but the wooden barracks may have been incorporated into Building PMQ 966 in the 1910s. The associated well and horse trough are still evident.

Figure 49 shows the buildings that were located at the Quarantine Station in the 1860s. With the probable exception of the slaughter yard and William Cannon's limekiln and station, all other buildings constructed prior to the 1860s were still extant at this time. The main focus of the Quarantine Station in this period was the current Parade Ground area, with the Police Barracks, worker's cottages and Medical Officer's quarters placed at some distance from the more quarantine-focused buildings.

In contrast to the previous period, relatively little construction occurred between 1870 and the 1890s (Figure 50). Buildings and facilities constructed during this time which are understood to have been removed included:

- A Cattle Quarantine facility was located in the remote western section of the Quarantine Station grounds. The date of establishment is unknown but was probably in the 1870s. With the exception of the ruins of the jetty associated with the cattle quarantine, there are no remains of this facility, which also included a cottage, kitchen, store and animal stalls/stables. This facility was used until the 1890s and correspondence from the early twentieth century refers to the then extant buildings and makes suggestions for their relocation or demolition.
- A Leper Colony, and possibly an associated burial ground, was also established in the remote western section. The exact location is unknown and does not correlate

precisely on different historical maps, which appear to show three buildings in the area. The colony was destroyed by fire in the early 1930s.

- A stables/forage store located in the central Quarantine Station area on the eastern side of the jetty, are shown in a 1890s photograph but not on the 1875 plan. Little is known about this building, which may have been relocated.⁹⁷
- The original Medical Superintendent's quarters had been replaced by 1873 with a two-storey building and then again in 1899 with the current structure (Building PMQ 1038). Part of the 1870s building, and possible elements of the earlier structure, may have been incorporated into the later building.

The layout of the site by the end of the 1890s is shown at Figure 51.

The period 1900 to the 1920s was one of significant change at the Quarantine Station (Figure 52). During this period the nature of the site became more formalised and institutional and a number of new buildings were constructed and earlier, more ad hoc buildings removed and/or replaced. Elements constructed in this period which have been removed, or involved removal or relocation of then existing structures, included:

- The replacement of Hospital 1 (Building 1).
- A first class Dining Hall (Building 3) was constructed behind Hospital Nos 1 and 2, on the site of the earlier kitchen.
- A timber Administrative Building (Building 9) was constructed on the site of the earlier storekeeper's cottage.
- Stables (Building 33) shown in the c.1922 aerial photo at Figure 27 incorporates three other structures. A note on the contract drawing identifies the stables, which were once near the police quarters at Police Point, as one of these buildings.
- One of the 12 emergency Influenza Huts (Buildings 35-38 and 40-45) constructed in this period has been removed.

The extensive construction of new buildings and replacement or removal of earlier structures is clearly apparent in Figure 53. By the end of the 1920s, the Parade Ground was a relatively clear area following the demolition of Sullivan's Cottage/workshop, the store, stables and wooden hospital/bedding store. In addition, the new Disinfecting and Bathing complex had seen the removal of the earlier structure on the west side of Building 59 and extensions to this building led to the demolition of the washhouse/laundry on the eastern side. The Police Quarters at Police Point were also decommissioned and the police housed in the new administrative complex consisting of Buildings 9 and 10. In contrast, the extent of the built-up area had expanded to the west, with the construction of the Isolation Hospital buildings (Buildings 65 and 66) and Influenza huts (Buildings 35-38 and 40-45), and the Police Point area included an additional five structures.

No additional quarantine-related buildings were built after the 1920s and all buildings added between 1930 and the 1970s were constructed after the 1960s by the Army (Figure 54).

In addition to constructing new facilities, the Army also used the existing Quarantine Station buildings (Figure 55). The only decommissioning of existing buildings to occur during this period was the demolition of the surgery on the periphery of the Parade Ground and the abandonment of the consumptive's camp and leper colony.

Between the start of the 1980s and the end of the 1990s, a number of Army-related structures, including accommodation, have been added to the site of the former Quarantine Station (Figure 56).

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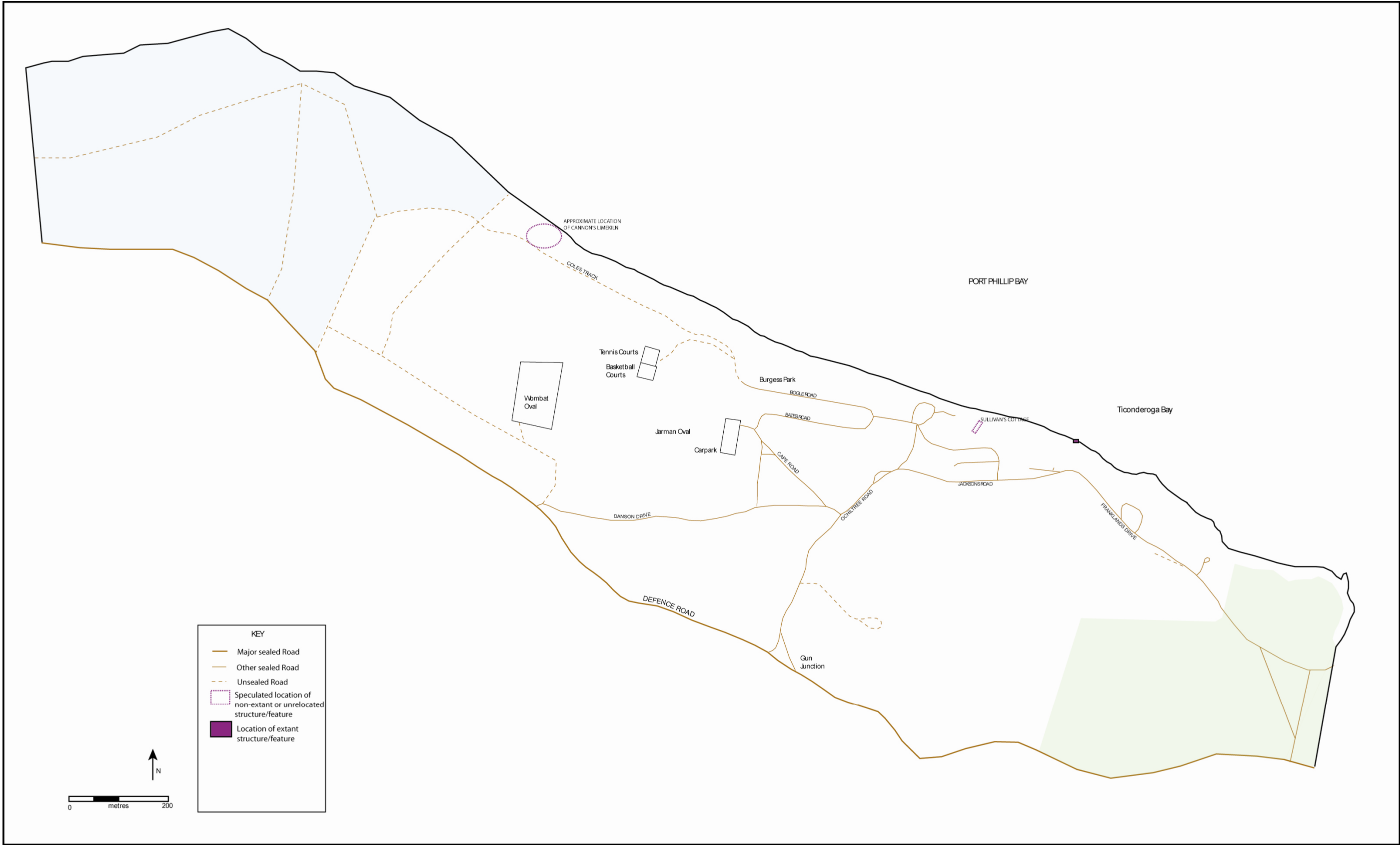


Figure 46 Location of currently extant and non-extant or un-relocated buildings and features constructed prior to establishment of the Quarantine Station.

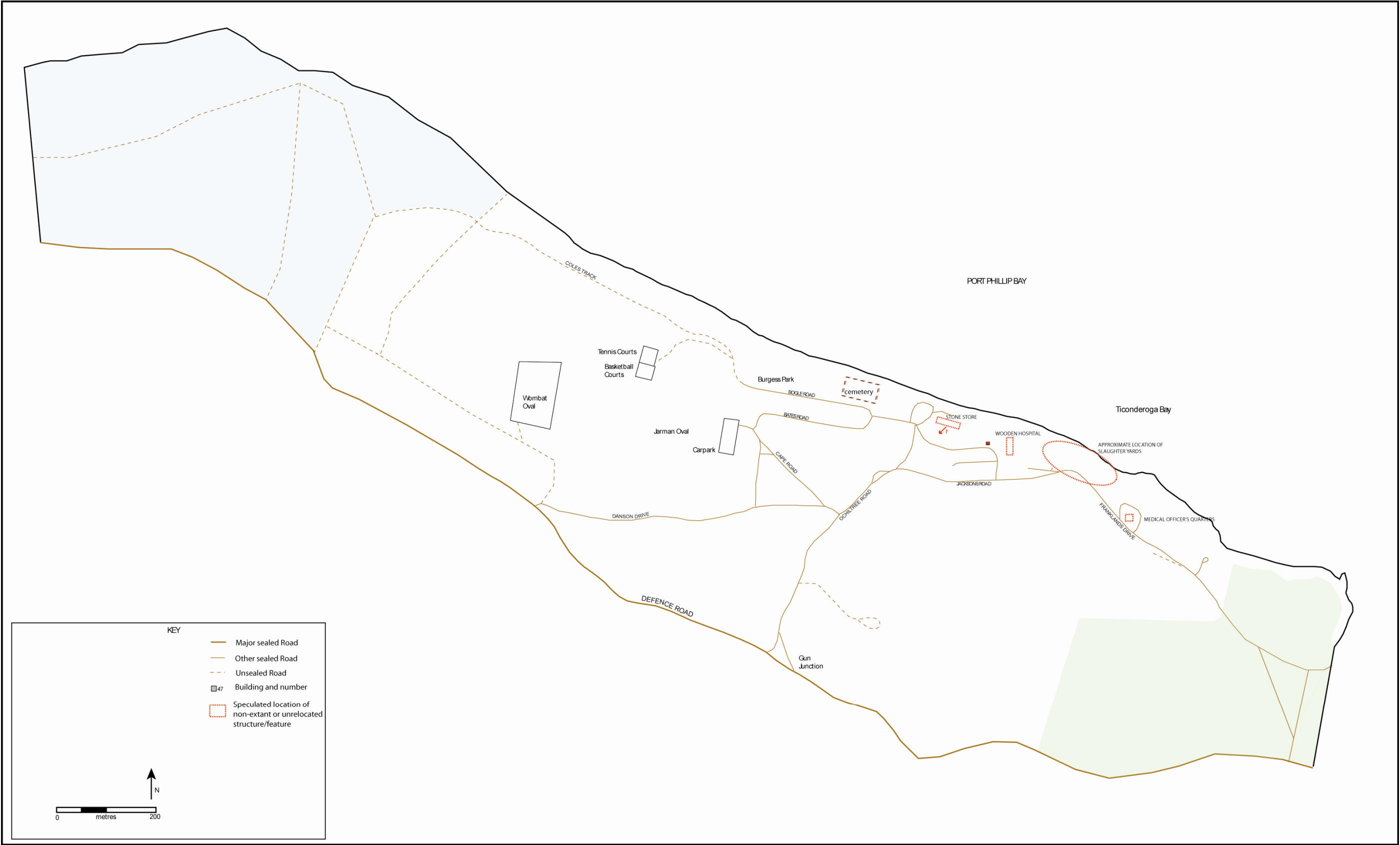


Figure 47 Location of currently extant and non-extant or un-relocated buildings and features constructed between 1852 and 1855.

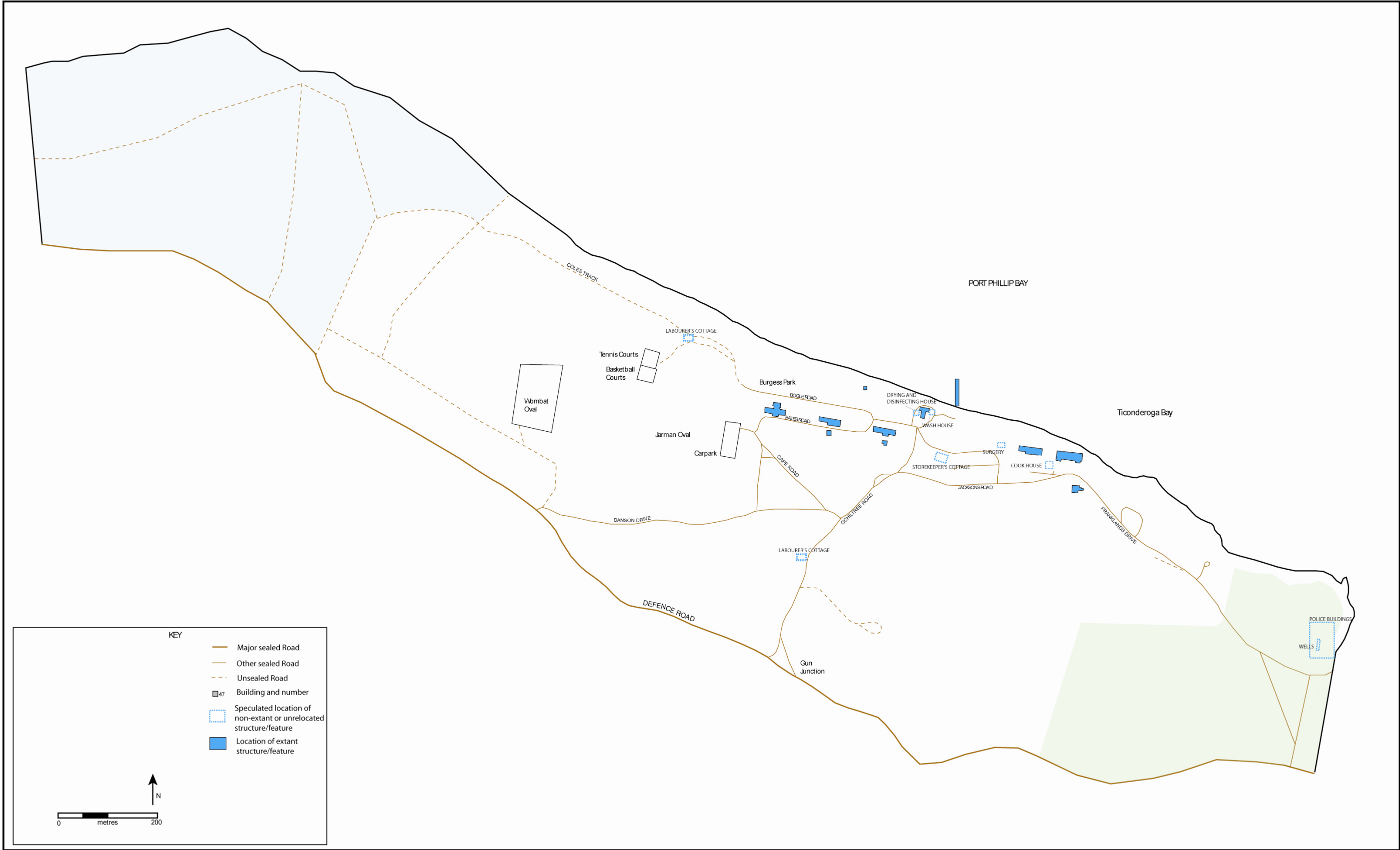


Figure 48 Location of currently extant and non-extant or un-relocated buildings and features constructed between 1855 and the 1860s.

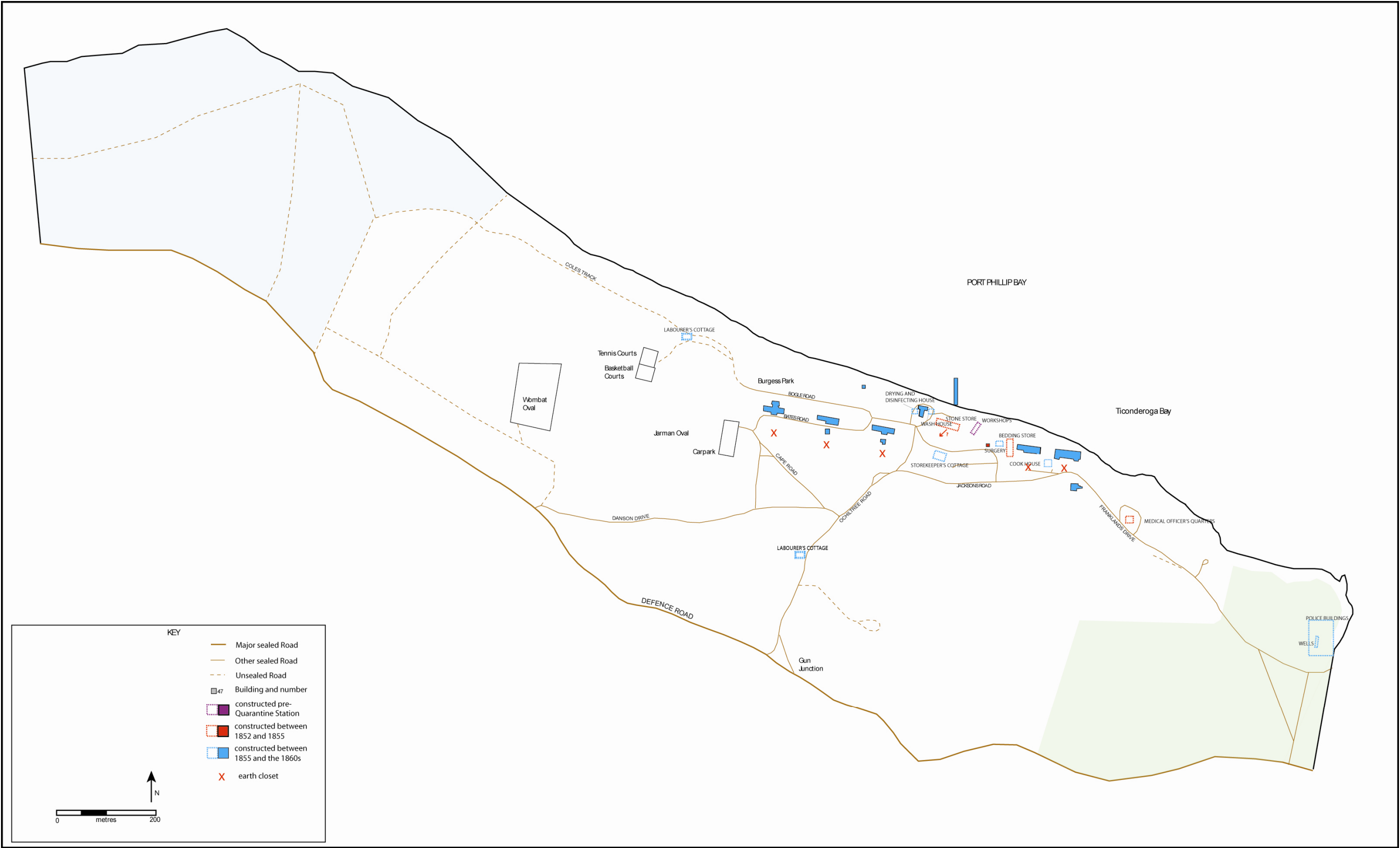


Figure 49 Location of currently extant and non-extant or un-relocated buildings and features that were present on the site in the 1860s.

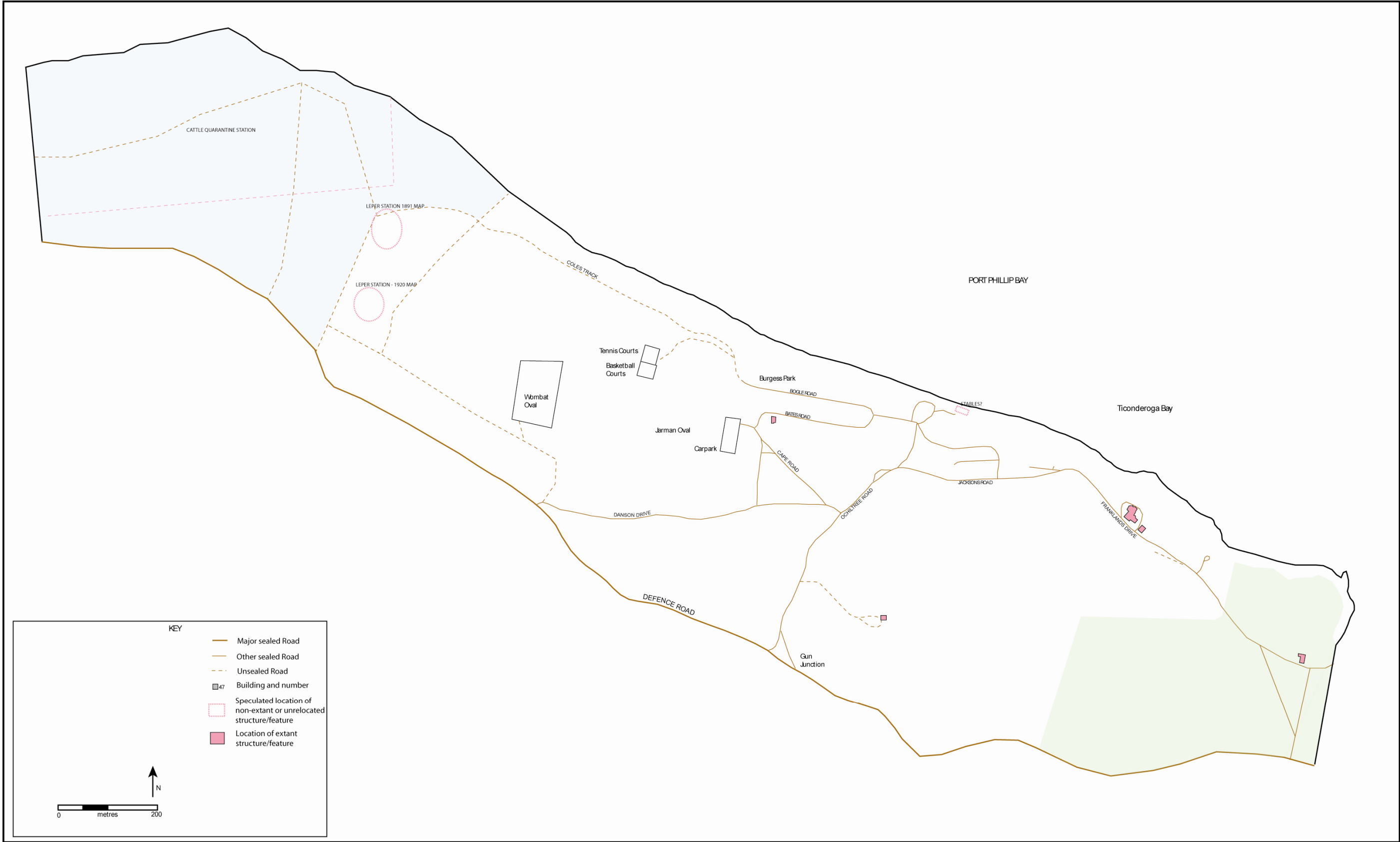


Figure 50 Location of currently extant and non-extant or un-relocated buildings and features constructed between 1870 and the 1890s.

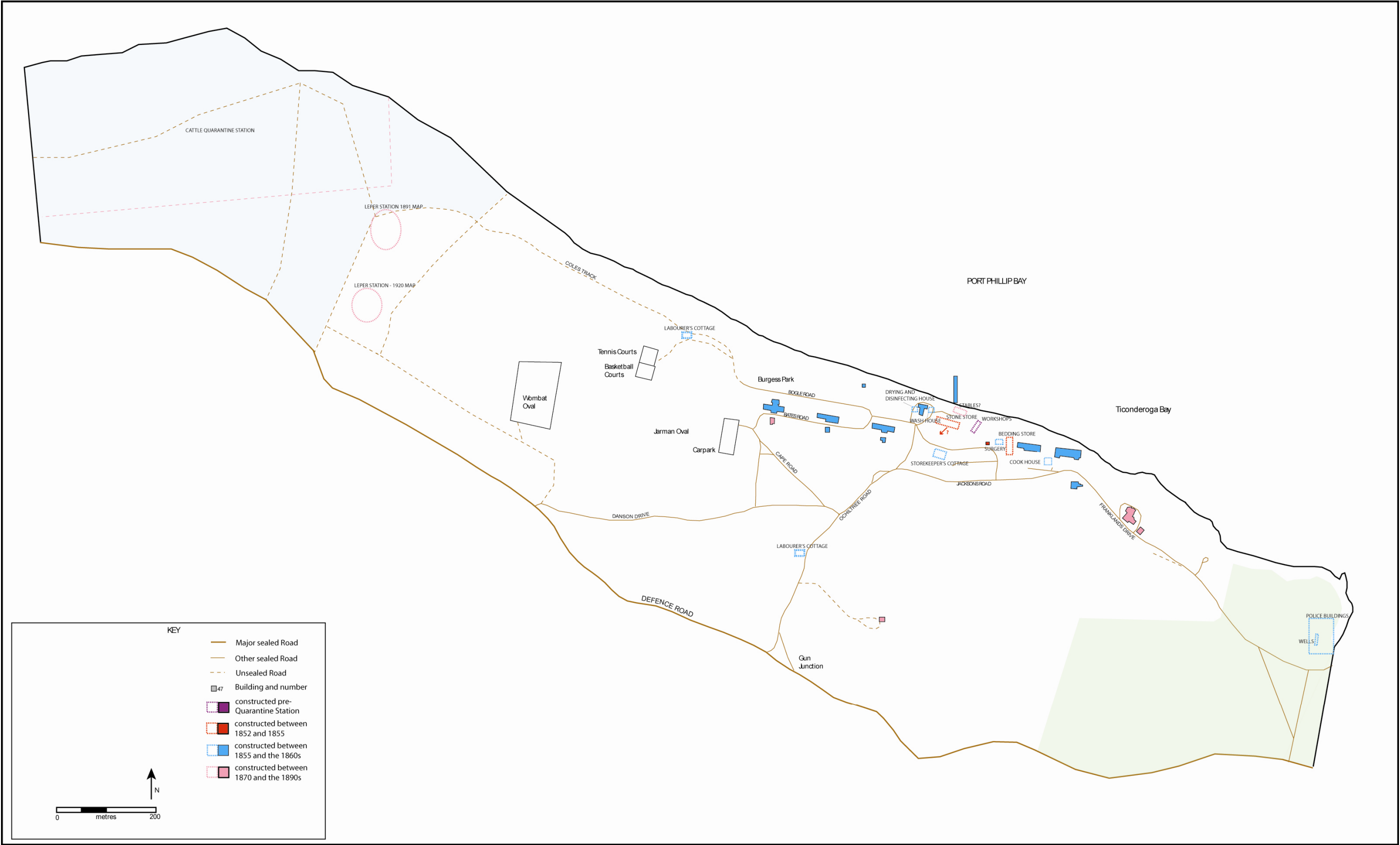


Figure 51 Location of currently extant and non-extant or un-relocated buildings and features that were present on the site in the 1890s.

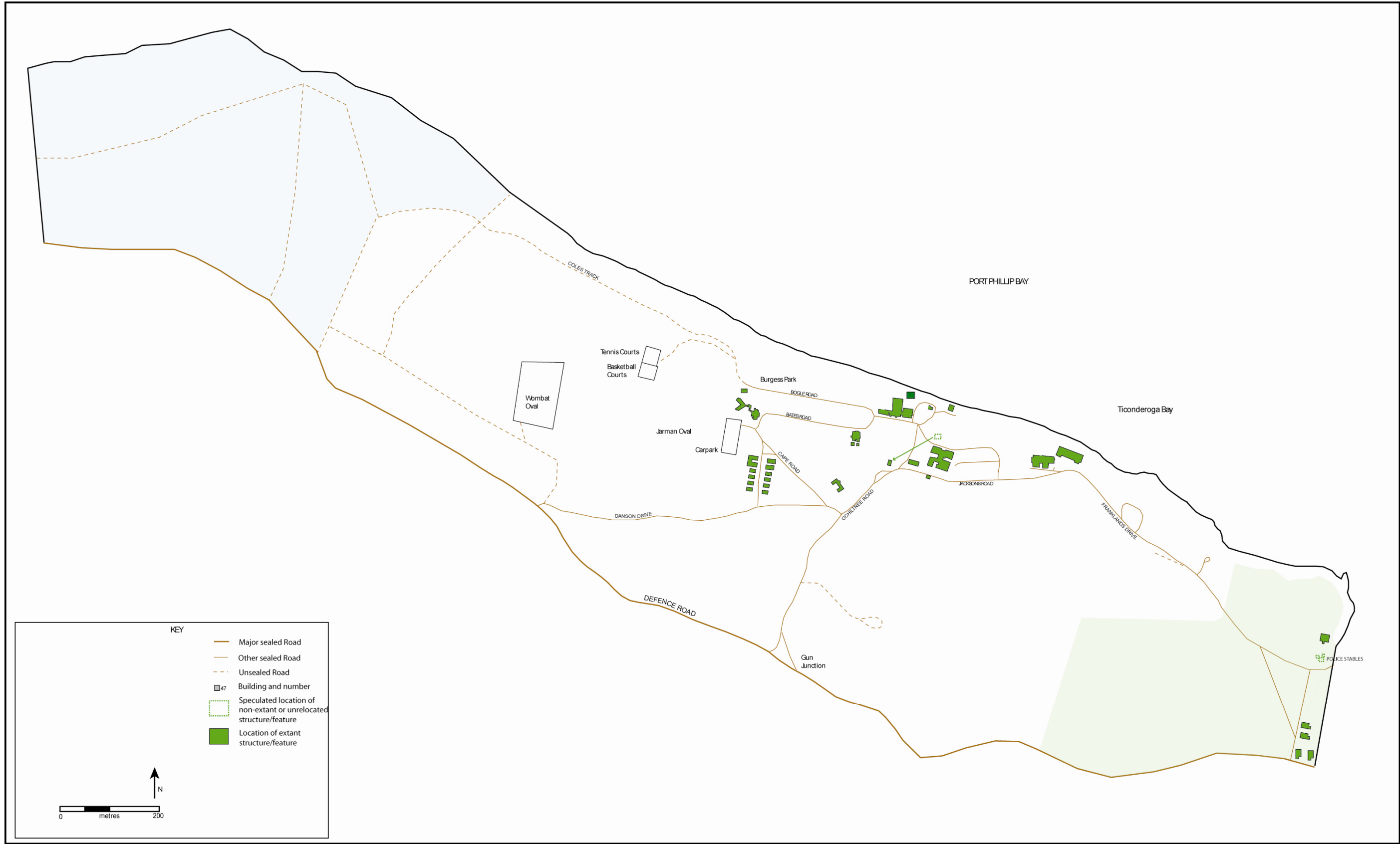


Figure 52 Location of currently extant and non-extant or un-relocated buildings and features constructed between 1900 and the 1920s.

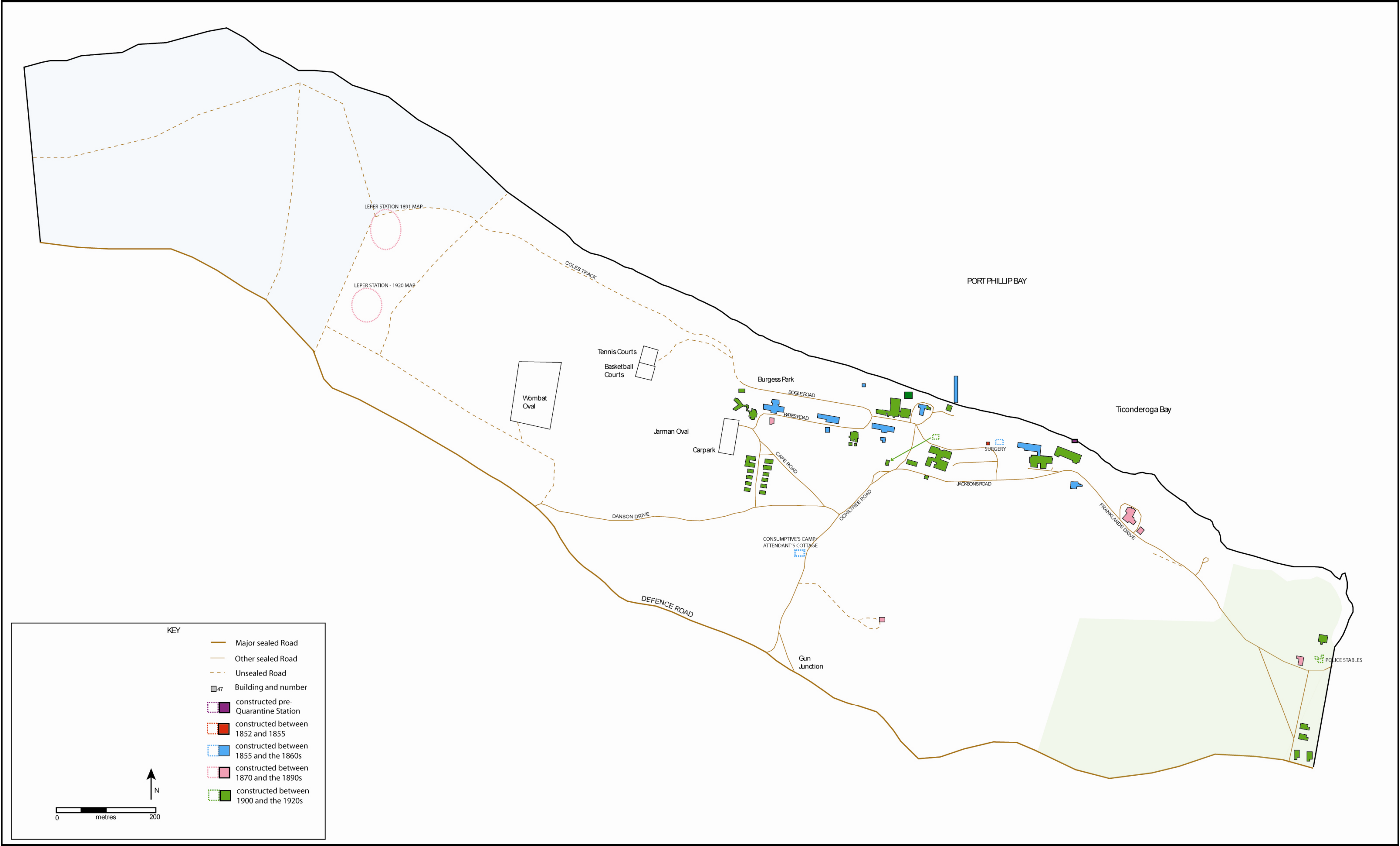


Figure 53 Location of currently extant and non-extant or un-relocated buildings and features that were present on the site in the 1920s.

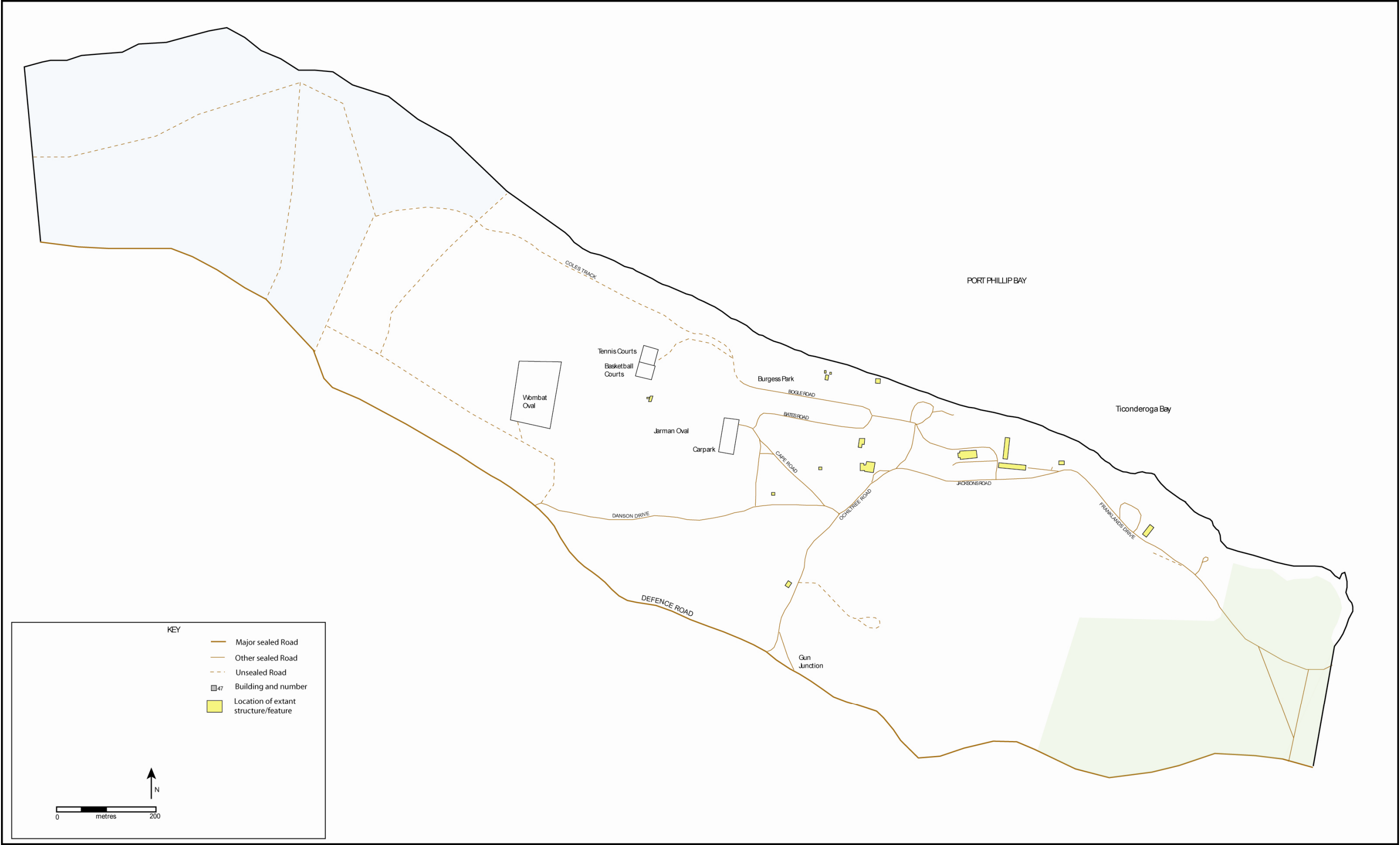


Figure 54 Location of buildings and features constructed between 1930 and the 1970s.

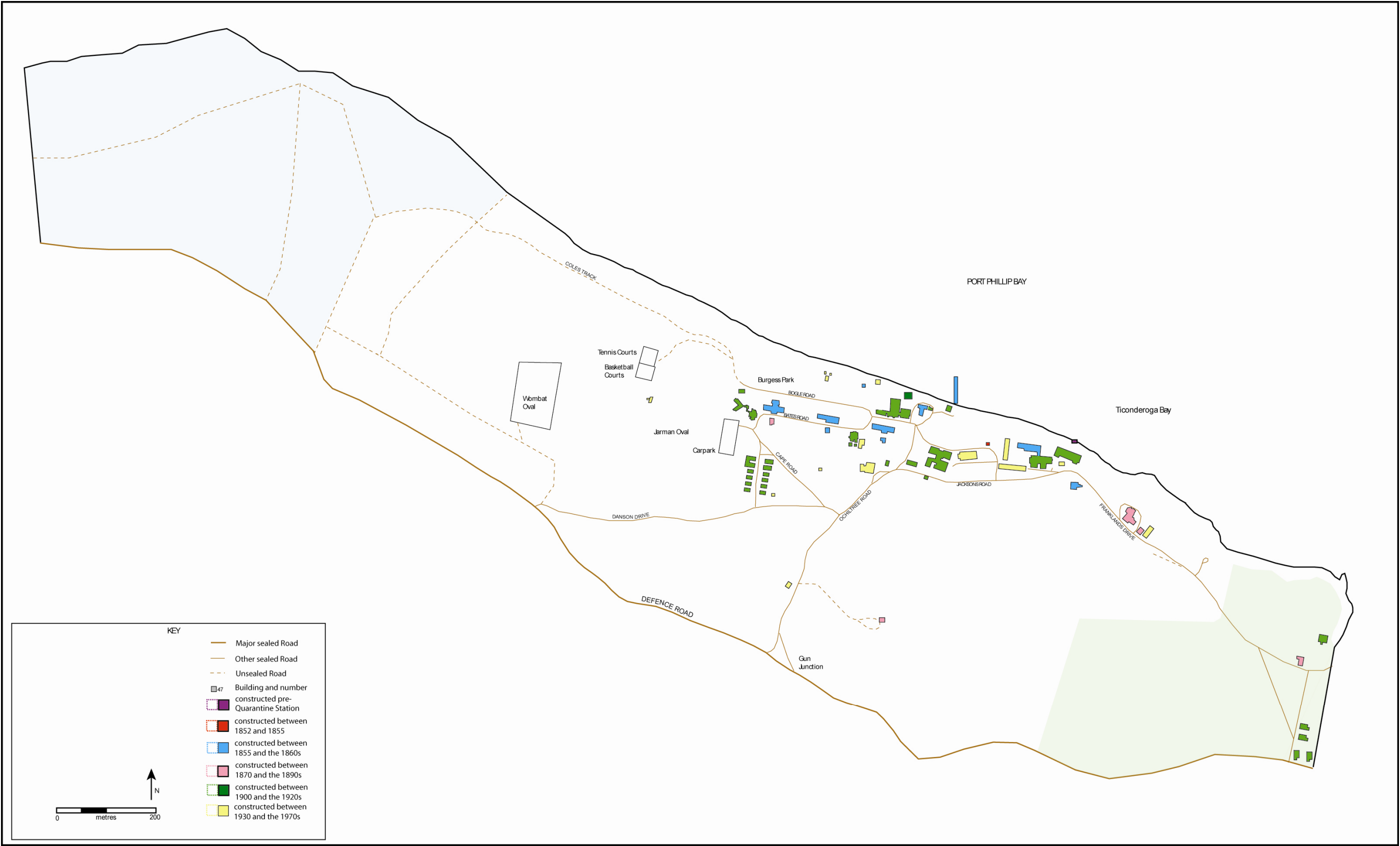


Figure 55 Location of currently extant and non-extant or un-relocated buildings and features that were present on the site in the 1970s.

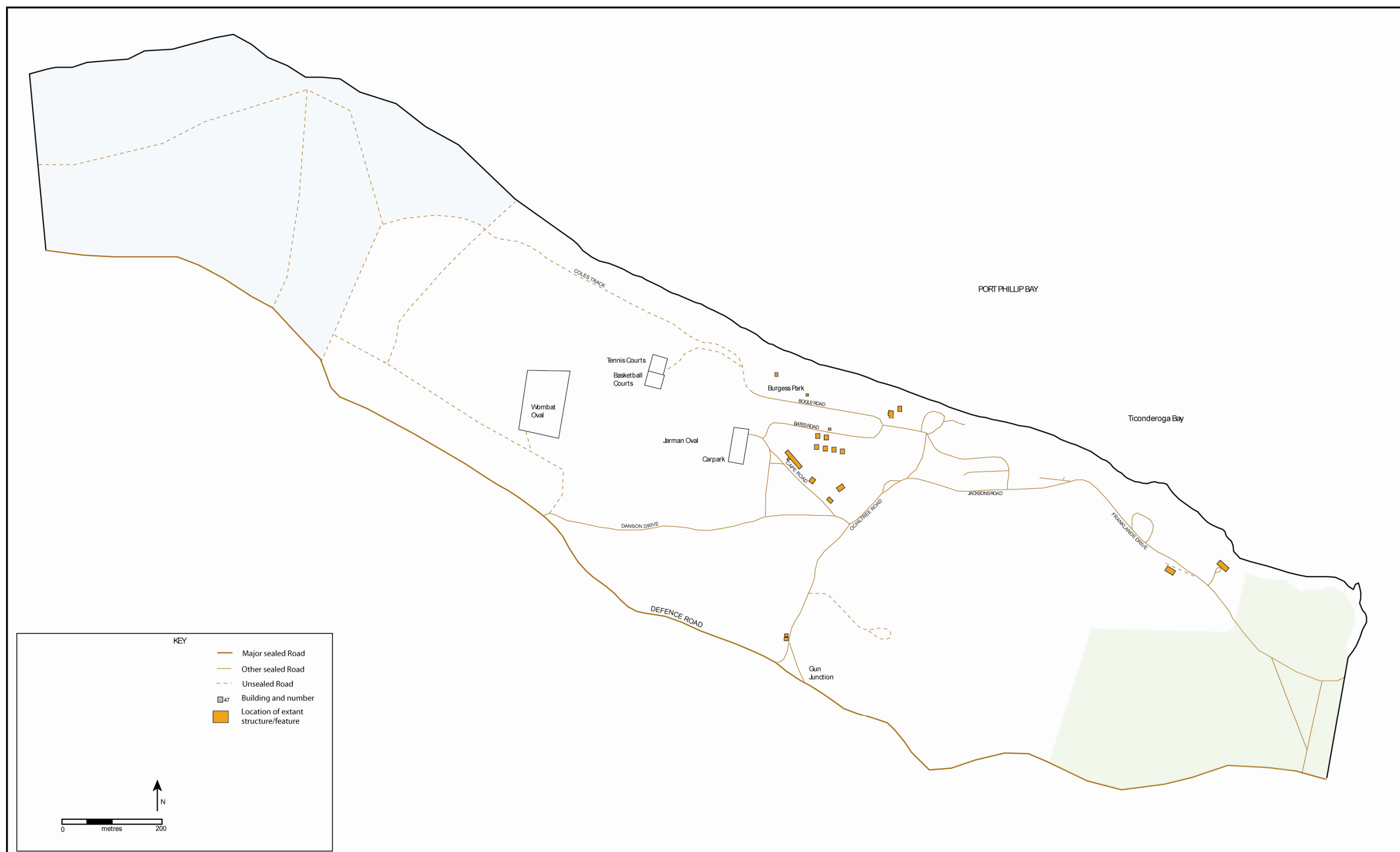


Figure 56 Location of buildings and features constructed since 1980.

3.4.3 Archaeological Survey Work

In February 2008, the Secretary of the Victorian Department of Planning and Community Development approved the Cultural Heritage Management Plan (CHMP) for the former Quarantine Station at Point Nepean, which had been prepared by the PNCT under the Victorian *Aboriginal Heritage Act* 2006. This CHMP included an assessment of the Aboriginal cultural heritage of the activity area and presented recommendations for the mitigation of possible impacts upon this heritage. Fieldwork associated with the development of this CHMP included a comprehensive surface survey of the land managed by the PNCT. Prior to this survey, only limited investigations had been undertaken on the non-Aboriginal historic archaeology of the former Quarantine Station. These included:

- A limited archaeological excavation of the cellar of Building 7, the Shepherd's Hut, which was undertaken in 1997. A report on the results of this excavation does not appear to have been submitted, but the recovered artefacts are currently housed in the museum at the former Quarantine Station.
- A desktop assessment, involving no fieldwork, compiled for the land then managed by the Department of Defence, which includes the current study area.⁹⁸ This report summarised the known history of development at the former Quarantine Station and identified areas of high archaeological potential.
- Monitoring of verandah construction at five buildings and plumbing works on fifteen buildings within the main built-up area of the former Quarantine Station. These works, undertaken for the Department of Defence resulted in the identification of non-Aboriginal historic materials at six locations, although these were not registered as sites with Heritage Victoria (see Figure 57).⁹⁹ No subsurface features were identified, and the 51 recorded artefacts, none of which were considered to be *in situ*, consisted of fragments of ceramic, glass, bone and building materials probably dating to the late nineteenth century.¹⁰⁰
- The survey of a two kilometre long proposed wastewater and gas pipeline alignment, which resulted in the recording of a single historic artefact scatter (identified as H7821-118 on the Victorian Heritage Inventory), again within the main built-up area.¹⁰¹ This site is a small surface scatter of glass, slate and brick fragments, none of which had diagnostic features and therefore could not be dated.

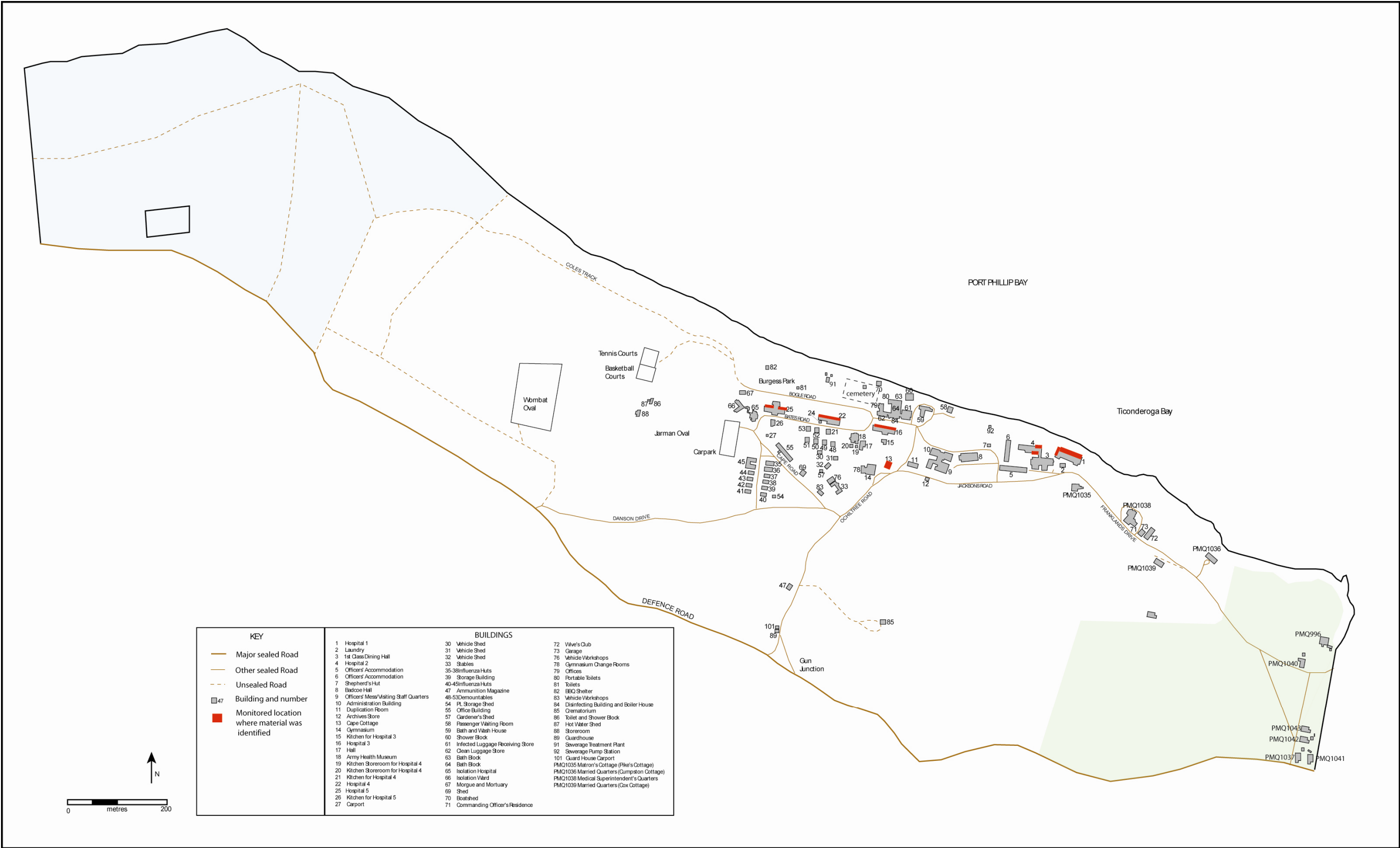


Figure 57 General location of non-Aboriginal cultural material identified during monitoring of verandah construction and other works (derived from information in Murphy and Maitri 2004).

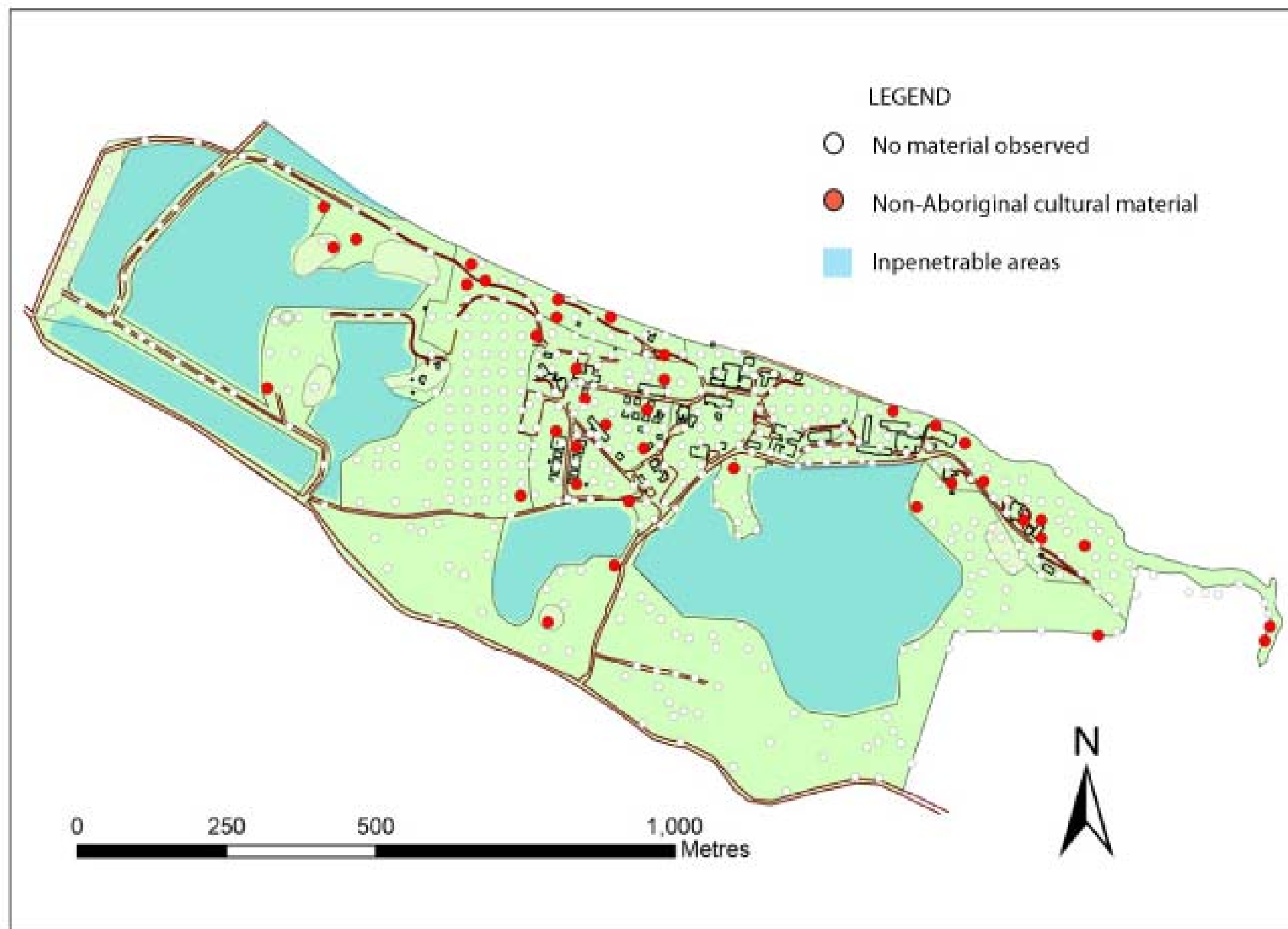
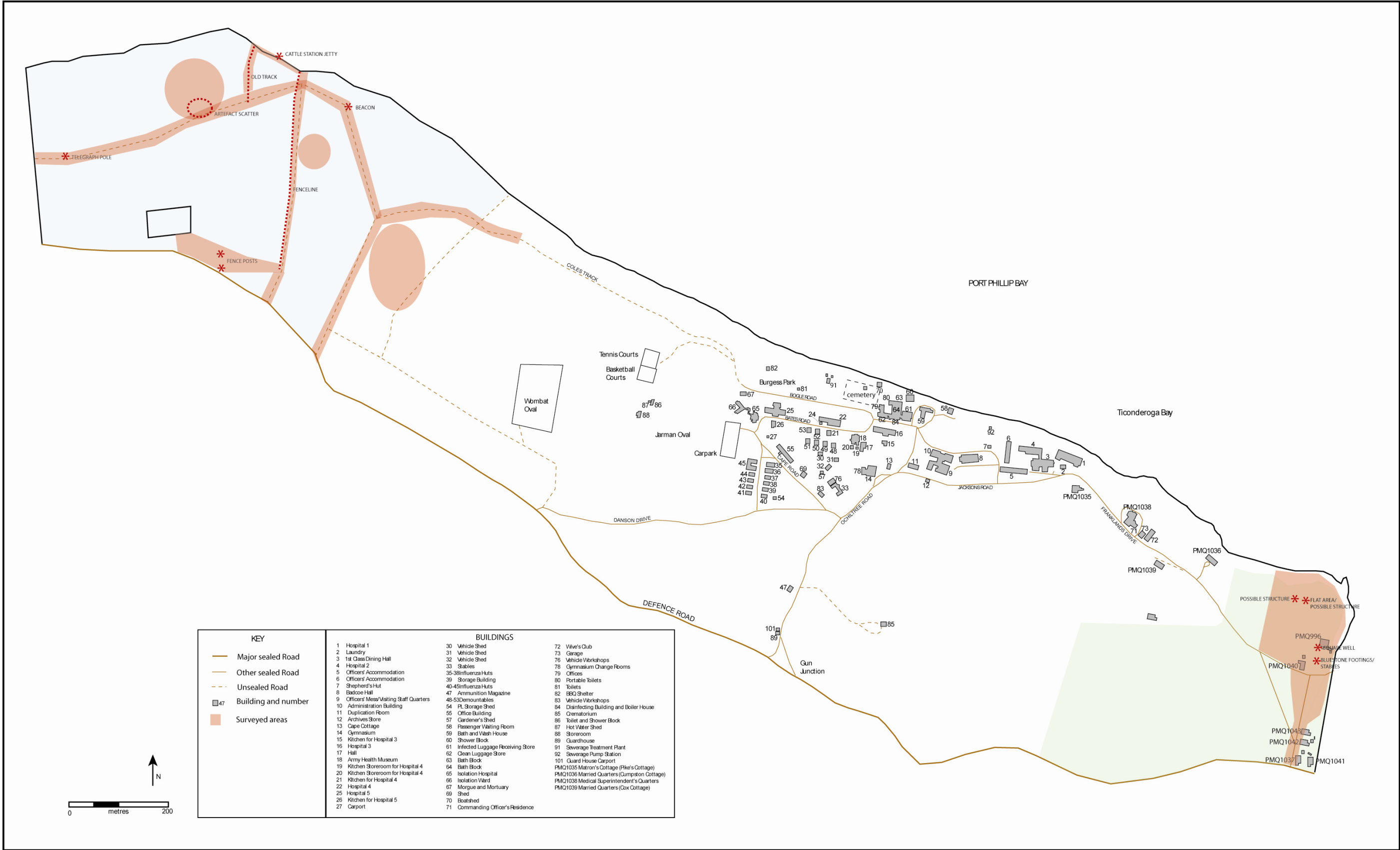


Figure 58 Location of all surveyed points and points at which non-Aboriginal cultural materials were observed.



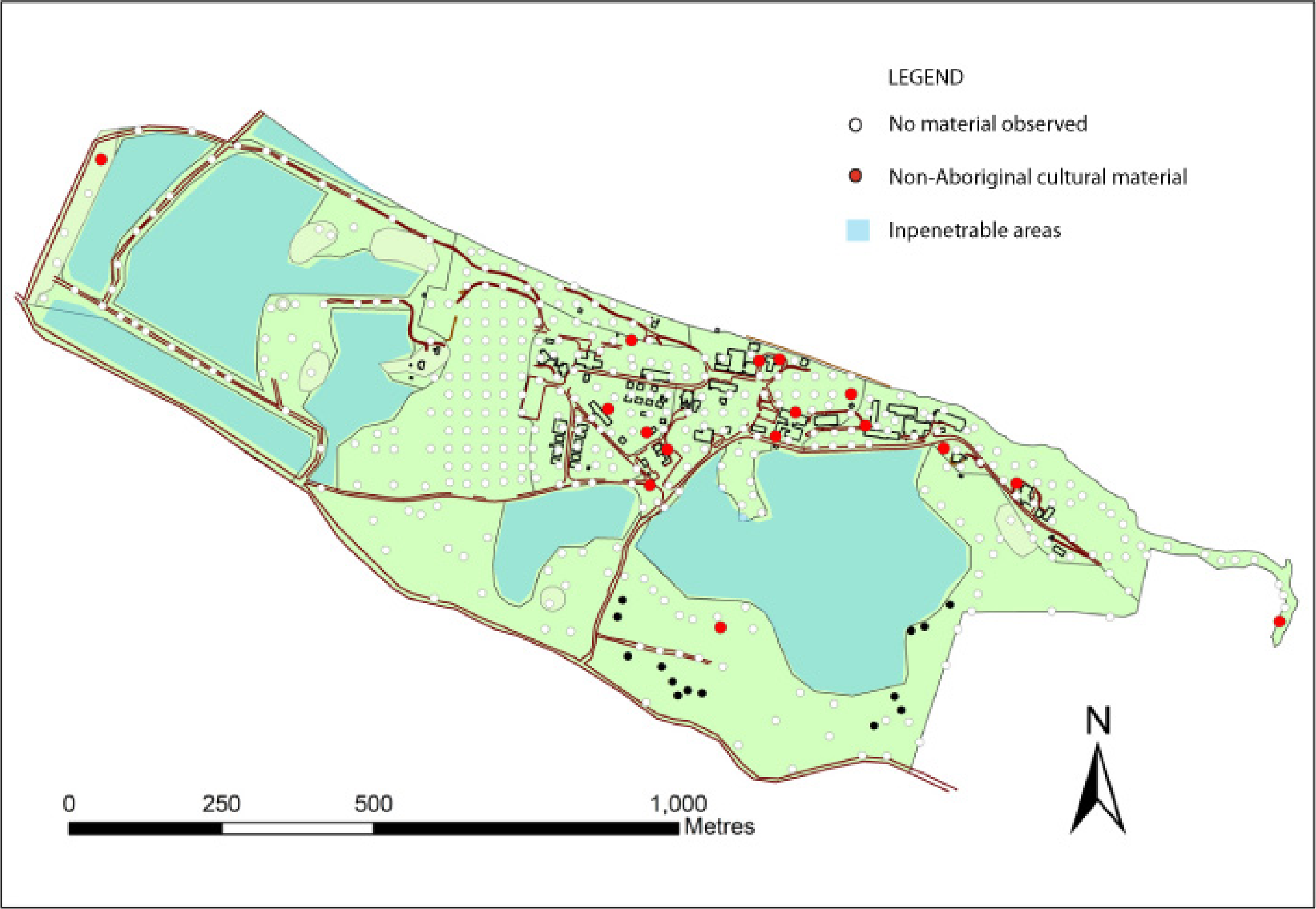


Figure 60 Location of all core samples and cores in which non-Aboriginal cultural materials were observed.

The archaeological survey conducted as part of the preparation of the 2008 CHMP was carried out in conjunction with an examination of potential locations from which core samples would be removed to assess the nature and extent of potential soil and groundwater contamination across the site, undertaken by Golder Associates. Golder Associates divided the entire site into three units that reflect the proposed future uses for various sections of the site. Within these units, they established a grid of sample locations that varied in density from points located 25 metres apart in the central, built-up foreshore section of the site to points located approximately 60 metres apart in the heavily vegetated upland areas.¹⁰²

During the survey, 440 points were visually inspected by an archaeologist and Aboriginal representatives for surface evidence of Aboriginal and non-Aboriginal cultural heritage and the exact location of each point was recorded using a differential Global Positioning System (GPS). All points were accessed on foot and therefore the distance walked between each point was also surveyed and notes were made about the location of any cultural materials observed along the route taken. Some areas were inaccessible due to the very dense and impenetrable vegetation. This investigation was the first comprehensive fieldwork undertaken to assess the non-Aboriginal historic cultural heritage of the former quarantine station area.

Figure 58 shows the location of all surveyed points and highlights the 39 points at which surface historic materials were identified. The identified materials ranged from a single bottle base or low density scatter of glass, slate and occasionally metal and ceramic to larger rubbish dumps and bluestone building footings. The more significant finds were registered on the Victorian Heritage Inventory (see Figure 69). The majority of the observations were made on the flat foreshore area within the zone occupied by the extant buildings of the former Quarantine Station and those constructed during the subsequent period of military use of the site. In this area, materials were generally noted on tracks or in disturbed locations beneath and adjacent to buildings and were not identified in regions that had a low surface visibility due to grass coverage, such as the sporting ovals and landscaped areas. Some surface non-Aboriginal historic materials were also noted at several rubbish dumps and diffuse scatters in the densely vegetated western and southern sections of the site. Most of the identified material was non-diagnostic and could not be accurately dated.



Figure 61 Metal objects (left) and stoneware jar (right) located during survey.



Figure 62 Bluestone footings (left) and bottle base (right) located during survey.



Figure 63 Cast iron bed-frame (left) and limestone blocks (right) in waste dump area.

The area covered by the CHMP survey was smaller than the area included in this CMP. Therefore an additional field survey was undertaken in April 2008 to investigate the portion of the remote area that is currently managed by Parks Victoria and the Police Point area, currently managed by the Mornington Peninsula Shire (see Figure 59). The purpose of this survey was to determine if any remains associated with the Cattle Quarantine facility and Leper Colony could be located in the western portion of the site in the general locations indicated on the historic maps and to assess the remaining evidence of quarantine period structures at Police Point.

Figure 59 shows the location of these additional survey areas and the features recorded. The dense vegetation in the western section meant that access was extremely difficult and visibility limited. No traces of the Leper Colony were identified, which is not unexpected given that the wooden buildings associated with this facility burnt down and its probable location is ill-defined and now overgrown with dense ti tree and polygala scrub. The ruins of the Cattle Quarantine jetty are clearly visible on the beach. In addition, a post-and wire fence, running north-south, thought to mark the boundary of the cattle quarantine area, was identified. This fence does not date to the period when the Cattle Quarantine facility was in use and appears to be a later Army construction. A similar fence surrounds the Signal Station. Several shorter fence posts, strung with wire, were also noted in the southern section of the remote area. No other remains associated with the Cattle Quarantine area were identified.

Telegraph poles were noted along a track in the western section, and the position of one of these is marked on Figure 59. Some of these poles are still standing, but the majority have fallen over. The electric telegraph was installed at Point Nepean in 1874, in order to facilitate communications with Melbourne.¹⁰³ North of this track, a dispersed artefact scatter was recorded which comprised a number of broken brick, dark green bottle glass and ceramic fragments. In addition, an iron ballast tank has been dumped in the area. Although none of the artefacts are diagnostic, they appear to date to the late nineteenth or possibly early twentieth century.

Most of the Police Point area has been cleared and includes expanses of lawn and six houses with associated outbuildings. As noted above, Building PMQ966, constructed in 1916, is in the approximate location of the former Police Barracks, constructed in 1859. Elements of the Police Barracks, which replaced an earlier pre-fabricated iron structure, may be incorporated into PMQ966. A square and a domed well and horse-trough supports are clearly visible next to this building. A bluestone pad, measuring 7 x 4 metres, is evident in the location of the former stables. In addition, the cleared grass area to the north of the extant buildings contains a number of features that may be building outlines/footings.



Figure 64 Remains of cattle jetty (left) and ballast tank located during survey in area of artefact scatter (right).



Figure 65 Fence around possible cattle quarantine (left) and telegraph pole area (right).



Figure 66 Bluestone pad, Police Point (left) and bluestone pad with wells in background (right).



Figure 67 Oblong patch of dead grass, possibly indicating location of former structure, Police Point (left) and old well, Police Point (right).

3.4.4 Archaeological Sub-Surface Testing

Drilled core samples were taken from 400 of the points recorded during the CHMP survey (40 points were not included in the final sample due to access difficulties). The majority of these cores were removed with a machine-operated 40mm diameter drill. However, a 40mm diameter hand auger was used in areas that could not be accessed by the machine-mounted unit. The machine-drilled samples yielded cores that ranged from 1000mm to 3300mm in total length while the manually removed cores ranged between 300 and 1020 mm (see Christine Williamson, *Redevelopment of the Former Quarantine Station, Point Nepean: Cultural Heritage Management Plan*, pp. 94–99 for further discussion of core sampling methodology). All cores were examined for the presence of Aboriginal and non-Aboriginal cultural materials and any finds were identified, recorded and photographed and their location within the core described and drawn.

Figure 60 shows the location of the 16 cores containing non-Aboriginal cultural materials, the majority of which were restricted to the flat foreshore area of the former quarantine station, which was also the area where most of the observations of surface materials were made (see Figure 58). The small diameter of the core samples meant that the recovered materials were

all non-diagnostic fragments and could not be dated. Materials recovered included fragments of glass, metal, brick, bluestone and slate.



Figure 68 Burnt material and glass identified in a core sample.

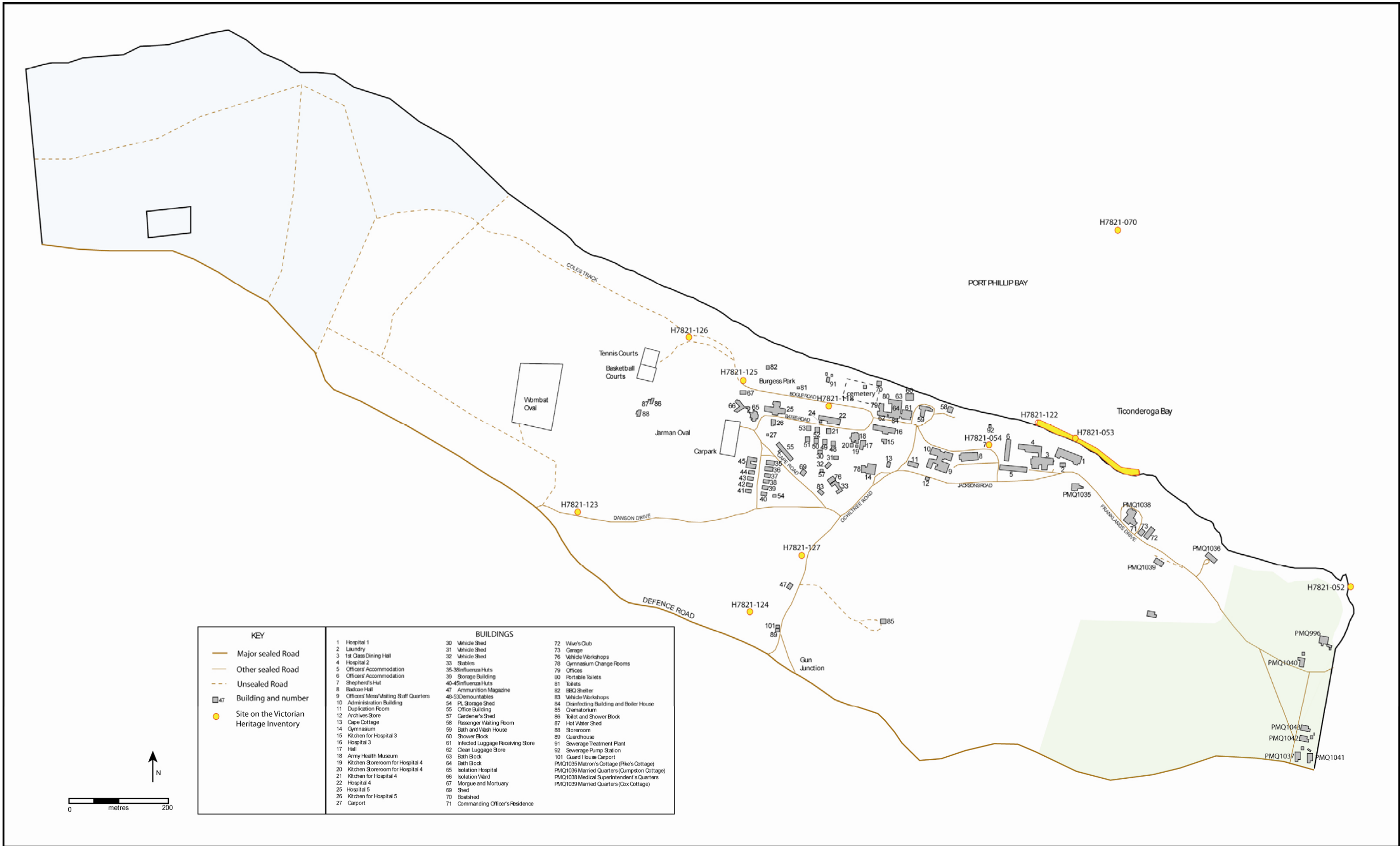
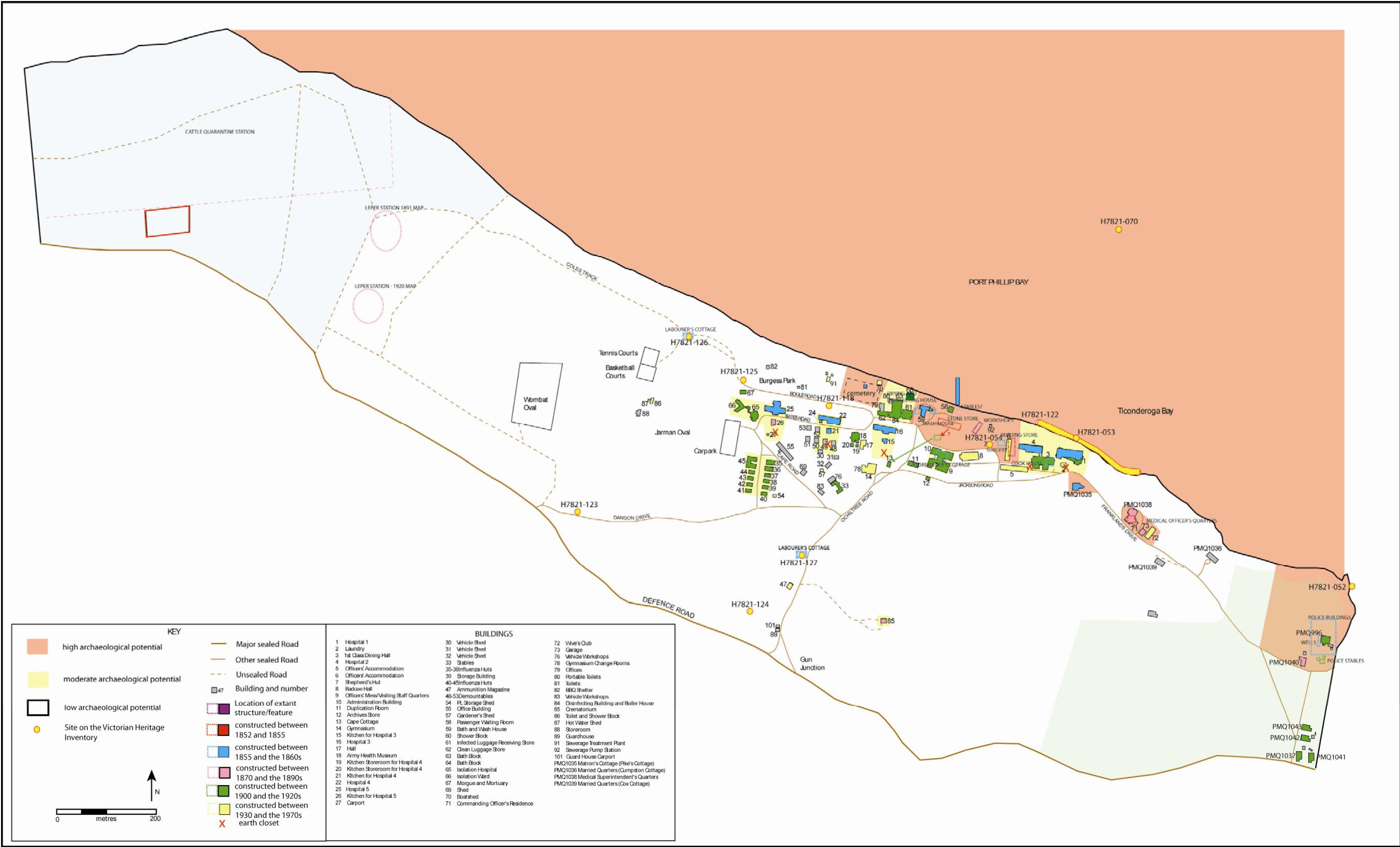


Figure 69 Location of non-Aboriginal historic sites listed on the Victorian Heritage Inventory. Note: H7821-070 is the Quarantine Anchorage and is located off-shore.



3.4.5 *Non-Aboriginal Historic Sites Listed On the Victorian Heritage Inventory*

The Victorian Heritage Register currently includes records for eleven non-Aboriginal historic archaeological sites within the former Quarantine Station area. Figure 69 shows the location of all sites on the Victorian Heritage Inventory, which are listed in the table below. Details on these sites are provided in the table at Appendix B. Specific detail is also provided below on the lime kilns located within the Quarantine Station site.

SITE NUMBER	SITE NAME
H7621-122	Point Nepean Limestone Quarry
H7821-052	Quarantine Station Lime Kiln 1
H7821-053	Quarantine Station Lime Kiln 2
H7821-054	Limestone Cottage
H7821-070	Quarantine Station Anchorage
H7821-118	Quarantine Station Historic Artefact Scatter 1
H7821-123	Point Nepean Loading Ramp
H7821-124	Point Nepean Rubbish Scatter 1
H7821-125	Point Nepean Bluestone Foundations
H7821-126	Point Nepean Cottage 2
H7821-127	Point Nepean Cottage 1

Table 2 Non-Aboriginal historic sites listed on the Victorian Heritage Inventory.

Specific management plans, addressing issues of site stabilisation, visitor access, ongoing maintenance, archaeological and historic investigation and site interpretation need to be prepared for a number of key sites. These include:

- H7821-126: Cottage 1, labourer's/Skelton's Newton's Cottage
- H7821-127: Cottage 2, labourer's cottage off Ochiltree Road
- H7821-052: Quarantine Station Limekiln 1
- H7821-053: Quarantine Station Limekiln 2

3.4.6 *Lime kilns*

Two lime kilns are located in the Quarantine Station site, and included in the Victorian Heritage Register.

Limekiln 1 (H7821-052)

Known as Police Point limekiln, this kiln belonged to Daniel Sullivan, although Harrington,¹⁰⁴ erroneously attributes it to William Cannon. This site is virtually inaccessible unless by boat. The remains of the kiln, which were recorded by Harrington in 1997, are set into the face of the cliff. A barrel vault has been excavated directly into the limestone face and runs for a depth of about 3m before terminating in an arched draw hole (0.5 x 0.6m). Debris has extruded through the draw hole. Two steps cut into the rock provide access to the vault.

Immediately north of the vault is an arch-shaped depression in the cliff. There is no evidence of any worked blocks relating to the structure or any brick work. The total lack of structural additions is a feature unattested at any known limeburning site in the state.

It is unlikely that deposits associated with the use of this site will be recovered from the beach sands, but materials may be contained within deposits at the top of the cliff above the kiln. The structure itself is of high significance.

Limekiln 2 (H7821-053)

The ruins of a limekiln associated with Patrick Sullivan are located at the base of the cliffs below Building 1. Sullivan's limekiln, recorded by Harrington in 1997,¹⁰⁵ is set into the cliff-face below Hospital 1. It comprises the deteriorated remains of a limestone block structure in the side of a rough slope. The site is accessed by a path that runs from the top, past the structure, and down to the beach. Part of the kiln has been incorporated into a set of stairs running in front of the vault. Courses of square-cut blocks form a wall standing to 1.3m and visible horizontally for 3.4m into which is set an archway (.85m high and 1.15m wide). The top course of the wall has regularly spaced recesses, suggesting beam insertion points. The vault terminates at 0.9m on what appears to be the natural limestone formation and there is no evidence of a draw hole. It appears that the majority of the kiln above and below this point has collapsed. The kiln, in association with Sullivan's property, is indicated in Figure 44.

It is unlikely that deposits associated with the use of this site will be recovered from the beach sands, but materials may be contained within deposits at the top of the cliff above the kiln. The structure itself is of high significance.



Figure 71 Image of Lime Kiln 2.



Figure 72 Another view of Lime Kiln 2.

3.4.7 *Zones of Archaeological Potential*

The archaeological potential of all extant and known non-extant buildings and structures and archaeological sites on the Victorian Heritage Inventory is identified in the table at Appendix B. Combined with the spatial data presented above, this information has been used to define zones of high, medium and low archaeological potential within the boundaries of the former Quarantine Station (see Figure 70). These zones have broadly been assigned on the following basis:

- Areas of high archaeological potential are those that are thought likely to contain archaeological deposits relating to the pre-Quarantine Station and early Quarantine Station use of the site in areas that have experienced relatively little disturbance from later activities.
- Areas of moderate archaeological potential are those where the identified structures and features date to later periods of Quarantine Station use and have the potential to provide insights into particular aspects of the history of the site, while the location of buildings and structures is not clearly defined or the area may have been subject to some later disturbances.
- Areas of low archaeological potential are those where the identified structures and features date to later periods of Quarantine Station use and have a limited potential to provide insights into particular aspects of the history of the site; no pre-twentieth century structures or features are known to have been situated; or, as is the case with the remote western area, the location of any structures or features cannot be identified.

All archaeological sites on the Victorian Heritage Inventory are protected by legislation and 10 metre buffers have been established around all these locations. In addition, all archaeological elements and remains in Victoria which are older than 50 years, including those not yet identified or included in the Victorian Heritage Inventory, are also protected by the *Heritage Act*, and no person can knowingly excavate or disturb an archaeological site without obtaining a consent from the Executive Director of Heritage Victoria.

Areas designated as having a high archaeological potential include:

- The Quarantine Anchorage: ships detained at the Quarantine Station dropped anchor in the bay while they were inspected by the Quarantine Doctor and during any subsequent detention period. There is a high potential for items deliberately or accidentally dropped overboard to be recovered from the sea bed.
- The Parade Ground: this currently cleared area was the centre of pre- and early Quarantine Station activities. The lack of subsequent development in the area means that there is a high potential for the identification of structural remains and deposits relating to Sullivan's cottage and outbuildings, the first hospital, stone store, surgery, stables and jetty to be identified. In addition, deposits relating to the occupation of tents by quarantine detainees may be recovered and sub-surface deposits and those in the vicinity of Building 7 may provide insights into the date and function of this structure.
- The first cemetery: established in 1852 and used for only two years, the identified remains interred here were removed to the new cemetery in the remote area. However, it is uncertain if all the burials were removed and there is the potential for human remains to be recovered from this location.
- The location of the first disinfecting complex: this area included the extant Building 59 and the demolished Drying and Disinfecting House and Washhouse/Laundry. Sub-floor deposits in Building 59 and those in the surrounding area may reveal structural remains of the two non-extant buildings and deposits associated with early disinfecting practices at the Quarantine Station.
- The labourer's cottage known as Pike's Cottage: the core of Building PMQ1035 is one of the three labourer's cottages constructed at the site in 1854-5. Sub-floor deposits and those in the vicinity of this building may contain remains dating to the earliest period of the Quarantine Station and provide insights into the lifestyle of early station employees.
- The site of the Medical Officer's Quarters: since 1854, the Medical Officer's quarters have always been situated in the same location. The current building on the site appears to incorporate elements of the 1880s doctor's residence and possibly the 1854 building. Sub-floor deposits and those in the vicinity of Building 1038 may contain structural remains and other items associated with these earlier residences and their ancillary structures.
- Police Point: this location housed the 1855 pre-fabricated iron police building and the 1859 wooden police barracks, which appear to have been incorporated into Building 966. In addition, the area contains remains of stables, wells and possible evidence of other buildings. Sub-floor deposits associated with Buildings 966 and 1040 and deposits across this area may contain structural elements and other

remains relating to the police presence since 1855. In addition, there is some evidence that another structure, 'Dr William's old hut', was situated at Police Point.

Areas categorised as having a moderate archaeological potential include:

- Hospitals Nos 1 and 2 and their associated kitchen: Hospitals Nos 1 and 2 are extant (although Hospital 1 is a 1919 replacement of an earlier structure) but the kitchen was demolished to make way for the construction of Building 3. The 1875 site plan indicates that 'earth closets' were situated behind all the hospital buildings, although the location cannot be accurately determined. Sub-floor deposits associated with Hospitals 1 and 2 may provide evidence for the use of these buildings since 1859, while sub-floor deposits associated with Building 3 may provide structural remains and other items associated with the kitchen constructed in 1858-9. Building 2 and the eastern portion of Building 5 are in the approximate location of the earth closets and sub-floor and other deposits in these areas may contain materials associated with these features.
- The 1899-1900 disinfecting complex: sub-floor and general deposits in this area may contain materials with the potential to inform upon early twentieth-century quarantine practices.
- Hospital 3 and its associated kitchen: sub-floor deposits and those in the vicinity of these buildings and extending to the south may contain remains associated with use of these structures since 1859. In addition, the 1875 site plan indicates that 'earth closets' were situated behind all the hospital buildings, although the location cannot be accurately determined.
- Hospital 4 and its associated kitchen: sub-floor deposits and those in the vicinity of these buildings and extending to the south may contain remains associated with use of these structures since 1859. In addition, the 1875 site plan indicates that 'earth closets' were situated behind all the hospital buildings, although the location cannot be accurately determined. The earth closet associated with Hospital 4 is in the area currently occupied by Buildings 48 and 49, and deposits beneath these buildings may contain materials associated with this feature.
- Hospital 5 and its associated kitchen: sub-floor deposits and those in the vicinity of these buildings and extending to the south may contain remains associated with use of these structures since 1859. In addition, the 1875 site plan indicates that 'earth closets' were situated behind all the hospital buildings, although the location cannot be accurately determined. The earth closet associated with Hospital 4 is in the area currently occupied by Building 27, and deposits beneath this structure may contain materials associated with this feature.
- The isolation facility: remains recovered from sub-floor deposits associated with Buildings 65 and 66, and those in the vicinity of these two buildings have the potential to provide information on early twentieth-century isolation practices.
- The 'crematorium': the function of this structure is unclear, and it may have been used for the disposal of contaminated luggage and other goods rather than the cremation of human remains. Deposits in this area may provide information that will clarify the purpose of this feature.

- The influenza huts: this series of twelve huts (one of which is no longer extant) were constructed to house returned servicemen during the influenza pandemic following World War 1. Deposits beneath and around these buildings may contain items with the potential for inform on the personal life of military men quarantined during this period of international health crisis.

The remaining areas of the site have been categorised as having a low archaeological potential.

4.0 SIGNIFICANCE

4.1 Introduction

As identified in Chapter 1 of this report, the former Point Nepean Quarantine Station site is included in the National Heritage List (NHL); Commonwealth Heritage List (CHL); Register of the National Estate (RNE); and the Victorian Heritage Register (VHR). A number of archaeological sites are also listed on the Victorian Heritage Inventory. This chapter reproduces the statements of significance taken from the entries on the NHL, CHL and Victorian Heritage Register, and summarises the specific buildings and elements identified in the statements and listing citations.

The statutory designations indicate that the place has cultural heritage significance at National (considered to be of outstanding heritage significance to the nation), Commonwealth and State levels.

This CMP generally adopts the assessments of heritage significance, as reflected in the statutory listings. Accepting this, the Plan also includes some recommendations relating to the statements of significance which may be considered as revisions to the statements. These are included below at Section 4.9. The 'Recommendations' are preceded by some brief comparative analysis at Section 4.8.

The site's heritage 'significance' derives from an understanding of its stated heritage values, and forms the foundation upon which the conservation policy for the place has been developed (as included in Chapter 5 of this Plan). The EPBC Act (Section 528) states that the 'heritage value' of a place includes the place's natural and cultural environment having aesthetic, historic, scientific or social significance, or other significance, for current and future generations of Australians.

The heritage values of the Quarantine Station predominantly derive from its quarantine history and use, albeit with earlier and later phases of significant history such as lime-burning, quarrying, Army use (Officer Cadet School from the 1950s, and also subsequent uses such as the Army School of Health/Norris Barracks), and refugee occupation. The station complex and surrounds (surviving structures and site layout) are able to demonstrate the main developments in quarantine practice in Australia, including Victorian and National quarantine processes and medical protocols dating back to the 1850s. The physical elements also retain evidence of the pre- and post-quarantine uses. The siting of the Quarantine Station on Point Nepean, in an isolated bushland location and setting, is also significant and demonstrative of the functional quarantine requirement for distance and separation from the places of habitation.

This chapter concludes with tables listing and identifying the relevant levels of significance for the individual buildings, structures and landscape elements of the Quarantine Station (at Section 4.10) with definitions included.

4.2 Previous Assessments

In the early 1970s, the Quarantine Station was first assessed and classified by the Victorian branch of the National Trust as being of heritage significance. The Trust registered the Quarantine Station as a group of regionally significant buildings (Register No: B2401), and the early limestone building as an individual building of local significance (Register No: B2031).

National recognition of the heritage significance of the earliest buildings at the Quarantine Station first came with their inclusion in the Register of the National Estate (RNE) in March 1978 (Place ID: 5805 and 5819). Ten years later the Station as a whole, and the wider Point Nepean area including the defence sites and various structures and archaeological remains, were separately added to the RNE (Place ID: 5810, 103718 and 103298). A summary of these, and subsequent Commonwealth and National, listings can be found in Table 1.

In 1984, a master's thesis 'Maritime Quarantine and the former Quarantine Station, Point Nepean' by Shane Power was the first to comprehensively research, analyse and assess the cultural significance of the complex. In the one page abstract at the beginning of the report, Power made the statement:

The former Quarantine Station at Point Nepean has received only cursory recognition in formal heritage listings. It is apparent, however, that given the social prominence of its function, its substantially intact state and its association with one of the largest and busiest ports in Australia, the complex is of national cultural significance.

In 2002, the first Conservation Management Plan of the former Quarantine Station was undertaken by HLCD. The aim of the report was to establish the cultural significance of the built heritage at the Station (or Norris Barracks as it was also known at the time) as well as to formulate conservation policies and provide a management plan identifying priority conservation works. Two Statements of Significance were devised for the site, one using the Australian Heritage Commission format (in response to the Commonwealth ownership) and one using the Heritage Victoria format (understanding that the property was likely to pass out of Commonwealth ownership and therefore be eligible for the Victorian Heritage Register). The report explained that while there appeared to be two statements of significance, they were actually expressing the same significance, but in different formats.

Following the amendment to the Commonwealth *Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)* of September 2003, the Quarantine Station was placed on the Commonwealth Heritage List in June 2004. In September 2004, the 'Point Nepean Defence and Quarantine Precinct' was added to the Victorian Heritage Register (H2030) but it was acknowledged that the registration did not 'apply to the Commonwealth in its capacity as the occupier of the land'. On 16 June 2006, the 'Point Nepean Defence Sites and Quarantine Station Area' was placed on the National Heritage List (Place ID: 105680). On the same date, the Quarantine Station and its surrounds were additionally identified as being 'Within listed place' (Place ID: 105756).

4.3 Summary of National and Commonwealth Listings and Controls

The following table summarises the various former Point Nepean Quarantine Station listings on the NHL, CHL and RNE.

National Heritage List	Commonwealth Heritage List	Register of the National Estate
Point Nepean Defence Sites and Quarantine Station Area Defence Rd Listed Place: 16/06/2006 Place ID: 105680 <i>File No: 2/18/021/0015</i> <u>Extent:</u> About 530ha, 1km west of Portsea, comprising an area bounded by a line commencing at the intersection of Mornington Peninsula National Park and Point Nepean Road at approximate AMG point 299220mE 5756120mN, then southerly and westerly via the Park boundary to its intersection with the coastline at approximate AMG point 298180mE 5754980mN, then westerly, northerly and easterly via the HWM to its intersection with the Commonwealth Land boundary at approximate AMG point 299300mE 5756380mN, then southerly via the Commonwealth Land boundary to the point of commencement. <u>Related listings:</u> Point Nepean Area (RNE 5810, CHL 105680) Point Nepean Commonwealth Area (RNE 103298, CHL 105579) Point Nepean Quarantine Station (former) (RNE 103718, CHL 105611) Quarantine Wards, Kitchen's and Heaton's Monument (RNE 5805, CHL 105177)	See 'related Listings' under NHL 105680	Point Nepean Area Point Nepean Rd Registered: 26/04/1988 Place ID: 5810 <i>File No: 2/18/021/0015</i> <u>Extent:</u> 526ha, between Portsea and Point Nepean, comprising the whole of the original Commonwealth land (Defence and former Quarantine Reserves), excluding the area leased to Portsea Golf Club.

National Heritage List	Commonwealth Heritage List	Register of the National Estate
	Point Nepean 2006 Commonwealth Area Defence Rd Listed Place: 22/06/2004 Place ID: 105579 <i>File No: 2/18/021/0155</i> <u>Extent:</u> About 90ha, Defence Road, comprising the whole of Lot 4 on TP839163E	Point Nepean 2003 Commonwealth Area Defence Rd Registered: 26/04/1988 Place ID: 103298 <i>File No: 2/18/021/0155</i> <u>Extent:</u> About 293.7ha, 1km west of Portsea, comprising Commonwealth land between Portsea and Point Nepean, being the balance of land being on Certificate of Title 5758 Folio 598 <u>Related listings:</u> A separate Register of the National Estate place record exists for the former Point Nepean Quarantine Station, incorporating the former Officer Cadet School and Heaton's Monument (RNE database number 103718).
	Point Nepean former Commonwealth Area disposed 2006 Defence Rd Place removed from CHL Place ID: 105916 <i>File No: 2/18/021/0155</i> <u>Extent:</u> About 205ha, Defence Road, Lot 3 on TP839163E	

National Heritage List	Commonwealth Heritage List	Register of the National Estate
Quarantine Station and Surrounds Defence Rd Within listed place Place ID: 105756 <i>File No: 2/18/021/0158</i> <u>Extent:</u> About 120ha, at Portsea, being an area bounded by a line commencing at the south east corner of Lot 1 TP839163E, then northerly via the eastern boundary of Lot 1 to its intersection with the southern boundary of Lot 2 TP839163E, then easterly via the southern boundary of Lot 2 to the High Water Mark (HWM), then northerly and westerly via the HWM to its intersection with the north western boundary of Lot 2, then south westerly via the north eastern boundary of Lot 2 to its intersection with Defence Road, then south easterly via Defence Road to the point of commencement. <u>Related listings:</u> Point Nepean Area (RNE 5810, CHL 105680) Point Nepean Commonwealth Area (RNE 103298, CHL 105579) Point Nepean Quarantine Station (former) (RNE 103718, CHL 105611) Quarantine Wards, Kitchen's and Heaton's Monument (RNE 5805, CHL 105177)	Point Nepean Quarantine Station (former) Jacksons Rd Listed Place: 22/06/2004 Place ID: 105611 <i>File No: 2/18/021/0156</i> <u>Extent:</u> About 20ha, comprising an area bounded by AMG easting 298000mE in the west, Port Phillip Bay in the north, the eastern boundary of Commonwealth Land in the east, and in the south by Danson Drive, Ochiltree Road, Jacksons Road and Franklands Drive. <u>Related listing:</u> contained within the larger Point Nepean Area (RNE database number 5810), which is listed separately in the Register of the National Estate.	Point Nepean Quarantine Station (former) Jacksons Rd Registered: 26/04/1988 Place ID: 103718 <i>File No: 2/18/021/0156</i> <u>Extent:</u> About 25ha, comprising an area bounded by AMG easting 298000mE in the west, Port Phillip Bay in the north, the eastern boundary of Commonwealth Territory in the east, and in the south by Danson Drive, Ochiltree Road, Jacksons Road and Franklands Drive. <u>Related listing:</u> contained within Point Nepean Area (RNE 5810), and Point Nepean Commonwealth Area (RNE 103298).

National Heritage List	Commonwealth Heritage List	Register of the National Estate
	Quarantine Wards, Kitchens and Heatons Monument Group Bates Rd Within Listed Place Place ID: 105177 <i>File No: 2/18/021/0011</i> <u>Extent:</u> Comprises original wards 2, 3, 4 and 5 (now military buildings 4, 16, 22, 25) and kitchens associated with latter three wards (buildings 15, 21, 26) and Heaton's Monument, School of Army Health, Portsea. <u>Related listing:</u> Contained within Point Nepean Quarantine Station (former) (RNE 103718), + Point Nepean Area (RNE 5810), + Point Nepean Commonwealth Area (RNE 103298).	Quarantine Wards, Kitchens and Heatons Monument Group Bates Rd Registered: 21/03/1978 Place ID: 5805 <i>File No: 2/18/021/0011</i> <u>Extent:</u> Comprises original wards 2, 3, 4 and 5 (now military buildings 4, 16, 22, 25) and kitchens associated with latter three wards (buildings 15, 21, 26) and Heaton's Monument, School of Army Health, Portsea. <u>Related listing:</u> Contained within Point Nepean Quarantine Station (former) (RNE 103718), + Point Nepean Area (RNE 5810), + Point Nepean Commonwealth Area (RNE 103298).
	Limestone Building (Shepherds Hut) Jackson Rd Listed place: 22/06/2004 Place ID:105178 <i>File No: 2/18/021/0025</i> <u>Extent:</u> The 'Shepherd's Hut' is known as Building No 7 on official site plans of the former quarantine station. <u>Related listing:</u> The context of the hut's role in the operations of the quarantine station and Officer Cadet School at Point Nepean is addressed in another Register of the National Estate site record, for the former Point Nepean Quarantine Station (RNE 5810).	Limestone Building (Shepherds Hut) Jackson Rd Registered: 21/03/1978 Place ID: 5819 <i>File No: 2/18/021/0025</i> <u>Extent:</u> The 'Shepherd's Hut' is known as Building No 7 on official site plans of the former quarantine station. <u>Related listing:</u> The context of the hut's role in the operations of the quarantine station and Officer Cadet School at Point Nepean is addressed in another Register of the National Estate site record, for the former Point Nepean Quarantine Station (RNE 5810).

Table 3 Table documenting the various Commonwealth statutory listings (not State) for elements within the former Quarantine Station.

4.4 National Heritage Values

4.4.1 Introduction

Under the EPBC Act and its Regulations, the NHL and the CHL have similar criteria. However the key difference is the level or 'threshold' by which they meet one or more criteria. To reach the threshold for the NHL, a place must have 'outstanding' heritage value. This means that it must be important to the nation, that is, to the Australian community as a whole. A place may have natural, Indigenous or historic values, or a combination of all three.

4.4.2 NHL Statements of Significance

As noted previously, the former Point Nepean Quarantine Station was entered on the NHL in June 2006, as the Quarantine Station and its surrounds which are within the 'Point Nepean Defence Sites and Quarantine Station Area' (Place ID: 105756 within Place ID: 105680). The following statements of significance are taken directly from the National Heritage citations. The two statements are equally important in terms of understanding the place and its heritage values and have been reproduced below side by side, paragraph by paragraph, to illustrate their similarities and differences, and to enable the references to the former Quarantine Station to be easily identified. The more specific paragraphs on the fortification and defence sites (outside the Quarantine Station area) have not been included.

Summary Statement of Significance Quarantine Station and Surrounds - Place ID:105756	Summary Statement of Significance Point Nepean Defence Sites and Quarantine Station Area - Place ID:105680
Point Nepean Quarantine Station and Surrounds include the oldest, surviving, purpose-built, barracks-style quarantine accommodation buildings in Australia, as well as evidence of the development of quarantine philosophy, encompassing the periods 1852-1875, 1875-1899 and 1900-1925, under both State and Commonwealth governments. As an island-nation, quarantine has played an important part in controlling the impact of ship-borne diseases on Australia from the early 1800s. The Quarantine Station and Surrounds is a broad historic landscape, which features a range of historic values relating to both Victorian and national quarantine processes and medical protocols from the 1850s.	Point Nepean is the site of the oldest, surviving, purpose-built, barracks-style, quarantine accommodation buildings in Australia, as well as fortifications demonstrating the primary importance of coastal defence to the Australian colonies. As an island-nation, quarantine has played an important part in controlling the impact of ship-borne diseases on Australia from the early 1800s. Point Nepean is an historic landscape, which features a range of values relating to both Victorian and national quarantine processes from the 1850s and to the history of coastal defence from the 1870s.
The choice of site for quarantine purposes followed the discovery of gold in 1851, which, resulted in nearly 100,000 migrants arriving in Melbourne by sea in 1852, in one of the greatest gold rushes in history. Point Nepean was opened as a maritime quarantine reserve in 1852, following the scare caused by the arrival of the ship 'Ticonderoga', carrying scarlet fever and typhoid, and used for quarantine purposes as the major point of entry for quarantine cases in Victoria until 1980. The first permanent hospital buildings were erected from 1854 by the newly elected Victorian Government. The 1850s quarantine buildings at Point Nepean provide Australia's only relatively complete complex of quarantine buildings from the 1850-1870 period, thus providing crucial insight into quarantine operations and philosophies at a time when thousands of immigrants were landing in Australia in search of wealth and new opportunities offered by the discovery of gold.	
	The Point Nepean quarantine station demonstrates the development of quarantine philosophy, encompassing the periods 1852-1875, 1875-1899 and 1900-1925, under both State and Commonwealth governments. The Quarantine Station and surrounds has a high potential for archaeological sites associated with quarantine areas located close to the shore at Ticonderoga Bay. The Quarantine Station contextual landscape also includes a cemetery near Observatory Point in addition to the pre-1858 cemetery, as well as possible archaeological evidence of the Cattle Quarantine Station and the Leper Station.
In conjunction with the quarantine station at North Head, the Point Nepean quarantine station is important in illustrating the development and evolution of quarantine practices employed at	

Stations in the other states in the nineteenth and twentieth centuries.	
The Quarantine Station illustrates the principal characteristics of Australian quarantine stations, including the physical isolation of the site, quarantine functions and medical protocols and planning and layout, including access by sea. Archaeological sites with the potential to add to our understanding of nineteenth century quarantine practices and procedures are located close to the shore at Ticonderoga Bay and to the site of the former jetty.	

Table 4 NHL statements of significance.

4.4.3 National Heritage Values

The former Quarantine Station site was assessed by the Australian Heritage Council to meet criteria A, B, C, and D at a National level. The following is based on the list of Official Values in the 'Quarantine Station and Surrounds' citation but extracts from the list of Official Values in the 'Point Nepean Defence Sites and Quarantine Station Area' citation are also included (in italics) where relevant.

Criteria	Values
	<i>The Quarantine Station contextual landscape also includes the second cemetery near Observatory Point, as well as possible archaeological evidence of the Cattle Quarantine Station and the Leper Station.</i>
A Events, Processes The place has outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history.	The Point Nepean Quarantine Station was the second permanent colonial quarantine station and because of its key role in the system from 1852-1980 represents a major part of the national story of human quarantine from colonial times through to the Commonwealth period of government. As an island nation, quarantine stations played an important part in controlling the impact of ship-borne diseases on Australia from the early 1800s to the middle of the twentieth century. The choice of site for quarantine purposes followed the discovery of gold in 1851, which, resulted in nearly 100,000 migrants arriving in Melbourne by sea in 1852, in one of the greatest gold rushes in history. Point Nepean was opened as a maritime quarantine reserve in 1852, following the scare caused by the arrival of the ship 'Ticonderoga', carrying scarlet fever and typhoid, and used for quarantine purposes as the major point of entry for quarantine cases in Victoria until 1980. The first permanent hospital buildings were erected in 1854 by the newly elected Victorian Government. Point Nepean Quarantine Station and surrounds, in conjunction with North Head, illustrates the evolution and development of quarantine practices employed at stations in other states. The Quarantine Station includes the oldest, purpose-built, barracks-

Criteria	Values
	style, quarantine accommodation in Australia, as well as seminal evidence of the development of quarantine philosophy in Australia. In particular, the Quarantine Station provides comprehensive evidence of quarantine practices in the 1850s and 1860s, a period of time from which little physical evidence remains at North Head. The Point Nepean quarantine station encompasses the periods 1852-1875, 1875-1899 and 1900-1925, the latter under the Commonwealth government. Structures relating to these periods include: – 1852-1875 (4, 7, 15, 16, 21, 22, 25, 59, PMQ1035); – 1875-1899 (26, 71, 73, PMQ1038, PMQ1040); – 1900-1925 (1, 3, 9, 10, 11, 12, 13, 18, 19, 20, 33, 35-38, 40-46, 58, 60, 61, 62, 63, 64, 65, 66, 67, 84, 85, PMQ966, PMQ1037, PMQ1041, PMQ1042, PMQ1043); Heaton's Monument (1856-1858), a neo-Egyptian sandstone monument erected by Supervisor George Heaton, identifies the location of the first cemetery. Road alignments and infrastructure relating to the historical development of the quarantine station include Ochiltree, Bogle, Coleman and Bates Roads as well as Jackson Road and parts of Frankland's Drive, with tramway tracks connecting building 61 with an extensive tramway system in the receiving area above the jetty. Point Nepean is a broad historic landscape, featuring a considerable array of historic values relating to national quarantine. Historic fabric at the Quarantine Station includes mid-nineteenth century archaeological remains and over one hundred year's evidence of quarantine processes, which contribute to a richly layered historic cultural landscape.
B Rarity The place has outstanding heritage value to the nation because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history.	Point Nepean Quarantine Station (1852) is the second oldest, purpose-built, quarantine station in Australia, after North Head in Sydney (1832). It contains the oldest, purpose-built, barracks-style accommodation erected for quarantine purposes in Australia, pre-dating the oldest intact quarantine-related structures at North Head by sixteen years. The 1850s quarantine buildings at Point Nepean also provide Australia's only relatively complete complex of quarantine buildings from the 1850s-1870s period, thus providing crucial insight into quarantine operations and philosophies during a time when thousands of immigrants were landing in Australia in search of wealth and new opportunities brought by gold. The Point Nepean Quarantine Station contains seminal and rare examples of specific building types, functional groups and quarantine functions. These include: 1856-1875 Period:

Criteria	Values
	- Matron's Cottage (PMQ 1035) 1856-1858; - Four Hospitals 2-5 (4, 16, 22, 25) 1858-1859; - Kitchen for Hospital No 4 (22) 1858-1859; - Bath and Wash House (59) 1866; and - Kitchen for Hospital No 3 (15) c. 1869. 1900-1925 Period: - Disinfecting Building and Boiler (84) 1900; - Bath Blocks (63 and 64) 1900; - Infected luggage receiving store (61) 1900; and - Clean luggage store (62) 1910-1916. The construction of new bathing and disinfecting buildings set new standards under the Commonwealth after 1912 and in particular during the First World War 1914-1918. This is particularly illustrated by the Isolation Hospital and Ward (65 and 66) 1916-1920, the Hospital 1 (1) 1919 and by the Emergency Huts (35-38 and 40-46) 1919, which relate to the major Australian health epidemic created by influenza in 1919.
C Research The place has outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history.	Point Nepean Quarantine Station and surrounds include archaeological sites functionally associated with quarantine uses, planning and layout and buildings, close to the shore at Ticonderoga Bay and to the site of the former jetty, which have the potential to add to our understanding of nineteenth century quarantine practices and procedures. In particular this relates to the formative period from the 1850s-1870s and to the potential for confirmation and interpretation of the archival record. The Quarantine Station's contextual landscape includes the second cemetery near Observatory Point, as well as possible archaeological evidence of the Cattle Quarantine Station and the Leper Station. These sites have the potential to add to our understanding of the planning and layout of major quarantine sites in Australia.
D Principal Characteristics of a Class of Place The place has outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of: (i) a class of Australia's	Point Nepean Quarantine Station is important in demonstrating the principal characteristics of Australian quarantine stations in the nineteenth and early twentieth centuries. These characteristics include the physical isolation of the site, individual quarantine functions and medical protocols and planning and layout, including access by sea. Landscape and spatial elements reinforce the social and medical philosophies upon which the layout of the quarantine station was based, including the separation of social classes and isolation of more contagious conditions. The main precincts at Point Nepean Quarantine Station provide a

Criteria	Values
natural or cultural places; or (ii) a class of Australia's natural or cultural environments.	unique insight into the architectural concepts and landscape design techniques employed in quarantine stations in Australia. It is important in representing quarantine practices in the 1850s and 1860s, a period in history when significant numbers of immigrants were arriving in Australia. The location of the Medical Supervisor's cottage dating to the 1850s, on a rise to the east of the main complex, emphasises the balance between separation of staff from potential infection and the need for authority and supervision. Common periods of development with the North Head quarantine station include improvements in quarantine techniques and technical standards, both under the State Government in 1899 and subsequently under the Commonwealth Government from 1911. Particular aspects include the disinfecting and cleansing facilities and the Isolation Hospital and Wards (1916- 1920) and Emergency Huts (1919) erected to cope with medical issues associated with the immediate aftermath of the First World War.

Table 5 NHL values.

4.5 Commonwealth Heritage Values

4.5.1 Introduction

Thresholds for the CHL differ (are at a lower threshold) to those for the NHL; places included in the CHL must have 'significant' heritage value.

4.5.2 CHL Statements of Significance

As noted above, the former Point Nepean Quarantine Station was entered on the CHL in June 2004 (particularly Place ID: 105579 and 105611 but also Place ID: 105177 and 105178). The following statements of significance are taken directly from the CHL citations. The two statements reproduced below are the primary citations and they have been reproduced side by side, paragraph by paragraph, to illustrate their similarities and differences, and to enable the references to the former Quarantine Station to be easily identified. The more specific paragraphs on the fortification and defence sites have not been included.

Summary Statement of Significance Point Nepean Quarantine Station (former) - Place ID: 105611	Summary Statement of Significance Point Nepean 2006 Commonwealth Area - Place ID: 105579
The former Point Nepean Quarantine Station, Portsea, incorporating the former Army Officer Cadet School, is a place of outstanding historic significance. Established as a quarantine reserve in 1852, it was used for quarantine purposes until 1980, as the major point of entry for quarantine cases in Victoria. After North Head in Sydney (established 1832), Point Nepean (established 1852) is the second	The Point Nepean 2006 Commonwealth Area is a broad historic landscape, featuring a considerable array of historic values, in particular those relating to national quarantine and defence history, and the local region's maritime and European settlement history. Historic fabric includes mid nineteenth century archaeological remains and over one hundred years' worth of evidence of quarantine processes. (Criterion A.3).

Summary Statement of Significance Point Nepean Quarantine Station (former) - Place ID: 105611	Summary Statement of Significance Point Nepean 2006 Commonwealth Area - Place ID: 105579
oldest intact quarantine station in Australia. It contains the oldest buildings erected for quarantine purposes in Australia, four of the main hospital buildings (established in 1857), pre-dating the oldest intact quarantine-related structures at North Head by sixteen years. The 1850s quarantine buildings at Point Nepean also provide Australia's only relatively complete complex of quarantine buildings from the 1850-1870 period, thus providing crucial insight into quarantine operations and philosophies during a time when thousands of immigrants were landing in Australia in search of wealth and new opportunities.	A separate Register of the National Estate place record exists for the former Point Nepean Quarantine Station, incorporating the former Officer Cadet School and Heaton's Monument (RNE database number 103718). A more detailed Statement of Significance for this place is recorded there.
The site displays a remarkably intact built environment in an isolated valley, with associated machinery and artefacts spanning over 120 years of quarantine use, including three crucial phases in the 1850s, 1890s and 1916-1921. Buildings from each of these periods are relatively intact and generally of high integrity, contributing to a richly layered historic cultural landscape, reflecting several significant developments in quarantine philosophy and practice. The site provides an immeasurably important illustration of the history of quarantine in Victoria and Australia, from the 1850s to the 1970s. (Criteria A.4, B.2, C.2, D.1; Australian Historic Themes: 2.4 Migrating, 3.8 Moving goods and people, 3.26 Providing health services, 4.3 Developing institutions, 7.6.2 Controlling entry of persons and disease).	The former Point Nepean Quarantine Station is a highly significant site in the history of quarantine in Australia. It contains the oldest purpose-built quarantine buildings in Australia, as well as the most intact evidence of the ongoing development of quarantine philosophy of any site in Australia, especially encompassing the significant periods of 1852-1859, 1899-1906 and 1916-1921. (Criteria A.4, B.2, D.2. Australian Historic Themes 7.6.2 Controlling the entry of persons and disease, 3.26 Providing health services, 2.4 Migrating).
The former Point Nepean Quarantine Station has also played an important role in Australia's post World War Two military history, being a key site for training career Army officers, as the Officer Cadet School. This facility operated between 1951 and 1985, training over 3,000 cadets as career officers with the Australian Army, many of whom led troops in overseas conflicts and peace-keeping missions. (Criterion A.4, G.1; Australian Historic Themes 7.7 Defending Australia, 6.4 Building a system of higher education).	The former Point Nepean Quarantine Station (Norris Barracks) is also important as the site of the Australian Army's Officer Cadet School from 1952 to 1985, training over 3,000 junior officers for the Army. Many graduates of the Officer Cadet School have served Australia in overseas conflicts and peacekeeping duties since the 1950s. (Criterion A.4. Australian Historic Themes 7.7 Defending Australia, 6.4 Building a system of higher education, 6.3 Training people for the workplace).
The former Point Nepean Quarantine Station also has strong associations with the history of early European settlement in Portsea and the wider	The Point Nepean 2006 Commonwealth Area also contains important archaeological evidence relating to the early settlement of Point Nepean and the

Summary Statement of Significance Point Nepean Quarantine Station (former) - Place ID: 105611	Summary Statement of Significance Point Nepean 2006 Commonwealth Area - Place ID: 105579
Mornington Peninsula. In particular, the limestone 'Shepherd's Hut', subsurface ruins of Sullivan's cottage and the two lime kilns within the site illustrate the key settlement patterns and industries of pre-1852 Point Nepean. (Criteria A.4, C.2; Australian Historic Themes 4.6 Remembering significant phases in the development of settlements, towns and cities, 3.4 Utilising natural resources).	wider Mornington Peninsula. Archaeological sites include the ruins of a two-roomed 1840s cottage on Ochiltree Road, the subsurface remains of Skelton's House and an 1850s stone worker's cottage. The remains of the former Leper Station may also be present below the surface, in the far western part of the former quarantine station. The area also contains the archaeological remains of two limekilns, one at Boss's Beach and the other at Police Point. These, and other probable archaeological remains in the Commonwealth Area, have the potential to provide important information about the settlement and early industries of the Portsea and Point Nepean in the early to mid nineteenth century. (Criteria A.4, C.2. Australian Historic Themes 4.6 Remembering significant phases in the development of settlements, towns and cities).
Four of the five original 1857-1859 quarantine hospitals are the oldest intact quarantine buildings in Australia. The fifth (building 1) was burnt down and re-built 1916-1919. These buildings (4, 16, 22, and 25) and their associated kitchens are fine examples of quarantine station architecture, being two-storey versions of the colonial barracks form, constructed of local limestone. They contrast significantly with other colonial quarantine station buildings, most of which are single-storey timber or brick. The overall design of the buildings and their position within the landscape is believed to have been carried out by Dr Reed, medical supervisor at the quarantine station, in partnership with Alfred Scurry, then Clerk of Works with the Victorian Public Works Department. This represents an important and unusual collaboration of vocational skills in the development of one of Victoria's most important health facilities. The significance of these buildings is complemented by the presence of kitchen, dining and other associated structures (buildings 3, 15, 18, 19, 20, 21, 26), the earliest of which dates to 1858 (building 21), and the most recent to 1916 (3). (Criteria A.4, B.2, D.1; Australian Historic Theme 8.10.4 Designing and building fine buildings).	

Summary Statement of Significance Point Nepean Quarantine Station (former) - Place ID: 105611	Summary Statement of Significance Point Nepean 2006 Commonwealth Area - Place ID: 105579
The overall landscape of the site is dictated by the design set by Scurry and Reed, and built upon by the addition of later buildings and complexes, which remain true to the original axis and boundaries of the station. The strong alignment of the main buildings is dominant when viewed from the sea, which, along with the isolation of the site in a natural valley, would have been the most noticeable feature to immigrants arriving at the quarantine station. The limestone building fabric further enhances the aesthetic impact of the site. Additional landscape and spatial elements reinforce the social and medical philosophies upon which the layout of the quarantine station was based, including the separation of social classes and isolation of more contagious conditions. The location of the medical supervisor's (building 71/PMQ 1038) and matron's residences (PMQ 1035), dating to the 1850s, on a rise to the east of the main complex also illustrate the landscape design and emphasise the balance between separation of staff from potential infection and the need for authority and supervision. The isolation aspect is further emphasised by the former attendants', boatman's and gatekeeper's quarters (PMQ 966, 1037, 1040, 1041, 1042 and 1043), constructed between 1888 and 1922, which are located at the far eastern extremity of the site (Criteria E.1, F.1, A.4).	
The former Point Nepean Quarantine Station has social significance to the people of Portsea and the Mornington Peninsula, as a focus of its historic landscape. It is also significant as the point of arrival of many new immigrants to Australia in the 19th and early 20th Centuries. It has further social value to the many Army cadets trained within its confines, and their families, from the 1950s to the 1980s (Criterion G.1).	
Building 59, a sandstone structure built in 1866, adjacent to the foreshore, was the quarantine station's first purpose built bathing complex. It featured two separate rooms, each with twelve bathing cubicles. It is the oldest quarantine station bathing structure in Australia, and is therefore uniquely placed to illustrate the bathing and	

Summary Statement of Significance Point Nepean Quarantine Station (former) - Place ID: 105611	Summary Statement of Significance Point Nepean 2006 Commonwealth Area - Place ID: 105579
disinfecting process undergone by many new arrivals in Australia in the 1860s and 1870s. (Criteria A.4, B.2, C.2).	
The 1899 disinfecting complex, represented by buildings 61, 62, 63, 64 (along with 58, the 1911 reception building, and 60, an additional shower block added in 1925) and the large red-brick disinfecting building (84), characterized a new philosophy and policy in Australian quarantine in the lead-up to and beyond Federation, requiring that all new arrivals and their possessions undergo a disinfecting process. This complex is important for its size, intactness and age, in that it was a precursor and, to an extent, the exemplar for later upgrades undertaken on other quarantine stations around Australia early in the Commonwealth period (1909-1912). The disinfecting complex incorporated two shower blocks, foul and clean luggage stores and a large disinfecting building, interconnected by light rail tracks. Within the disinfecting building, two intact steel barrelled disinfectors, built in 1897 and 1915 respectively, remain in situ. In the adjacent boiler room a large multi-chambered boiler installed in 1939 survives, having replaced earlier boilers. The disinfecting building is presently maintained as a quarantine museum, which contains artefacts from the quarantine station's days of operation. These objects further enhance the research and interpretive potential of the building. The complex also impacts strongly on the landscape as a central and dominant feature, the red face-brick contrasting the limestone of earlier buildings. The cylindrical boiler chimney is the visual focal point of this complex. (Criteria A.4, B.2, C.2, D.2, F.1, E.1).	
Heaton's monument, a rendered brick monument containing a single burial crypt, is a good example of the rare Victorian Egyptian architectural form, and one of the oldest structures on the former quarantine station site (circa 1856). It reflects the unusual story of George Heaton, who helped construct elements of the quarantine station. Heaton paid a substantial amount of money for the tomb to be built as his ultimate resting place, but was never buried in it. Folklore suggests that	

Summary Statement of Significance Point Nepean Quarantine Station (former) - Place ID: 105611	Summary Statement of Significance Point Nepean 2006 Commonwealth Area - Place ID: 105579
Heaton built the monument as a memorial to the victims of the Ticonderoga, a ship which lost 168 of its passengers to typhus and scarlet fever, and the first vessel to be quarantined at Point Nepean. Regardless of the true intention of the monument, it marks the site of the original quarantine station cemetery, where many of the Ticonderoga passengers were buried. A new cemetery was established outside the boundaries of the quarantine station in 1854, to which the main surface elements of the earlier cemetery were relocated in 1952. (Criteria A.4, D.2, H.1; Australian Historic Themes 9.7.1 Dealing with human remains, 9.7.3 Remembering the dead).	
The administration complex (buildings 9 and 10) and the later isolation complex, including mortuary (buildings 65, 66, 67) reflect a further development in the form and the use of the quarantine station. They denote a sharp increase in arrivals at the station in 1916-1924, particularly through the great influenza pandemic of 1918-1919, and the return of thousands of Australian soldiers from overseas duty in World War One. The accommodation capabilities of the station were also greatly increased, resulting in the construction of twelve timber huts in 1919 (now buildings 35-45), specifically to accommodate returned servicemen. These early Twentieth Century elements, along with the landscape elements, such as the rows of cypress pines, add a Commonwealth layer to the site's history, with buildings that typify Commonwealth government quarantine buildings of the era (Criteria A.4, D.2).	
The precinct defined by the parade ground, Badcoe Hall and the administration complex, is important as the heart of the former Officer Cadet School. The precinct, particularly the parade ground and flagpole, was used from 1951 to 1985 as the site of graduation ceremonies for over 3,000 Officer Cadet School graduates (Criteria G.1, A.4).	
Badcoe Hall is significant as the first substantial purpose-built structure for the Officer Cadet School. Its name is especially significant as a memorial to Major Peter Badcoe, a graduate of the	

Summary Statement of Significance Point Nepean Quarantine Station (former) - Place ID: 105611	Summary Statement of Significance Point Nepean 2006 Commonwealth Area - Place ID: 105579
academy, who was killed in Vietnam in 1967. Major Badcoe was the only Portsea graduate, and only one of four Australian soldiers, to be awarded the Victoria Cross during the Vietnam War. (Criteria H.1, A.4; Australian Historic Theme 8.8 Remembering the fallen).	

Table 6 CHL statements of significance.

4.5.3 Commonwealth Heritage Values

The former Quarantine Station site was assessed by the Australian Heritage Council to meet A, B, C, D, E, F and H at a Commonwealth level. The following is based on the list of Official Values in the 'Point Nepean Quarantine Station (former)' citation but extracts from the list of Official Values in the 'Point Nepean 2006 Commonwealth area' citation have been included (in italics) where relevant.

Criteria	Values
A Events, Processes The place has outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history.	The former Point Nepean Quarantine Station, Portsea, incorporating the former Army Officer Cadet School, is a place of outstanding historic significance. Established as a quarantine reserve in 1852, it was used for quarantine purposes until 1980, as the major point of entry for quarantine cases in Victoria. Buildings from each of the periods, 1850s, 1890s and 1916-1921, are relatively intact and generally of high integrity, contributing to a richly layered historic cultural landscape, reflecting several significant developments in quarantine philosophy and practice. The site provides an immeasurably important illustration of the history of quarantine in Victoria and Australia, from the 1850s to the 1970s. The former Point Nepean Quarantine Station has also played an important role in Australia's post World War Two military history, being a key site for training career Army officers, as the Officer Cadet School. This facility operated between 1951 and 1985, training over 3,000 cadets as career officers with the Australian Army, many of whom led troops in overseas conflicts and peace-keeping missions. The place also has strong associations with the history of early European settlement in Portsea and the wider Mornington Peninsula. Landscape and spatial elements reinforce the social and medical philosophies upon which the layout of the quarantine station was based, including the separation of social classes and isolation of more contagious conditions. Building 59 (1866) illustrates the bathing and disinfecting process undergone by many new arrivals in Australia in the 1860s and 1870s. The 1899 disinfecting complex, represented by buildings 61, 62, 63, 64 (along with 58, the 1911 reception building, and 60, an additional shower block added in 1925) and the large red-brick disinfecting building (84),

Criteria	Values
	characterized a new philosophy and policy in Australian quarantine in the lead-up to and beyond Federation, requiring that all new arrivals and their possessions undergo a disinfecting process. The disinfecting complex incorporated two shower blocks, foul and clean luggage stores and a large disinfecting building, interconnected by light rail tracks. Within the disinfecting building, two intact steel barrelled disinfectors, built in 1897 and 1915 respectively, remain in situ. In the adjacent boiler room a large multi-chambered boiler installed in 1939 survives, having replaced earlier boilers. The disinfecting building is presently maintained as a quarantine museum, which contains artefacts from the quarantine station's days of operation. Heaton's monument marks the site of the original quarantine station cemetery, where many of the Ticonderoga passengers were buried and also reflects the unusual story of George Heaton, who helped construct elements of the quarantine station. Heaton paid a substantial amount of money for the tomb to be built as his ultimate resting place, but was never buried in it. Folklore suggests that Heaton built the monument as a memorial to the victims of the Ticonderoga, a ship which lost 168 of its passengers to typhus and scarlet fever, and the first vessel to be quarantined at Point Nepean. The administration complex (buildings 9 and 10) and the later isolation complex, including mortuary (buildings 65, 66, 67) denote a sharp increase in arrivals at the station in 1916-1924, particularly through the great influenza pandemic of 1918-1919, and the return of thousands of Australian soldiers from overseas duty in World War One. The accommodation capabilities of the station were also greatly increased, resulting in the construction of twelve timber huts in 1919 (now buildings 35-45), specifically to accommodate returned servicemen. The precinct defined by the parade ground, Badcoe Hall and the administration complex, is important as the heart of the former Officer Cadet School. The precinct, particularly the parade ground and flagpole, was used from 1951 to 1985 as the site of graduation ceremonies for over 3,000 Officer Cadet School graduates. Attributes: The historic fabric and form of buildings 4, 16, 22, 25, 35-45, 58-67 and 84, as well as the landscape and spatial elements. The historic insitu features of the light rail tracks, the 1897 and 1915 disinfectors, the 1939 boiler room, and quarantine museum artefact collection. The Point Nepean 2006 Commonwealth Area is a broad historic landscape, featuring a considerable array of historic values, in particular those relating to national quarantine and defence history, and the local region's maritime and European settlement history. Historic fabric includes mid nineteenth century archaeological remains and over one hundred years' worth of evidence of quarantine processes.

Criteria	Values
	The former Point Nepean Quarantine Station (Norris Barracks) is also important as the site of the Australian Army's Officer Cadet School from 1952 to 1985, training over 3,000 junior officers for the Army. Many graduates of the Officer Cadet School have served Australia in overseas conflicts and peacekeeping duties since the 1950s. The Point Nepean 2006 Commonwealth area also contains important archaeological evidence relating to the early settlement of Point Nepean and the wider Mornington Peninsula. Attribute: Historic fabric includes mid nineteenth century archaeological remains relating to the early settlement of Point Nepean and the wider Mornington Peninsula, over one hundred years' worth of evidence of quarantine processes.
B Rarity The place has outstanding heritage value to the nation because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history.	After North Head in Sydney (established 1832), Point Nepean (established 1852) is the second oldest quarantine station in Australia. Point Nepean contains the oldest buildings erected for quarantine purposes in Australia, four of the main hospital buildings (established in 1857), (buildings 4, 16, 22, and 25) pre-date the oldest intact quarantine-related structures at North Head by sixteen years. Building 59, a sandstone structure built in 1866, adjacent to the foreshore, was the quarantine station's first purpose built bathing complex. It featured two separate rooms, each with twelve bathing cubicles. It is the oldest quarantine station bathing structure in Australia. Attributes: Buildings 4, 16, 22, 25 and 59.
C Research The place has outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history.	The 1850s quarantine buildings provide crucial insight into quarantine operations and philosophies during a time when thousands of immigrants were landing in Australia in search of wealth and new opportunities. The limestone 'Shepherd's Hut', subsurface ruins of Sullivan's cottage and the two lime kilns within the site illustrate the key settlement patterns and industries of pre-1852 Point Nepean. Attributes: The 1850s quarantine buildings (buildings 4, 16, 22 and 25), the Shepherd's Hut, the ruins of Sullivan's cottage and the two lime kilns. The Point Nepean 2006 Commonwealth Area also contains important archaeological evidence relating to the early settlement of Point Nepean and the wider Mornington Peninsula. Archaeological sites include the ruins of a two-roomed 1840s cottage on Ochiltree Road, the subsurface remains of Skelton's House and an 1850s stone worker's cottage. The remains of the former Leper Station may also be present below the surface, in the far western part of the former quarantine station. The area also contains the

Criteria	Values
	archaeological remains of two limekilns, one at Boss's Beach and the other at Police Point. These, and other probable archaeological remains in the Commonwealth Area, have the potential to provide important information about the settlement and early industries of the Portsea and Point Nepean in the early to mid nineteenth century. Attributes: Archaeological sites including the ruins of a two-roomed 1840s cottage on Ochiltree Road, the subsurface remains of Skelton's House and an 1850s stone worker's cottage, the possible remains of the former Leper Station, the remains of two limekilns, one at Boss's Beach and the other at Police Point, plus other probable archaeological remains.
D Principal Characteristics of a Class of Place The place has outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of: (i) a class of Australia's natural or cultural places; or (ii) a class of Australia's natural or cultural environments.	The 1850s quarantine buildings at Point Nepean provide Australia's only relatively complete complex of quarantine buildings from the 1850-1870 period with a remarkably intact built environment in an isolated valley, having associated machinery and artefacts spanning over 120 years of quarantine use, including three crucial phases in the 1850s, 1890s and 1916-1921. The buildings (4, 16, 22, and 25) and their associated kitchens are fine examples of quarantine station architecture, being two-storey versions of the colonial barracks form, constructed of local limestone. They contrast significantly with other colonial quarantine station buildings, most of which are single-storey timber or brick. The overall design of the buildings and their position within the landscape is believed to have been carried out by Dr Reed, medical supervisor at the quarantine station, in partnership with Alfred Scurry, then Clerk of Works with the Victorian Public Works Department. This represents an important and unusual collaboration of vocational skills in the development of one of Victoria's most important health facilities. The significance of these buildings is complemented by the presence of kitchen, dining and other associated structures (buildings 3, 15, 18, 19, 20, 21, 26), the earliest of which dates to 1858 (building 21), and the most recent to 1916 (3). This complex is important for its size, intactness and age, in that it was a precursor and, to an extent, the exemplar for later upgrades undertaken on other quarantine stations around Australia early in the Commonwealth period (1909-1912). Heaton's monument, a rendered brick monument containing a single burial crypt, is a good example of the rare Victorian Egyptian architectural form, and one of the oldest structures on the former quarantine station site (circa 1856). Attributes: The spatial layout and the fabric and form of buildings 3, 4, 15, 16, 18, 19, 20, 21, 22, 25 and 26.
E Aesthetic	The complex impacts strongly on the landscape as a central and dominant

Criteria	Values
characteristics	feature, the red face-brick contrasting the limestone of earlier buildings. The cylindrical boiler chimney is the visual focal point of this complex. The strong alignment of the main buildings is dominant when viewed from the sea, which, along with the isolation of the site in a natural valley, would have been the most noticeable feature to immigrants arriving at the quarantine station. The limestone building fabric further enhances the aesthetic impact of the site. Attributes: The fabric, form and colour of the structures. The alignment of the buildings and their setting within a valley with predominantly natural landscape features.
	Attributes: The spatial arrangement of the special purpose buildings and their additions, to the original axis and within the original station boundaries.
F Technical achievement	The overall landscape of the site is dictated by the design set by Scurry and Reed, and built upon by the addition of later buildings and complexes, which remain true to the original axis and boundaries of the station. The location of the medical supervisor's (building 71/PMQ 1038) and matron's residences (PMQ 1035), dating to the 1850s, also illustrate the landscape design and emphasise the balance between separation of staff from potential infection and the need for authority and supervision.
H Significant people	Badcoe Hall is significant as the first substantial purpose-built structure for the Officer Cadet School. Its name is especially significant as a memorial to Major Peter Badcoe, a graduate of the academy, who was killed in Vietnam in 1967. Major Badcoe was the only Portsea graduate, and only one of four Australian soldiers, to be awarded the Victoria Cross during the Vietnam War. Attributes: Badcoe Hall.

Table 7 Commonwealth Heritage values.

4.6 State Heritage Values

4.6.1 Introduction

The former Quarantine Station is of significance to the State of Victoria for its aesthetic, archaeological, architectural, historical, scientific and social values. The following extracts from the Victorian Heritage Register exclude references to the broader Point Nepean area including defence sites and shipwrecks.

4.6.2 State Heritage Listing - Statement of Significance

What is significant?

Point Nepean Defence and Quarantine Precinct at the western extremity of the Mornington Peninsula consists of approximately 526 hectares of land about 95 km from Melbourne. The site has an entry from Point Nepean Road, and is partially bounded on the east by the Portsea Golf Club. At the time of Federation, Point Nepean was transferred to Commonwealth ownership, although not gazetted until 1919. In 1988, as part of Australia's Bicentennial celebrations, 300 hectares were transferred to the State of Victoria to become part of a new Point Nepean National Park. This park incorporated the previous Cape Schanck Coastal Park and areas of the Nepean State Park. From August 1995 the park became known as the Mornington Peninsula National Park. A large section of land, some 220ha, south of Defence Road, remains in Commonwealth ownership with no public access due to unexploded ordnance. The Quarantine Station and Police Point have also been in Commonwealth ownership.

A number of Aboriginal sites have been identified on Point Nepean. These include coastal shell middens which reflect indigenous food gathering practices over the past 6000 years.

The first European use of the land was for grazing and lime burning. From the 1840s, limeburning became the chief industry in the Portsea area, supplying lime to Melbourne's building trade. Nepean limestone was shipped to Melbourne from the late 1830s. Many of the early lime kilns at Portsea were located along the shoreline. By 1845, a regular fleet of 20 to 25 schooners carried lime to Melbourne. Large quantities of local timber were cut to supply the lime kilns, causing the natural vegetation of banksia and sheoak to become scarce. Two lime kilns are known to remain on the site.

The limestone Shepherd's Hut (c.1845-54) is believed to be a rare example of employee housing from this period. Although all the fabric is not original, this may well be of high significance and requires further investigation. It is possible that only the cellar dates from 1845. The hut was used as a dairy from the 1880s until 1897, and as a dispensary until 1908. It became the Regimental Sergeant Major's Office during the Army occupation of the site.

Point Nepean contains the oldest surviving buildings erected for quarantine purposes in Australia. The peninsula was chosen as the first permanent quarantine station in Victoria because of its early isolation, access to shipping, deep-water anchorage and security. The Quarantine Station was constructed from 1852 and operated from the 1850s until 1979. Point Nepean was also used in the management of infectious diseases within Victoria, housing a leper colony from 1885 to the 1930s, when the surviving patients were transferred to Coode Island, and a consumptives' colony from the 1880s. Although the buildings of the leper colony were burnt down in the 1930s, at least one grave of a Chinese leper patient is in the Point Nepean cemetery.

The Point Nepean site housed a remarkable medical complex for its time. The development of the quarantine station reflected changes in medical knowledge about infection and the transmission of disease over the years of its existence and the way major public health issues were dealt with in Victoria. The arrangements of the hospital buildings mirrored the class distinctions of the ships bringing passengers to Melbourne, separating

upper class passengers from the rest. The Quarantine Station buildings include: Boatman's Quarters (1888); Original Entry Road Alignment, Staff Quarters, Hospitals 2-5 (1858-59), Hospital No. 1 (1917), Kitchen No.2 (1858-59), Kitchen No. 3 (c. 1869) Kitchen No.5(c.1885) , First Class Dining Room (1916) Administration Building (1916), Disinfecting & Bathing Complex (1900), Isolation Hospital (1916-20) , Cemetery (1852-54) Cemetery (1854-90) , Crematorium (1892), Heaton's Memorial (1856-58), Isolation Hospital (1916-20), Matron's Quarters (1856-58), Morgue and Mortuary (1921) , Doctor's Consulting Room and Post Office (1913) relocated in 1925 and used as a Maternity Hospital, Administrative Building and Visiting Staff Quarters (1916-17)and Influenza Huts (1919). The Influenza Huts housed soldiers with influenza returning from World War I when almost 300 ships with over 11,800 passengers were quarantined between November 1918 and August 1919. Other uses of the Quarantine Station have included the temporary housing of several hundred children from the Industrial School at Prince's Bridge in 1867.

The security of the Quarantine Station was crucial to its function. Police guarded a forty foot stretch of land between two fences to keep passengers in and others out of the station. A prefabricated iron police house was replaced in 1859 by a barracks to house a number of police sent from other stations to guard the site whenever passengers were in residence. The single storey timber Superintendent's quarters were built on the site of this barracks in 1916. Police were then accommodated in the new administrative complex. There is some evidence that this 1916 house may contain part of the 1859 police barracks including a simple symmetrical two roomed cottage with a hipped roof, similar to the plan of two-roomed hipped-roof police barracks built by the Public Works Department in several locations in 1859. The police barracks site is also of archaeological significance. A number of wells and possible cess pits are visible in that area.

The Quarantine school (Portsea No. 2929) was located near the east boundary of the site. The remains have not so far been located. The school opened in 1889 with about 23 pupils and appears to have closed in 1894. The site, inside the fences of the Quarantine Station, caused difficulties when there were patients in quarantine. Some of the children subsequently attended Sorrento School No. 1090.

The Quarantine Station jetty, built in timber in 1859-60, was demolished in 1973. The cattle jetty was built in 1878. The anchorage around the Quarantine Station and also that around the Fort Nepean jetty are of archaeological significance.

The other staff residences on the site reflect the quarantine and defence functions. These include the 1899 Medical Superintendent's house, its size and siting appropriate to his position. The house retains its stable, which has been converted to other uses. The 1899 house may include elements of the first doctor's house constructed in 1854. The Matron's House was formerly Pike's Cottage, one of three original stone labourer's cottages built in 1856-58. The Gatekeeper's House was formerly the Boatman's Cottage built in 1888. Residences from the early twentieth century relate mainly to the public health usage of the site such as the four attendants' cottages of c. 1922 near the entrance gate. Their location was well away from the hospital buildings, perhaps to protect families from infection.

Buildings dating from the period of Army occupation such as the Cadet Accommodation blocks may not be individually significant but as a collection illustrate this period of development of the site.

A small quarantine cemetery located near the water's edge was used for the burial of passengers from the 'Ticonderoga' and other early ships between 1852 and 1854. The Heaton Monument, a 12-foot high Neo-Egyptian sandstone monument built in 1856-58 still remains at this site.

A new cemetery was established in September 1854, just outside the Station's western boundary and is now located within the Mornington Peninsula National Park. Many early settlers were buried in the new cemetery, as well as sailors from the ships 'Tornado (1868) and 'Cheviot' (1887), wrecked at the Heads. This cemetery was used by local residents until the General Cemetery at Sorrento was opened to the public in 1890. In 1952 the surface remains (several stone monuments and the remains from the Heaton Monument vault), in the old cemetery were relocated to the new cemetery.

The crematorium was built of brick on high ground south of the Quarantine Station complex. Built in 1892, it is said to have been primarily intended for the cremation of people who died of leprosy and is strongly associated with the Quarantine Station operation.

In 1951 the Officer Cadet School of the Australian Army took over the main buildings on the quarantine station site. Very small numbers of people were quarantined from that time until the official closure of the Quarantine Station in 1980. A number of new buildings were constructed c.1963-65 as part of the Officer Cadet School such as a gymnasium, barracks, library and gatehouse. In 1984 the Officer Cadet School was relocated to Canberra. The main Parade Ground and Flagstaff have an historical association with the Officer Cadet School.

The School of Army Health replaced the Officer Cadet School from 1985 to 1998. This was the main establishment in Australia for the training of Army health officers. In 1999 the Quarantine Station buildings were used to accommodate Kosovar refugees.

Point Nepean was a major part of the Victorian coastal defence system which made Port Phillip Bay reputedly the most heavily defended harbour of the late nineteenth and early twentieth century in the southern hemisphere. It is said that the fortifications at Point Nepean are the best examples demonstrating the development of military technology of the Port Phillip Bay network. Remaining buildings and structures from the defence use of the site include the gun emplacements, light emplacements, observation posts, tunnels, Pearce Barracks, Fort Pearce, Eagle's Nest, and the Engine House, and a number of archaeological sites such as Happy Valley, the site of a World War II camp. The land south of Defence Road was used by the Army as an operational training ground. Rifle, mortar, anti-tank and machine gun firing ranges were constructed in this area. The Lewis Basin was used for field training exercises, as evidenced by the obstacle course facility built in this area. The Monash Light navigational aid is located in this area, with a cleared tree/fire break maintaining an uninterrupted line of vision between the Light and the navigational beacon located at the western end of Ticonderoga Bay. This area has had limited disturbance over the past hundred years because it

has been used only for defence activities. The area contained observation points associated with the fortifications, observation points for range firing at sea targets and range points for such firing.

The coastline of Point Nepean, on one side of the hazardous entrance to Port Phillip Bay, has been the site of many wrecks, as ships passed through the Heads to and from the port of Melbourne. The causes of the wrecks have included collisions, weather conditions, ignorance of the hazards of the Rip, negligence, drunkenness, navigational errors and arson. In December 1967 the Australian Prime Minister Harold Holt disappeared and was believed to have drowned while swimming in the surf at Cheviot Beach.

There has been a long association between the community and the defence occupation of the site, in particular, involvement with the activities of the Officer Cadet School and School of Army Health. The community holds strong shared memories of experiences and social life on that land, which have created a strong connection to the place. The ovals north of Defence Road and west of the Quarantine Station were used for joint defence-community and local sporting activities. The areas of community activity were not restricted to the buildings but included privileged access to various parts of the whole of Point Nepean.

After determining in 1998 that the Point Nepean land was surplus to Australian Defence Force requirements, Commonwealth Government offers to return large sections of the land to the Victorian people were rejected several times by the Victorian Government.

The Commonwealth's insistence in 2001 that the Victorian Government pay the cost of clearing unexploded ordnance from the land on offer led to a protracted political dispute between the two governments.

In April 2002 the Commonwealth announced its intention to dispose of its land at Point Nepean after a community consultation process to evaluate future usages. During this process in late 2002 and early 2003, a series of public protests demonstrated widespread community support for a campaign to 'Save Point Nepean' by keeping the land in public ownership. In March 2003 the Commonwealth Government agreed to give 205 hectares of native bushland to the Victorian Government for a national park, with the Commonwealth paying for the clearance of unexploded ordnance, and 17 hectares of land at Police Point to the Mornington Peninsula Shire Council for use as public open space.

The remaining 90 hectares of Commonwealth land were offered to the Victorian Government as a priority sale at market value. When the Victorian Government rejected these terms, the Commonwealth invited tenders for a 40-year lease. During the tender period, the National Trust and the Victorian National Parks Association led a vigorous protest campaign against the proposed lease. After announcing a preferred tenderer in October 2003, the Commonwealth said in December 2003 that it had terminated the lease process after failing to reach a 'satisfactory outcome'. At the same time, the Commonwealth declared that the remaining 90 hectares would be vested in a charitable trust called the Point Nepean Community Trust with the intention of transferring the land to the Victorian Government for integration into a national park within five years.

How is it significant?

Point Nepean Defence and Quarantine Precinct is of archaeological, aesthetic, architectural, historical, scientific and social significance to the State of Victoria.

Why is it significant?

Point Nepean Defence and Quarantine Precinct is of outstanding aesthetic significance for its landscape, its open space, some avenues and stands of trees, and its internal and external views. These views include the relationship between bush and sea, between the buildings and their context, the views across the Heads to Queenscliff and the Otways, views back towards Melbourne, to the Bay and from the water to the site, and the 360 degree views from the narrowest portion of land near the tip of the peninsula.

Point Nepean Defence and Quarantine Precinct is of architectural significance for the limestone Shepherd's Hut [c.1845-54] believed to be a rare example of employee housing from this period.

Point Nepean Defence and Quarantine Precinct is of architectural significance for its quarantine station buildings, a rare example of a building type and the only example in Victoria. The hospital buildings of 1858-59 are important examples of Early Colonial buildings, which are rare in Victoria, and the work of the Public Works Department architect, Alfred Scurry. The design of the Administration building is an accomplished example of Colonial Revival architecture, with planning influences from noted architect, J S Murdoch. The y-shaped Isolation Hospital (1916-20) is a rare example of a building type with an exchange room for staff to change their clothes between wards. The other residential buildings of the later period of construction are of architectural significance as representative examples of twentieth century government employee housing. Point Nepean Defence and Quarantine Precinct is of outstanding historical significance for its capacity to demonstrate the historic use of the site over a long period, from the Aboriginal period to the most recent use of the land for recreation. Each phase of use has left evidence in the landscape, in built form, or in archaeological remains. The shell middens demonstrate the use of the place by indigenous people. The limestone Shepherd's Hut (c.1845-1854) reflects the early grazing use by Europeans and the remaining lime kilns, the limeburning industry. Significant historical archaeological sites are likely to exist across the whole of Point Nepean, from pre-quarantine use of the land right through to the defence operations. The Point Nepean site, including the Quarantine Station and the two cemetery sites and crematorium, is of historical significance in the history of migration and the history of public health in Victoria. The Station is historically significant as the first permanent quarantine station in Victoria and one of the earliest and most substantial in Australia. It contains the oldest surviving buildings erected for quarantine purposes in Australia.

Point Nepean Defence and Quarantine Precinct is historically significant in the history of defence in Victoria from its first use as one of a number of colonial defence installations round Port Phillip Bay, as an important Commonwealth defence site before and during the two World Wars and in the latter twentieth century, the site used for the training of Australian

Army personnel at the Officer Cadet school and the School of Army Health.

The staff residences of all periods of construction are of historical significance in reflecting the quarantine and defence functions. Buildings dating from the period of Army occupation may not be individually significant but as a collection illustrate this period of development of the site.

Point Nepean Defence and Quarantine Precinct is historically significant as the site of many shipwrecks in the nineteenth and early twentieth centuries, demonstrating the importance of maritime activity to the development of Victoria.

Point Nepean Defence and Quarantine Precinct is historically significant as the place where Australian Prime Minister Harold Holt is believed to have drowned.

Point Nepean Defence and Quarantine Precinct is an area of high archaeological significance as the location of early European settlement in Victoria, which included agricultural and limeburning activities. Significant historical archaeological sites exist across the whole of Point Nepean, from pre-quarantine use of the land right through to the defence operations. Archaeological remains on the police residence site are particularly important. The defence exercise area south of Defence Road and Happy Valley are also of archaeological significance.

The Disinfecting and Bathing Complex at the Quarantine Station is of scientific significance as a rare representative of its type which became the model for a series of similar complexes around Australia. The complex retains equipment and fabric which can demonstrate the history of the control and management of infectious diseases in Australia.

Point Nepean Defence and Quarantine Precinct is of social significance for its recreational use since at least the 1950s when defence authorities allowed community use and joint defence-community sporting activities. The part of Point Nepean which has been a national park since 1988 is of social significance as a tourist attraction in allowing public access to a unique site of natural and historic value within Victoria.

The Precinct is also of social significance because of the sustained and effective broad based community action involved in having the entire site set aside as public land rather than being sold to private interests which was the Federal Government's original plan.

4.7 Summary of buildings/elements listed in the NHL, CHL and VHR citations

NHL	CHL	VHR
Building number/name/description of element		
1	3	1
3	4	3
4	7	4
7	8	7

9	9	9
10	10	10
11	15	11
12	16	13
13	18	15
15	19	16
16	20	18
19	21	19
20	22	20
21	25	21
22	26	22
25	35	25
26	36	26
33	37	33
35	38	35
36	40	36
37	41	37
38	42	38
40	43	40
41	44	41
42	45	42
43	58	43
44	59	44
45	60	45
46	61	58
58	62	59
59	63	60
60	64	61
61	65	62
62	66	63
63	67	64
64	84	65

65	PMQ1035	66
66	PMQ1038	67
67	Heaton's Monument	71
71	Parade Ground & flagstaff	73
73	Light rail tracks	84
84	Officer Cadet School use	PMQ966
85	Ruins of Sullivan's cottage	PMQ1035
PMQ966	Two lime kilns	PMQ1037
PMQ1035	Ruins of a two-roomed	PMQ1038
PMQ1037	1840s cottage on Ochiltree	PMQ1040
PMQ1038	Road	PMQ1041
PMQ1040	Subsurface remains of	PMQ1042
PMQ1041	Skelton's House	PMQ1043
PMQ1042	Subsurface remains of	Original Entry Road Alignment
PMQ1043	1850s stone worker's	All the archaeological remains
Heaton's Monument	cottage	both on the land and under
Road alignments of	Leper Station site	the sea.
Ochiltree, Bogle, Coleman,	Fabric, form and colour of	Cypress and Norfolk Island
Bates and Jackson Roads,	the structures	pinces
parts of Frankland's Drive	Alignment of the buildings	General road layout Heaton's
Tramway tracks connecting	and their setting	Monument
building 61 with an	Spatial arrangement of	Parade Ground & flagstaff
extensive tramway system	special purpose buildings	Two cemeteries
in the receiving area above	and their additions, to the	Crematorium
the jetty	original axis and within the	Cattle Quarantine site
Cemetery near Observatory	original station boundaries	Cattle jetty
Point		Leper Colony site
Cattle Quarantine Station		Lime kilns
site		Quarantine anchorage
Leper Station site		Quarantine Station jetty
		Quarantine school site
		(Portsea No. 2929) located
		near east boundary of the site
		(remains have not been
		located)

		Landscape, open space, some avenues and stands of trees, internal and external views. Relationship between bush and sea, between buildings and their context Recreation ovals Officer Cadet School buildings of the 1960s Army training range Defence Precinct Fort Nepean Fortifications and Engine House Coastal Artillery Searchlight Emplacement Fort Nepean Engineers Jetty Remnants Fort Pearce Barracks Eagles Nest Happy Valley Camp Cheviot Hill Fortifications Master Gunner's cottage Monash Light Engineer's anchorage Coastal defence observation infrastructure

4.8 Brief Comparative Analysis

The following analysis, which is based on secondary sources, is extracted from the 2002 *Portsea Defence Land Master Planning Project Heritage Technical Status Report*, by Allom Lovell & Associates (now Lovell Chen) and provides a brief overview of other quarantine stations in Australia, including those set in or near predominantly natural landscape areas, and in some cases, associated with defence sites. A further site in South Australia, outlined in the comprehensive comparative analysis in *Maritime Quarantine and the Former Quarantine Station, Point Nepean, An Assessment of Cultural Significance*, 1984 by Shane Power is also included.

4.8.1 Quarantine Stations

North Head Quarantine Station, Sydney

Obvious comparisons can be made with the North Head Quarantine Station in Sydney. North Head is a natural landmark feature which defines the entrance to Sydney Harbour. In addition to the Quarantine Station, it is also the site of WWII defence facilities, and extensive remnant natural landscapes with high flora and fauna values. The area features spectacular coastal cliffs, outstanding views, and has retained a sense of its original isolation. As occurred at Portsea, the development and use of area was also influenced by its isolation from Sydney, and the constraints of the physical environment.

The Quarantine Station was initially established at Spring Cove in 1832, and was the first officially designated site for quarantining people in Australia. The station eventually covered the whole of the headland area. The built form evolved from tent accommodation and crude timber buildings in the early years, through to more substantial buildings by the end of the nineteenth century, albeit still many of timber construction. Between 1912-1916, the complex was increased to its present size. Buildings and structures erected or modified during this period include a bathing and disinfecting complex, isolation compound, accommodation and observation blocks, and a tramway connecting the jetty with the buildings in the disinfecting complex. In 1919 huts were erected to accommodate returning WWI servicemen during the influenza pandemic. The station closed in the 1980s.

In terms of extent, the Quarantine Station reserve covered an area of approximately 70 ha, although the broader North Head landscape, as defined by the *Register of the National Estate*, extends for 294 ha.

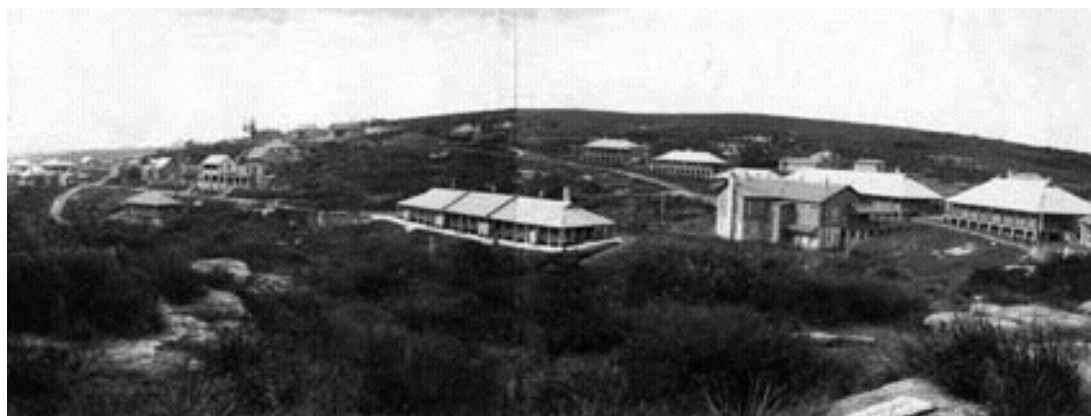


Figure 73 Elevated view of the North Head Quarantine Station, Sydney, photographed in 1909.

Source: National Archives of Australia

Today, the site retains a collection of comparatively well preserved buildings, grouped within precincts and open grassed areas, in a setting of high aesthetic significance (Figure 73). The site is also spectacularly located in Sydney Harbour, within a National Park.¹⁰⁶

Lytton Quarantine Station, Brisbane

Another comparison can be made with Lytton Quarantine Station in Brisbane, which was established in 1913-1914, in an isolated position at the mouth of the Brisbane River. At the time, it was the third quarantine station in Queensland, but reflected the historical use of the

Moreton Bay area for quarantine purposes, dating back to the 1840s. The station was also constructed adjacent to the Fort Lytton coastal fortifications (the only major nineteenth century fortifications within the Brisbane area), which dated from 1880-1882.

The Quarantine Station covered an area of approximately 31 ha. In terms of planning and layout, it followed the established Commonwealth pattern with regard to functional and spatial arrangements. All buildings were of timber construction and single-storey. The isolation hospital is similar in plan to that erected at Portsea, while the disinfecting and bathing buildings are functionally the same as those at Portsea, and contain a waiting room, bathing block, disinfecting block, boiler house and laundry. A tramway connected the jetty with all the compounds of the station. This station was also closed in the 1980s. Not all the original buildings survive, but the facility still provides evidence of early twentieth century quarantine practices. Most of the original landholding is now incorporated into the Fort Lytton National Park.¹⁰⁷

Woodman Point Quarantine Station, Munster, WA

The Woodman Point Quarantine Station was constructed on land reserved for the purposes at Woodman Point, near Munster in Western Australia, in 1876. The first buildings were erected in 1886 and a major expansion took place during WWI. The buildings in the main complex include the accommodation blocks for passengers; seaman's quarters; former residences for medical officers, now offices; dining hall with attached kitchens; scullery; pantries, etc; laundry; fumigation block; ablution block; and recreation building. Also within the station is an isolation hospital and detention centre. It ceased operations in 1979.



Figure 74 Buildings at the Woodman Point Quarantine Station, at Munster, WA. The accommodation buildings are single storeyed and the buildings at the extreme left were built as Ships Crew quarters.

Source: Woodman Point Quarantine Station web-site.

The former station, which presents as an attractive group of buildings set on the ocean, is sited in an area of relatively undisturbed coastal landscape, with adjoining native bushland. In terms of intactness, the original buildings of the 1880s were added to and upgraded over time, particularly during the WWI period (Figure 74).¹⁰⁸

Peel Island, Dunwich, QLD

Peel Island in Queensland contains the remains of a Quarantine Station and Lazaret. The former was established in 1873, on the south-east corner of the island. In the 1890s, the station fell into disuse, and in 1906 quarantine facilities were relocated to Lytton. The site was again in use from 1910 to 1916 to house inmates from the Benevolent Asylum at

Dunwich. Evidence of the quarantine station survives in ruins, equipment, graves, and plantings.

Peel island is also the site of one of two purpose-built lazarets (for the treatment of leprosy) established in Australia (the other was on Channel Island in Darwin Harbour). The lazaret was constructed in 1907 on the north-west corner of the island, and remained in operation until 1959. The buildings are arranged in groups around a large grassed quadrangle. The earliest structures have corrugated iron roofs and weatherboard walls while the more recent additions are clad in asbestos (Figure 75).

The site has retained its sense of remoteness and isolation. The remains of the lazaret also reflect the principles of isolation and separation, including racial segregation, on which it was founded. It is also the only surviving substantially intact lazaret site in Australia. Although the structures are in poor condition, the site as a whole still provides demonstrable evidence of the treatment of leprosy. Aesthetically, the setting is a striking one, with the core of the site set within lawns, gardens and trees, while the broader context is one of native forest, mango groves and coastal mangroves. Views to Moreton Bay are also available. The area of Peel Island included in the *Register of the National Estate* for its landscape values extends for 378 ha.¹⁰⁹



Figure 75 Peel Island Quarantine Station and Lazaret, c. 1913.

Source: State Library of Queensland.

Cape Pallarenda, QLD

The Quarantine Station at Cape Pallarenda near Townsville, was established in 1915, replacing an earlier station at West Point, Magnetic Island, which dated from 1875. The original West Point buildings were relocated and reassembled at the Cape in 1915, with additional buildings constructed in the 'Queenslander' style (incorporating high ceilings and wide verandahs). The station remained open until 1973. Cape Pallarenda was used for defence purposes in WWII, with the construction of gun emplacements and searchlight towers. An Australian Army hospital was also located on site between 1966 and 1974. The

complex has subsequently been used by the Queensland National Parks and Wildlife Service. The surrounding landscape is predominantly open woodland.¹¹⁰

Quarantine Station State Reserve, Barnes Bay, Tasmania

Land was acquired for the quarantine station in 1885, and a large complex of buildings and structures was erected, including passenger accommodation, hospital, mortuary, medical officer's quarters, dairy and jetty. The Commonwealth assumed control of the site in 1901. The station was also used to quarantine returning WWI soldiers in the wake of the post-war influenza pandemic. Following its closure in the early 1960s, the site was used for the quarantining of plants, a use which remained until 1985/86. The site covers approximately 130 hectares of significant and largely undisturbed native forest. Despite some building losses, the complex retains a number of brick and weatherboard structures. The reserve area also has significant flora and fauna values.¹¹¹

Torrens Island Quarantine Station, South Australia

A quarantine station was established on Torrens Island during the 1850s – records relating to its operation held by the National Archives of Australia date from as early 1857.¹¹²



Figure 76 Dormitory wing and dining hall at the Torrens Island Quarantine Station, 1960.
Source: National Archives of Australia

Torrens Island is situated at the mouth of Adelaide's Port River, making it the ideal situation for a control station. For many years the station could only be approached by water, with a bridge linking the island to the mainland only opening in 1962. Like other stations Torrens Island was run by the South Australian Government until, with the proclamation of Commonwealth quarantine legislation in 1909 the administration of the station passed to the Australian Government. At this time the station covered 551 acres and had accommodation for up to 224 people. During World War I (1914–18) the quarantine station was used as an internment camp by the Australian Army (Figure 76).

Following the declaration by the World Health Organisation of the eradication of smallpox in 1979, Torrens Island closed as a human quarantine station. It remains a facility for animal and plant quarantine.

Conclusion

It is evident from this limited appraisal of broadly comparable places, that the former Quarantine Station and associated Commonwealth land at Portsea is of outstanding cultural significance. Its most direct comparison, in terms of period of use and extent of development, is the Quarantine Station at North Head in Sydney, although the latter can claim to be the oldest surviving quarantine station in Australia. The other examples cited date from later periods of quarantine operations, have fewer intact buildings and original elements, or were not as extensive in terms of their landholdings. All the examples, however, share common attributes of topographic isolation, separateness from society, access from water, and evidence of functional planning with regard to building layout. They were also often in colonial ownership prior to transferring to Commonwealth control after Federation, and were sometimes associated with other Commonwealth activities, such as defence. Many retain expansive areas of largely undeveloped associated landscapes.

4.9 Recommendations

As noted in the 'Introduction' to this chapter, this CMP generally adopts the assessments and statements of heritage significance, as associated with the statutory listings outlined above. The Plan also suggests that consideration be given to reviewing and revising the existing statements of significance to include or expand upon:

- The aesthetic values of the place, including:
 - o Acknowledging the significant views and vistas as identified in this Plan, both within and without the complex.
 - o The landscape characteristics which derive from the institutional nature of the Quarantine Station; reflect the history of isolation and separation from beyond the boundaries of the place; and provide insight into the functional groupings and relationships of buildings within the boundaries of the place.
- The assessments and analysis of significance as undertaken for this Plan, including where the histories and uses of individual buildings have been clarified and updated.
- The overview and findings of the historical archaeological survey, including the identification of areas within the site which have been identified as having archaeological potential.

4.9.1 Recommended consolidation of listings

It is recommended that consideration be given to consolidating into a single listing the current plethora of listings relating to individual components and areas of the former Quarantine Station, particularly those included in the CHL.

4.10 Significance of individual elements

The relevant levels of heritage significance for the individual buildings, structures and landscape elements of the former Quarantine Station are listed in the tables below. The

levels of significance derive from the nature of the individual components and elements, their role in the history, evolution, operation and development of the place, and from their physical intactness and physical attributes. The elements have variously been identified as being of 'Primary significance', 'Secondary significance', and 'Little or No significance'. 'Intrusive' elements are also identified.

The definitions for the categories and levels of significance are explained below and are also included at Chapter 5, Section 5.6 where they are accompanied by a brief statement on the management implications of the associated levels of significance.

4.10.1 Primary significance

Elements of primary significance are either directly associated with, or came about as a result of, the original and early (largely nineteenth and early twentieth century) quarantine history and use of the place. These elements include distinctive and purpose-built quarantine buildings which variously have historical, architectural, aesthetic and technological significance at a high level and, individually and collectively, provide demonstrable evidence of the original and early form, function and workings of the Quarantine Station. They are therefore central to an understanding and appreciation of the operation and history of the place. Buildings and structures of primary significance can additionally be distinguished from other elements through having a comparatively high level of intactness to original form and fabric, although some altered elements may still be of sufficient individual importance as to be considered primary.

Elements of primary significance are listed in the following table and illustrated in Figure 77 and Figure 78; datasheets for these elements are additionally included in this Plan at Appendix C.

BUILDING NUMBER	QUARANTINE STATION USE	ARMY USE	DATE OF CONSTRUCTION	PERIOD
1	First Class Accommodation	Officers Accommodation	1916 (replaced original Hospital 1 constructed in 1858-59)	1900-1925
3	First and Second Class Dining Rooms	Mess and Kitchen	1915-16	1900-1925
4	Hospital No. 2	Other Rank Officers Accommodation	1857-59 1915-16 alterations to rear	1856-1875
7	Storekeeper's office Dairy Dispensary	Regimental Sergeant Major's Office	pre-1852 underground section c.1854 above ground section	pre-1855
9	Visiting Staff Quarters	Accommodation/Officers Mess	1916	1900-1925

BUILDING NUMBER	QUARANTINE STATION USE	ARMY USE	DATE OF CONSTRUCTION	PERIOD
10	Administration	Army Headquarters	1916	1900-1925
11	'New' Store	Duplication Room	1916	1900-1925
13	Post Office and Medical Officer's Consulting Room then Maternity Hospital	Officers VIP Accommodation (Cape Cottage)	c.1913 constructed c.1925 relocated	1900-1925
15	Kitchen for Hospital No.3 (B16)	Store Room and Armoury	1869	1856-1875
16	Hospital No. 3	Accommodation	1857-59 1915-16 alterations west end	1856-1875
18	Dining Room and Kitchen	Health Service Museum	c.1913	1900-1925
21	Kitchen for Hospital No. 4 (B22)	Corps Shop	1858-59	1856-1875
22	Hospital No. 4	Accommodation	1857-59 1915-16 alterations west end	1856-1875
25	Hospital No. 5	Sergeants Mess/Accommodation	1857-59 1892-93 north annexe added	1856-1875
26	Kitchen for Hospital No. 5 (B25)	Sergeant's Mess /Annexe	c.mid-1880s	1876-1899
27	Includes original fence	Cattle Shed Carport	c. mid-1880s	1876-1899
35-38 & 40-45	Influenza Emergency Huts	Workshop/Storage	1919	1900-1925

BUILDING NUMBER	QUARANTINE STATION USE	ARMY USE	DATE OF CONSTRUCTION	PERIOD
58	Passenger Waiting Room	Regimental Aid Post	1911	1900-1925
59	Bath and Wash House	Ration Store	1866	1856-1875
60	Shower Block	Store Room	1924	1900-1925
61	Foul Luggage Receiving Store	Model Room	1900	1900-1925
62	Clean Luggage	Store Store Room	c.1910 first part constructed 1915 extended	1900-1925
63	Bathing Block	Cadet Accommodation Long Term	1900	1900-1925
64	Bathing Block	Cadet Accommodation Long Term	1900	1900-1925
65	Isolation Hospital Administration Building	Dental Training	c.1912	1900-1925
66	Isolation Ward	Dental Laboratory	c.1912	1900-1925
67	Mortuary and Laboratory	Sportsman Club	1921	1900-1925
84	Disinfecting Building and Boiler House Quarantine Museum		1900 1916-17 chimney added	1900-1925
966	Superintendent's Cottage	Married Accommodation	pre-1900 front part constructed btn 1900 & 1914, & 1917 additions	1876-1899

BUILDING NUMBER	QUARANTINE STATION USE	ARMY USE	DATE OF CONSTRUCTION	PERIOD
1035	Laborer's cottage - Matron's Cottage	Pikes Cottage, Married Accommodation	1857	1856-1875
1038 (& 71)	Medical Superintendents Quarters	Commanding Officer's Residence	1899	1876-1899
1040	Cottage for Boatman / Caretaker's Cottage	Married Accommodation	1889	1876-1899
	Cemetery			pre-1855
	Former Cemetery			pre-1855
	Heaton's Monument			pre-1855

Table 8 List of buildings and elements of primary significance.

4.10.2 Secondary significance

Elements of secondary significance are associated with the former Quarantine Station in a secondary or supporting way. For instance they may be associated with later quarantine operations, thereby providing evidence of later site development and use; or they may include earlier quarantine station structures which have been altered in a manner which has impacted on their ability to provide demonstrable evidence of their original quarantine form and operation. Alternatively, they may include buildings and elements associated with the Army use of the site. These elements variously have historical, architectural, aesthetic and technological significance, but at a lower level than those of primary significance.

Elements of secondary significance are listed in the following table and illustrated in Figure 77 and Figure 78; datasheets for these elements are additionally included in this Plan at Appendix D.

BUILDING NUMBER	QUARANTINE STATION USE	ARMY USE	DATE OF CONSTRUCTION	PERIOD
5	-----	Officer Cadet Accommodation	1963	1951 >

BUILDING NUMBER	QUARANTINE STATION USE	ARMY USE	DATE OF CONSTRUCTION	PERIOD
6	-----	Officer Cadet Accommodation	1965	1951 >
8	-----	Badcoe Hall	1963	1951 >
12	Inflammable Store	Archives Store	1916	1900-1925
19	Kitchen Storeroom	Storehouse	btn c.1913 & c.1919	1900-1925
20	Kitchen Storeroom	Storeroom	btn c.1913 & c.1919	1900-1925
32	Shed	Shed	btn 1920 and c.1922	1900-1925
33	Stables	Transport Office	1916-17 possibly in different location early 1920s relocated to present position (?)	1900-1925
72	Store	Wives Club	c.early 1950s	1952 >
73	Stables/Garage (assoc with 1038)	Garage	1899	1876-1899
85	Crematorium	-----	Not identified	?
1037	Attendants Cottage No. 2	Married Accommodation	1916	1900-1925
1041	Attendant's Cottage No. 1	Married Accommodation	1916	1900-1925

BUILDING NUMBER	QUARANTINE STATION USE	ARMY USE	DATE OF CONSTRUCTION	PERIOD
1042	Attendant's Cottage No. 3	Married Accommodation	1921	1900-1925
1043	Attendant's Cottage No. 4	Married Accommodation	1921	1900-1925

Table 9 List of buildings and elements of secondary significance.

4.10.3 *Little or no significance*

Elements of little or no significance typically include minor or utilitarian elements, or are recent elements of no architectural distinction or historical significance.

Elements of little or no significance are listed in the following table and illustrated in Figure 77 and Figure 78; datasheets for these elements are additionally included in this Plan at Appendix E.

4.10.4 *Intrusive*

Intrusive elements, which are generally limited within the former Quarantine Station, are of no heritage significance. Further, in some instances they detract from the significance of the place in that they have an unacceptable level of visual or physical impact on the place and/or on individual buildings or landscape elements.

Intrusive elements are also listed in the table below and illustrated in Figure 77 and Figure 78; datasheets for these elements are additionally included in this Plan at Appendix E.

BUILDING NUMBER	QUARANTINE STATION USE	ARMY USE	DATE OF CONSTRUCTION	PERIOD	LEVEL OF SIGNIFICANCE
2	-----	Laundry	1960s	1951 >	Little or No
14	-----	Gymnasium	1965	1952 >	Little or No
17	-----	Army Hall, Weight Room	1970s	1952 >	Intrusive
30	-----	Training Shelter	1960s	1952 >	Little or No

BUILDING NUMBER	QUARANTINE STATION USE	ARMY USE	DATE OF CONSTRUCTION	PERIOD	LEVEL OF SIGNIFICANCE
31	-----	Training Shelter	1960s	1952 >	Intrusive
47	-----	Ammunition Magazine	c1980	1952 >	Little or No
51-53	-----	Portable Classrooms	c1980	1952 >	Intrusive
54	-----	Petrols, Oils and Liquids Store	c1980	1952 >	Little or No
55	-----	Army Administration Building	c1980	1952 >	Little or No
57	-----	Gardener's Store	c1960	1952 >	Little or No
69	-----	Gardener's Store	1980s	1952 >	Little or No
70	-----	Boat Shed	1960	1952 >	Intrusive
76 & 83	-----	RAEME Vehicle Maintenance Buildings, Garage and Fire Station	1980s	1952 >	Intrusive
78	-----	Change Rooms (associated with Gymnasium B14)	c1960s	1952 >	Little or No
79	-----	Quartermaster's Store Offices (Q Store)	1980s	1952 >	Intrusive
81	-----	Toilets	1980s	1952 >	Little or no

BUILDING NUMBER	QUARANTINE STATION USE	ARMY USE	DATE OF CONSTRUCTION	PERIOD	LEVEL OF SIGNIFICANCE
82	-----	BBQ Shelter	1980s	1952 >	Little or no
86	-----	Toilet and Shower Block	c.1970	1952 >	Little or no
87	-----	Boiler Room	c.1970	1952 >	Little or no
89&101	-----	Guard House and Carport	c1990	1952 >	Little or No
1036	-----	Cumpston Cottage - Permanent Married Quarters	1980s	1952 >	Little or no
1039	-----	Cox Cottage - Permanent Married Quarters	1980s	1952 >	Little or no

Table 10 List of buildings and elements of little or no significance, and intrusive elements.

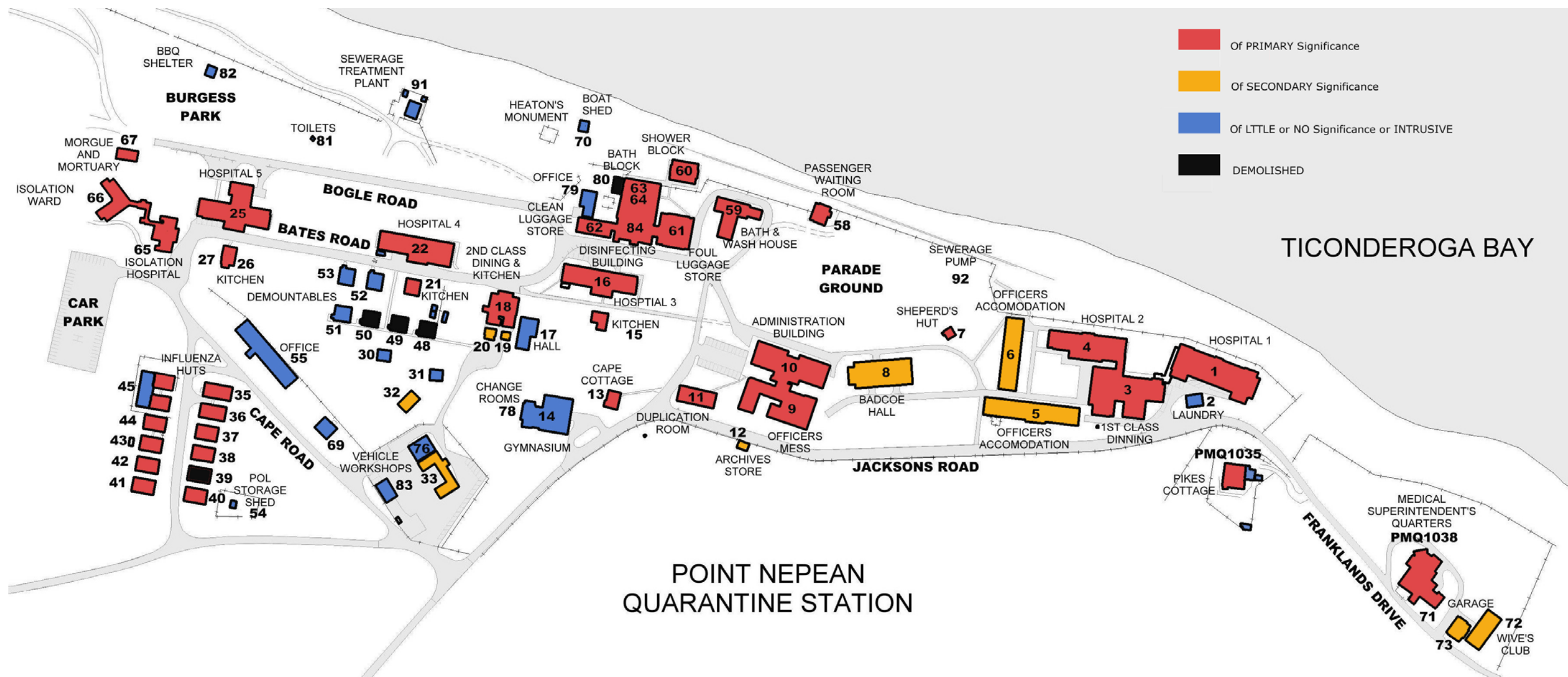


Figure 77 Plan showing levels of significance of the Point Nepean Quarantine Station.

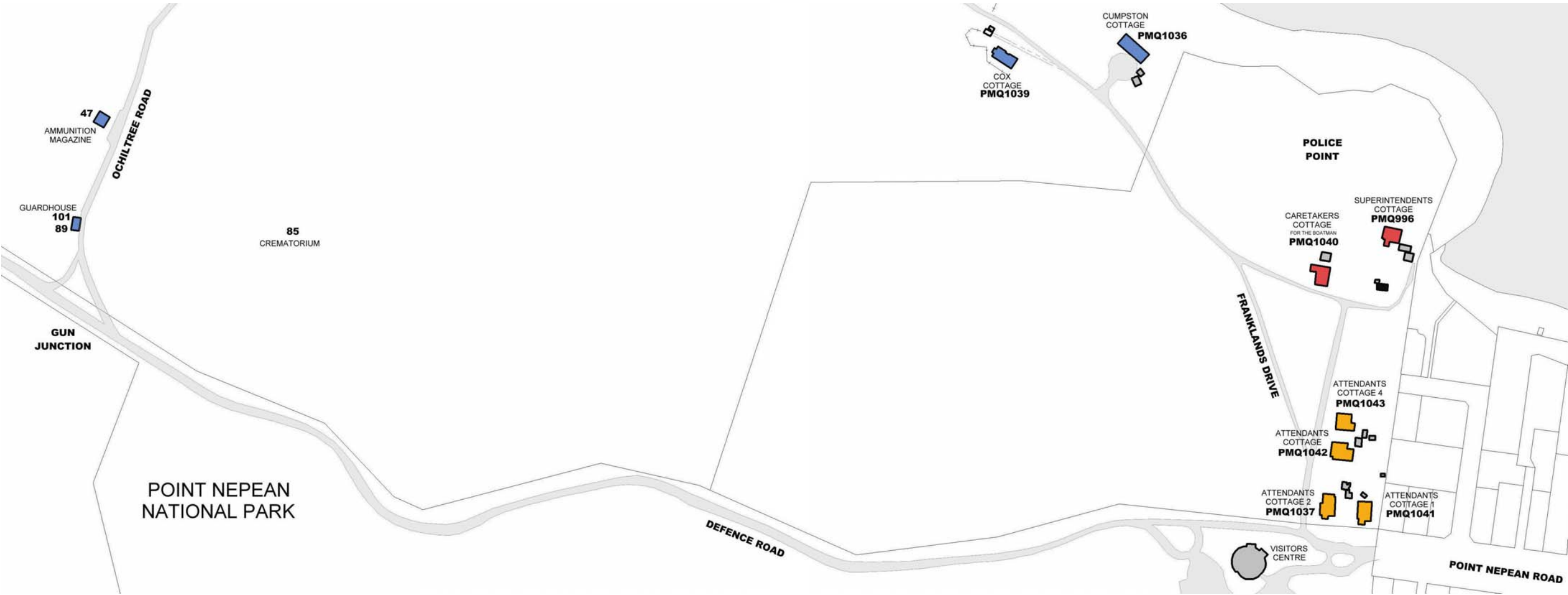


Figure 78 Plan showing levels of significance of the outlying areas of the Point Nepean Quarantine Station.

4.10.5 *Landscape areas/precinct*

The following table is a summary table of the landscape areas included in Appendix F, with their respective levels of significance identified.

NAME	DATE	SIGNIFICANCE
Police Point Park Precinct	c. 1850s - present	Primary
Foreshore Precinct (includes Old Cemetery and Heaton's Monument)	1852 – c. 1960s	Primary
Point Nepean Cemetery	1854 - 1952	Primary
Lower Hospital Precinct	1858 – c. 1970s	Primary
Superintendents Precinct	1899 – c. 1930s	Primary
First Class Dining Precinct (Courtyard)	1916 - present	Primary
Parade Ground	1850s – 1990s	Primary/Secondary
Jarman/Wombat Ovals	1950s – 1960s	Secondary
Officer Accommodation Precinct	1960s	Secondary
Badcoe Hall Precinct	c. 1963 - 1966	Secondary
Administration Precinct	1916 - present	Little or No/Primary
Police Point Residential Precinct	1880s - 1920s	Little or No
Influenza Hut Precinct	1919 - present	Little or No
Matrons Cottage Garden	Mid 20th century – 1980s	Little or No
Cumpston Cox Gardens	c. 1980s	Little or No

Table 11 Summary of landscape precincts/areas in Appendix F.

Chapter 3 under 'Landscape' also identifies views and vistas of significance, and other aspects of significant landscape character and setting as well as hard landscape elements such as roads and paths.

5.0 CONSERVATION & MANAGEMENT POLICY

5.1 Introduction

The conservation and management policies have been developed on the basis of the preceding analysis and assessment of the heritage significance and heritage values of the former Quarantine Station as a whole, and its component parts (buildings, structures, landscape elements, and historical archaeological values).

The policies have also been framed and articulated to protect, conserve and manage the significant heritage values of the site, as stated and identified in the statutory citations and statements of significance (at National, Commonwealth and State level), reproduced in Chapter 4. These values relate to:

- Historical significance:
 - o The place demonstrates and provides evidence of historical quarantine processes, and yields information that contributes to an understanding of this aspect of Australia's history. [Quarantine uses of individual buildings are identified in the building datasheets of the appendices.]
 - o The place also retains evidence of pre- and post-quarantine use, including structures associated with early lime-burning activities and Point Nepean pastoral settlement, and later works associated with post-WWII Army use including Officer Cadet School use and training (the latter in association with additional evidence of these activities outside the CMP study area), and School of Army Health operations. [Non-quarantine uses of individual buildings are identified in the building datasheets of the appendices.]
- Architectural significance:
 - o The place illustrates the principal physical characteristics of Australian quarantine stations, including physical isolation, quarantine functions and aspects of medical protocols, and the planning and layout of quarantine stations including access by sea.
 - o The place, including buildings and spatial elements, reinforces an understanding of the social and medical philosophies behind the function of the quarantine station, including the separation of social classes and isolation of contagious patients.
- Aesthetic significance:
 - o This is imbued in the buildings and landscape, including the fabric, form and colour of the structures, the alignment of the buildings, and their austere setting within an isolated valley with predominantly natural landscape features, particularly as seen from the sea (for arriving immigrants).
 - o This derives from the landscape values, open space, avenues and stands of trees, and internal and external views including the relationship between bush and sea, between buildings and their context, and views across the bay and back to Melbourne.

- o This also derives from the National Park context, the physical containment of the station, and the topography and setting, all of which help to emphasise the functional quarantine requirement for separation and isolation.
- Social significance:
 - o The contemporary social significance derives from an appreciation of the surviving historic complex of buildings, landscape and setting within the broader Mornington Peninsula.
- Technological significance:
 - o The surviving arrangement of purpose-built quarantine structures and their additions, within the overall site layout and planning, provides evidence of the operation of the quarantine station.
 - o The lime kilns, Shepherds Hut, ruins and archaeological remains of early settlement provide evidence of pre-quarantine and activities on Point Nepean.

The protection of the more intangible values and attributes identified above, including historical and social significance, and aesthetic attributes associated with isolation, separation and austerity, tends to be implicit in the recommended retention and conservation of fabric and buildings, management of settings and landscape elements, and protection of views. Some specific management-related policies also go to the importance of maintaining and sustaining links, communication and involvement of the community and interest groups, as a means of supporting the social values.

The policies also have due regard to the need to meet statutory requirements; support feasible and compatible new uses; provide a guiding framework for new development, where appropriate; and to work within procurable resources.¹¹³

In terms of the condition of the values, this is addressed in Chapter 3 'Physical Description' and in the appendices relating to the built and landscape elements. It is also noted that, again, the 'condition' of the more intangible values (historical, social and aesthetic) relates to that of the more tangible aspects of the place: fabric, buildings, settings, landscape and views. The general conclusion of this report is that the latter have a comparatively high level of intactness and good condition overall.

Note: where the term 'National and other heritage values' is used below, this is intended to signify the heritage values which derive from the National, State and Commonwealth heritage listings.

5.2 Structure & content of chapter

The structure and content of this chapter reflect aspects of the content requirements for a Management Plan for a place on the National Heritage List, as set out in Schedule 5A of the *Environment Protection and Biodiversity Conservation Regulations 2000* (EPBC Regulations).

Provision (h) of this Schedule states that the Management Plan must:

Have policies to manage the National Heritage values of a place, and include in those policies, guidance in relation to the following:

- (i) the management and conservation processes to be used;*

- (ii) the access and security arrangements, including access to the area for indigenous people to maintain cultural traditions;*
- (iii) the stakeholder and community consultation and liaison arrangements;*
- (iv) the policies and protocols to ensure that indigenous people participate in the management process;*
- (v) the protocols for the management of sensitive information;*
- (vi) the planning and management of works, development, adaptive reuse and property divestment proposals;*
- (vii) how unforeseen discoveries or disturbance of heritage are to be managed;*
- (viii) how, and under what circumstances, heritage advice is to be obtained;*
- (ix) how the condition of National Heritage values is to be monitored and reported;*
- (x) how records of intervention and maintenance of a heritage places register are kept;*
- (xi) the research, training and resources needed to improve management;*
- (xii) how heritage values are to be interpreted and promoted;*

The purpose of this provision is to ensure that management plans for National Heritage places include a comprehensive suite of policies which provide clear direction and guidance for day-to-day management of the heritage place, as well as a framework for future use, and actions and works which support that use. Management practice, as prescribed in these policies, should also be consistent with the National Heritage management principles, as set out in Schedule 5B of the EPBC Regulations. The relationship between each policy, and the particular requirements of Schedules 5A and 5B, is identified below the 'Policy Statement' of each policy.

The 'National Heritage Management Principles' (*EPBC Regulations 2000* (Amended 2003) Schedule 5B) also identifies issues that must be included in a management plan for a Nationally listed heritage place. These provisions relate to the content and approach of management plans, as well as their implementation and review.

Compliance of this CMP for the former Quarantine Station, with the *EPBC Regulations* is summarized below - the principles are listed in the left column, with compliance indicated in the right column.

EPBC Regulations 'Management plans for National Heritage places' (regulation 10.01C) A management plan must:	Point Nepean Quarantine Station CMP
(a) establish objectives for the identification, protection, conservation, presentation and transmission of the National Heritage values of the place;	1.0 INTRODUCTION
(b) provide a management framework that includes reference to any statutory requirements and agency	1.0 INTRODUCTION

mechanisms for the protection of the National Heritage values of the place;	5.0 CONSERVATION and MANAGEMENT POLICY
(c) provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses;	1.0 INTRODUCTION 2.0 HISTORY 3.0 PHYSICAL DESCRIPTION APPENDIX B – ARCHAEOLOGICAL POTENTIAL APPENDIX C - DATASHEETS (PRIMARY) APPENDIX D - DATASHEETS (SECONDARY) APPENDIX E - DATASHEETS (LITTLE OR NO / INTRUSIVE) APPENDIX F - LANDSCAPE
(d) provide a description of the National Heritage values and any other heritage values of the place;	4.0 SIGNIFICANCE APPENDICES AS LISTED ABOVE
(e) describe the condition of the National Heritage values of the place;	3.0 PHYSICAL DESCRIPTION APPENDICES AS LISTED ABOVE
(f) describe the method used to assess the National Heritage values of the place;	1.0 INTRODUCTION 4.0 SIGNIFICANCE
(g) describe the current management requirements and goals, including proposals for change and any potential pressures on the National Heritage values of the place;	1.0 INTRODUCTION
(h) have policies to manage the National Heritage values of a place, and include, in those policies, guidance in relation to the following: (i) the management and conservation processes to be used; (ii) the access and security arrangements, including access to the area for indigenous people to maintain cultural traditions; (iii) the stakeholder and community consultation and liaison arrangements; (iv) the policies and protocols to ensure that indigenous people participate in the management	5.0 CONSERVATION and MANAGEMENT POLICY

process; (v) the protocols for the management of sensitive information; (vi) the planning and management of works, development, adaptive reuse and property divestment proposals; (vii) how unforeseen discoveries or disturbance of heritage are to be managed; (viii) how, and under what circumstances, heritage advice is to be obtained; (ix) how the condition of National Heritage values is to be monitored and reported; (x) how records of intervention and maintenance of a heritage places register are kept; (xi) the research, training and resources needed to improve management; (xii) how heritage values are to be interpreted and promoted;	
(i) include an implementation plan;	5.0 CONSERVATION and MANAGEMENT POLICY
(j) show how the implementation of policies will be monitored;	5.0 CONSERVATION and MANAGEMENT POLICY
(k) show how the management plan will be reviewed.	5.0 CONSERVATION and MANAGEMENT POLICY

Table 12 Summary of CMP compliance with the EPBC Act Regulations

The suite of policies included in this chapter also addresses Heritage Victoria's requirements for management plans.

5.3 Using this Chapter

Buildings & Structures

This chapter contains a suite of conservation policies and associated actions and guidelines relating to the former Quarantine Station as a whole. For more on buildings and structures also refer to:

- Chapter 3 'Physical Description', Section 3.2.
- Chapter 4, Section 4.10, which identifies the levels of significance of individual elements.

- Chapter 4, Figure 77 and Figure 78, illustrating the levels of significance of individual elements.
- Appendix C datasheets for elements of primary significance.
- Appendix D datasheets for elements of secondary significance.
- Appendix E datasheets for elements of little or no significance/intrusive elements.

The individual datasheets at Appendices C and D also contain building-specific recommendations which should be referred to in relation to individual buildings.

Landscape

The landscape policies are found at Section 5.37 onwards, and provide guidance on management of significant vegetation, views and vistas, landscape character and spatial qualities. The latter also go to the important aesthetic attributes of the site. For more on landscape elements also refer to:

- Chapter 3 'Physical Description', Section 3.3.
- Chapter 3, Figure 33 'Significant view lines'.
- Chapter 4, Section 4.10.5, which identifies the levels of significance of individual landscape areas/precincts.
- Appendix F datasheets relating to the landscape elements, which identifies locations for the individual areas/precincts.

Appendix F also has recommendations relating to the specific landscape areas.

Historical Archaeology

The general historical archaeology policy at Section 5.44 is supplemented by specific policies and guidelines relating to excavation, statutory requirements and obligations, management of uncovered artefacts, and sub-surface material. For more on archaeological elements also refer to:

- Chapter 3 'Physical Description', Section 3.4.
- Chapter 3, Figure 70 'Zones of archaeological potential'.
- Appendix B which summarises the archaeological potential of individual buildings and elements.

5.4 References & Supporting Documents¹¹⁴

As noted in the 'Introduction' to this report, this CMP is one of a number of strategic heritage reports and plans relating to the broader Point Nepean area, including the National Park, which provide guidance on the conservation and management of the area's heritage values. The overarching (higher order) document is the *Point Nepean National Park and Point Nepean Quarantine Station Management Plan*, Parks Victoria & Point Nepean Community Trust, [draft], 2007. The latter establishes the strategic framework for the management of all values and opportunities at the Quarantine Station and within the National Park, and sets the strategic management directions for the management of indigenous heritage values,

ecological management, provision of services for visitors, and non-indigenous cultural heritage management.¹¹⁵

This CMP for the Quarantine Station sits beneath the latter document, along with CMPs for the Point Nepean and South Channel Forts, and a CMP for the Point Nepean Range Area, which is currently in preparation. Accordingly this CMP should be responsive to the higher-order management plan.

The CMP and conservation policies additionally have been informed by, and build upon, a number of previous heritage conservation and management plans. This particularly applies to the following:

- Parks Victoria *Proposed Point Nepean National Park Strategic Conservation Policy*, [draft], April 2005.
- Integrated Point Nepean National Park Shared Planning Team for the Point Nepean Trust, *Point Nepean Quarantine Station Conservation Management Plan*, [draft], July 2006.
- Parks Victoria and Point Nepean Community Trust, *Point Nepean Quarantine Station Conservation Management Plan Response to Submissions*, [draft], June 2007.
- Parks Victoria and Point Nepean Community Trust, *Point Nepean Quarantine Station Management Plan*, [draft], 2007.

The reports cited also variously include appendices, protocols and guidelines which are of relevance to the management of the heritage values of the site; many of these are detailed and have been through review and refinement. The policies of this CMP in some instances make specific reference to these existing protocols and guidelines; as many remain in draft form, however, they may require review in the context of the policies and guidelines of this Plan, once it has been approved by the statutory authorities. The PNCT has also been involved in preparation of protocol documents, as included in Appendix 9 of *Point Nepean Quarantine Station Conservation Management Plan Response to Submissions*, [draft], June 2007. These protocols cover a number of heritage-related issues:

- 'Sensitive Information Policy Part A: Aboriginal Sites and Data'
- 'Asset Naming and Numbering'
- 'Archaeological Discovery – Indigenous and Historic Archaeology'

5.5 Methodology & Approach

The policies have also been prepared in accordance with the conservation guidelines and practice set out in the Australia ICOMOS *Burra Charter*, 1999, and in J S Kerr's *Conservation Plan*, 2000.

5.5.1 Policy Framework & Other Management Considerations

The policies are intended to provide a 'guiding framework' for future management of the former Quarantine Station, having regard for the heritage values and significance of the place. The policies and recommendations are not necessarily absolute requirements, however, and in the process of determining an appropriate course of action for the place, or for individual buildings or groups of buildings, there may be other management documents and strategies of relevance which also require addressing. Management of the National Park

and its values, outside the boundary of the former Quarantine Station and CMP study area, may also respond to obligations and objectives which are not always consistent with those relating to the Quarantine Station.

Implementation of the policy framework is also intended to support feasible and compatible uses of the former Quarantine Station, and adaptation of existing buildings where this is undertaken in an appropriate manner with regard to the heritage values, and will assist with introducing and/or sustaining a viable use for the buildings. The works-related policies included here additionally have cognisance of practical realities, including in relation to maintaining buildings and structures.

The policies are also intended to be of practical use to the managers of the site, enabling them to make decisions about the site having due regard to its significance. Any day-to-day management actions or interventions, therefore, should be guided by these policies to ensure they will not result in inappropriate impact on or loss of cultural significance.

5.5.2 *Policy Structure*

The policies are set out in the following hierarchy, but should also be read in conjunction with each other:

Primary Conservation and Management Policy

(Overarching Policy)



General Conservation and Management Policies ('Conservation Policy')

(Broad issue based policies which underlie the primary conservation and management policy and are intended to provide an overall guide for best practice conservation and management activities)

Each Conservation Policy is headed by a 'Policy Statement' followed by a 'Rationale and Discussion' section which provides an overview of the basis for the policy. As noted above, the relevant requirements of EPBC Act Schedules 5A and 5B are identified below the 'Policy Statement'. Recommended 'Actions and Guidelines' (or in some instances 'Actions' or 'Guidelines' only) are then included which provide direction on the means by which the policy can be implemented and/or complied with.

5.6 Significance of Individual Elements

Chapter 4 identifies the relative level of significance for each individual element of the former Quarantine Station: 'primary significance', 'secondary significance', 'little or no significance' and 'intrusive' elements. The categories are defined in Chapter 4 but are also included below accompanied by a brief statement on the management implications of the associated levels of significance.

5.6.1 *Primary significance*

Elements of primary significance are either directly associated with, or came about as a result of, the original and early (largely nineteenth and early twentieth century) quarantine history and use of the place. These elements include distinctive and purpose-built quarantine buildings which variously have historical, architectural, aesthetic and technological significance at a high level and, individually and collectively, provide demonstrable evidence of the original and early form, function and workings of the Quarantine Station. They are therefore central to an understanding and appreciation of the operation and history of the place. Buildings and structures of primary significance can additionally be distinguished from other elements through having a comparatively high level of intactness to original form and fabric, although some altered elements may still be of sufficient individual importance as to be considered primary.

Elements of primary significance are listed at Chapter 4; datasheets for these elements are additionally included in this Plan at Appendix C, with specific recommendations relating to the elements.

Implications

Elements of primary significance should be retained and conserved. If altered or changed, this should be done with minimal impact on the identified significant fabric including the 'Significant Elements' listed for each building and element in the datasheets at Appendix C. The advice of a heritage practitioner should be obtained in the planning stages for works to these elements, including works involving alteration or change, and an assessment of the potential heritage impacts undertaken. The 'Recommendations' in the datasheets at Appendix C also provide guidance on potential works to these elements of primary significance.

5.6.2 *Secondary significance*

Elements of secondary significance are associated with the former Quarantine Station in a secondary or supporting way. For instance they may be associated with later quarantine operations, thereby providing evidence of later site development and use; or they may include earlier quarantine station structures which have been altered in a manner which has impacted on their ability to provide demonstrable evidence of their original quarantine form and operation. Alternatively, they may include buildings and elements associated with the Army use of the site. These elements variously have historical, architectural, aesthetic and technological significance, but at a lower level than those of primary significance.

Elements of secondary significance are listed at Chapter 4; datasheets for these elements are additionally included in this Plan at Appendix D with specific recommendations relating to the elements.

Implications

Elements of secondary significance preferably should be retained and conserved, but in some instances offer greater flexibility than elements of primary significance with regard to full retention and alteration, subject also to such works not having an unacceptable level of impact on the heritage values of the former Quarantine Station. It is also not intended that proposals which seek to change or removal elements of secondary significance result in the removal of all evidence of layers of history at the site, including fabric/elements associated

with later quarantine operations or post-1950 Army use. The advice of a heritage practitioner should be obtained in the planning stages for works to these elements, including works involving alteration or change, and an assessment of the potential heritage impacts undertaken. 'Significant Elements' are listed for each building and element in the datasheets at Appendix D. The 'Recommendations' in the datasheets also provide guidance on potential works to these elements.

5.6.3 *Little or no significance*

Elements of little or no significance typically include minor or utilitarian elements, or recent elements of no architectural distinction or historical significance.

Elements of little or no significance are listed at Chapter 4; datasheets for these elements are additionally included in this Plan at Appendix E.

Implications

These elements generally can be retained, altered or removed, although works to these elements should be sympathetic to, and avoid unacceptable impacts on, the broader heritage values of the place.

5.6.4 *Intrusive*

Intrusive elements, which are generally limited within the former Quarantine Station, are of no heritage significance. Further, in some instances they detract from the significance of the place in that they have an unacceptable level of visual or physical impact on the place and/or on individual buildings or landscape elements.

Intrusive elements are listed at Chapter 4; datasheets for these elements are additionally included in this Plan at Appendix E.

Implications

If the opportunity arises, and subject also to broader operational objectives and requirements, these elements should be considered for removal as a means of enhancing, or reinstating, aspects of the historical setting and presentation of the site.

5.7 Primary Conservation Policy

POLICY STATEMENT:

The former Point Nepean Quarantine Station and its surrounds should be conserved and managed in a consistent manner across all present and future tenures in accordance with this CMP to ensure the ongoing identification, protection, conservation, presentation and transmission of the National, State and other heritage values for the benefit and understanding of present and future generations.

[EPBC Regulations Schedule 5A (a), (h)(i); Schedule 5B, Principles 1, 3 & 4]

RATIONALE and DISCUSSION:

The former Quarantine Station and its surrounds, is of outstanding heritage significance; this is reflected in the National Heritage listing, together with the State and Commonwealth listings. The complete assemblage of buildings, elements, landscapes, features, vistas, views, their inter-relationships and their setting within the bushland context and isolated Point Nepean location, all combine to support and reinforce an understanding of the place and its significance. This understanding is also enhanced by the proximity to, and historical association with, the adjacent and surrounding National Park and related areas of Point Nepean.

Present and future custodians of the place, moreover, should ensure that the values expressed in the statement of cultural heritage significance will be retained and conserved, including those elements which are essential to the appreciation and interpretation of the place and its history, particularly as it assumes a new use (or uses). Accepting this, specific elements of the former Quarantine Station also have different levels of significance which can reasonably withstand different management and conservation approaches.

The 'management principles' for places on the National Heritage List, as included in Schedule 5B to the EPBC Regulations and listed below, provide a framework for best practice conservation and management activities:

1. The objective in managing National Heritage places is to identify, protect, conserve, present and transmit, to all generations, their National Heritage values.
2. The management of National Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their National Heritage values.
3. The management of National Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places.
4. The management of National Heritage places should ensure that their use and presentation is consistent with the conservation of their National Heritage values.
5. The management of National Heritage places should make timely and appropriate provision for community involvement, especially by people who:
 - (a) have a particular interest in, or association with, the place; and

- (b) may be affected by the management of the place.
6. Indigenous people are the primary source of information on the value of their heritage, and the active participation of indigenous people in identification, assessment and management is integral to the effective protection of indigenous heritage values.
 7. The management of National Heritage places should provide for regular monitoring, review and reporting on the conservation of National Heritage values.

ACTIONS:***Adoption of policies***

The policies recommended in this CMP should be endorsed as the framework and principal guide for all conservation and management actions for the former Quarantine Station, as well as for future planning and development work.

Implementation Strategy

A strategy for the implementation of the CMP's policies and recommendations, with priorities and timelines, will be prepared and implemented by the future land manager, after transferral of the place to the State of Victoria.

5.8 Conservation Policy 1 - Managing Significance

POLICY STATEMENTS:

The former Quarantine Station should be conserved and managed to protect its cultural heritage significance and values for the benefit and understanding of present and future generations.

The primary objective of any conservation or management action, and of any development or works proposal, should be to minimise or avoid impacts on the National and other heritage values and cultural significance of the place.

The statements of cultural heritage significance in the National Heritage List, Victorian Heritage Register and Commonwealth Heritage List, and the assessments of individual elements as included in this Plan, should be accepted as the basis for impact assessment in future planning and works.

[EPBC Regulations Schedule 5A (a), (b) & (h) (i); Schedule 5B: Principles 1, 3, & 4]

RATIONALE and DISCUSSION:

The EPBC Act Policy Statement 1.1 - Significant Impact Guidelines on Matters of National Environmental Significance (Department of Environment and Heritage, May 2006), includes guidance on managing, minimising and avoiding impacts on National Heritage values (this guidance also generally translates to the management of State and Commonwealth heritage values). Heritage Victoria has also published, or supported the use of guideline documents, which provide assistance on managing heritage impacts (see the website at www.heritage.vic.gov.au).

According to the EPBC Act Policy Statement 1.1 - Significant Impact Guidelines on Matters of National Environmental Significance, a 'significant impact' is an impact which is important, notable, or of consequence, having regard to its context or intensity. In practical terms, impacts can be physical (i.e. impacting on fabric, form or structure) or visual (impacting on setting, presentation and appearance). Whether or not an action (such as works, development, etc) is likely to have a significant impact depends upon the sensitivity, value, and quality of the environment which is impacted, and upon the intensity, duration, magnitude and geographic extent of the impacts. All of these factors are to be considered when determining whether an action is likely to have a significant impact on the identified National and other heritage values of the former Quarantine Station.

Consequently, it is important to consider the impacts of the proposed action early in the planning of any proposal (i.e. undertake a heritage impacts assessment) as careful planning of the action can avoid, or reduce, the likelihood of a significant impact. If impacts cannot be avoided then they should be minimised or mitigated as much as possible.

The Guidelines explain that an action is likely to have a significant impact on the National Heritage values of a National Heritage place if there is a real chance or possibility that it will cause:

- one or more of the National Heritage values to be lost;
- one or more of the National Heritage values to be degraded or damaged; or

- one or more of the National Heritage values to be notably altered, modified, obscured or diminished.

For a National Heritage place with historic or other cultural heritage values, the *Guidelines* identify the following actions to be avoided if there is a real chance or possibility that the action will:

- permanently remove, destroy, damage or substantially alter the fabric of a fabric of a National Heritage place in a manner which is inconsistent with relevant values;
- extend, renovate, refurbish or substantially alter a National Heritage place in a manner which is inconsistent with relevant values;
- permanently remove, destroy, damage or substantially disturb archaeological deposits or artefacts in a National Heritage place;
- involve activities in a National Heritage place with substantial and/or long-term impacts on its values;
- involve construction of buildings or other structures within, adjacent to, or within important sight lines of, a National Heritage place which are inconsistent with relevant values; or
- make notable changes to the layout, spaces, form or species composition in a garden, landscape or setting of a National Heritage place which are inconsistent with relevant values.
- restrict or inhibit the continuing use of a National Heritage place as a cultural or ceremonial site causing its values to notably diminish over time;
- permanently diminish the cultural value of a National Heritage place for a community or group to which its National Heritage values relate;
- destroy or damage cultural or ceremonial, artefacts, features, or objects in a National Heritage place;
- notably diminish the value of a National Heritage place in demonstrating creative or technical achievement.

The *Guidelines* note, however, that these are general examples and their application will depend on the individual values of each National Heritage place. Alteration or disturbance which is small in scale may still have a significant impact if a feature or component of a National Heritage place embodies values that are particularly sensitive or important. Furthermore, it is not necessary for an action to impact upon the whole of a National Heritage place, all of the values of a National Heritage place, or a whole value of a National Heritage place. It is sufficient if an action is likely to have a significant impact on a part, element, or feature of a National Heritage place which embodies, manifests, shows, or contributes to the values of that place.

While the emphasis of the above discussion is on National Heritage values, in practice the actions outlined could also impact on the State and Commonwealth heritage values.

Controlled Action/Significant Impact

Where it is determined that an action is likely to have a significant impact on the National Heritage place (as outlined above) then that action should be referred to the Minister for the

Department of Environment, Water, Heritage and the Arts, as a 'controlled action'. The latter is an action which is subject to the assessment and approval process under the EPBC Act.

See also references below to EPBC Act referrals and Heritage Victoria permit applications under 'Seeking Approval' and at Section 5.10 'Statutory Obligations'.

ACTIONS and GUIDELINES:

- For elements of 'primary significance':
 - Retain and conserve buildings, structures, elements and areas of primary significance. These elements should be managed and conserved in accordance with the policies and recommendations of this CMP.
 - If alterations or changes which support an appropriate and viable use for the building or structure are proposed, the works should have regard for the identified aspects of heritage significance, and should be undertaken in a manner which has minimal impact on significant fabric and on the original form and presentation of the building. The works should also be guided by the recommendations relating to specific elements as included in the building datasheets in this CMP and, where necessary, may require further investigation and analysis of the fabric of individual buildings in order to assess the appropriateness of the works.
- For elements of 'secondary significance':
 - Preferably retain and conserve buildings, structures, elements and areas of secondary significance. These elements should be managed and conserved in accordance with the policies and recommendations of this CMP.
 - In some cases, these elements provide greater flexibility than elements of primary significance with regard to change and alteration, particularly where the change supports an appropriate and viable use for the building or structure, and subject also to the other policies and recommendations of this document.
 - Some elements of secondary significance also provide opportunities for removal and/or replacement, but only where there is a sound justification for such an action in the context of supporting the broader conservation of the place and assisting the place to appropriately adapt and respond to changing needs. Such works should also not have an unacceptable level of impact on the broader heritage values of the former Quarantine Station.
 - Works involving alteration or change should also be guided by the recommendations relating to specific elements as included in the building datasheets in this CMP and, where necessary, may require further investigation and analysis of the fabric of individual buildings in order to assess the appropriateness of the works.
- For elements of 'little or no significance':
 - Elements of little or no significance can be retained, altered or removed, although future works to these elements should be sympathetic to, and avoid unacceptable impacts on, the heritage values of the place.

- Specific works or proposals relating to these elements, including removal, replacement, relocation or alteration, should have regard for policies and recommendations included elsewhere in this report which address the specific element or matters to do with site presentation, new development, etc.
- For 'intrusive' elements:
 - Removal of items identified as intrusive in this CMP is generally encouraged, as a means of enhancing, or reinstating, aspects of the historical setting and presentation of the site, although this may be subject also to other operational objectives and requirements.
 - Where an intrusive item is essential to an appropriate function and where the nature of its intrusiveness lies in its design, materials or bulk, then redesign or modification may also be an acceptable option.

Planning works

- When planning to undertake works (other than those of a minor nature) including to accommodate a new use involving adaptation or change to elements of primary or secondary significance, or other associated development:
 - Prepare a Functional Brief, or similar document, which sets out the proposed use and the justification and functional requirements for the proposed change and physical adaptations.
 - Have regard for the findings, recommendations and policies in this CMP. Where necessary (i.e. where detailed physical analysis and investigation of specific significant buildings have not been undertaken) further investigation and analysis of the fabric of individual buildings may be required in order to assess the appropriateness of the works.
 - Obtain advice from a qualified heritage practitioner (heritage expertise) in the early stages of planning to be mindful of potential heritage impacts and hence to avoid or mitigate the impacts; and to be fully cognisant of the statutory heritage obligations under the EPBC Act and Victorian *Heritage Act* (see also 'Professional Advice and Expertise' at Section 5.14).
 - Depending on the nature of the works proposed, give consideration to holding a pre-application meeting with Heritage Victoria officers, to outline the proposal and obtain an initial response/view, to guide the next stage of planning.
 - Maintain professional heritage advice and input, where required, through the planning and design and development stages.

Seeking approval

- Prepare a heritage impacts statement which assesses and outlines the positive and adverse impacts on any heritage values of the proposal. This should accompany the approvals application to Heritage Victoria and an EPBC Act referral to the Commonwealth Department of Environment, Water, Heritage and the Arts (DEWHA),¹¹⁶ and be a component of the documentation which is lodged with the authority.
- See also 'Statutory Obligations' at Section 5.10.

Implementing works

- Maintain heritage advice and supervision, where required, throughout the implementation and construction stage.
- Works should be implemented as documented and approved, and monitored for unforeseen adverse impacts.

Addressing conflict

- Where conflict arises in determining whether a proposed action is acceptable from a heritage perspective, i.e. where there are potential significant impacts associated with the proposal, some modification to the proposal may be required. This CMP is intended to support feasible and compatible new uses of the former Quarantine Station, and appropriate adaptation of existing buildings. However, some proposals may involve a high level of change to a building (or group of buildings) which could result in an unacceptable level of impact on the significant fabric and heritage values of the site. In these cases, a modified or alternative proposal may be required for the subject building (or buildings), or other buildings identified for the proposed use. The objective is to achieve a balanced outcome with regard to the level of change proposed for significant buildings, management objectives relating to the future uses and requirements, and retention of elements and fabric associated with the layers of history of the place.

5.9 Conservation Policy 2 - Australia ICOMOS Burra Charter 1999

POLICY STATEMENT:

Conservation, management, future works and development of the former Quarantine Station and its component parts should be undertaken in accordance with the principles of the Australia ICOMOS Burra Charter 1999 and any formal revision of that Charter which might occur in the future.

[EPBC Regulations Schedule 5A (h)(i) & (vi); Schedule 5B: Principles 1, 2 & 4]

RATIONALE and DISCUSSION:

The Australia ICOMOS *Burra Charter* and its associated guidelines is accepted Australia-wide as a key guiding document on the conservation and management of places of cultural heritage significance. The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of heritage significance, including owners, managers and custodians. It contains a suite of 'Articles' directed to the identification, protection, conservation, presentation, transmission and rehabilitation of cultural significance.

Along with the 'National Heritage Management Principles' identified in Schedule 5B of the EPBC Act (see also 'Primary Conservation and Management Policy' at Section 5.7), the Charter has informed the works-related policies and guidelines included in this CMP.

The Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change as little as possible so that its cultural significance is retained. Even so, the philosophical framework is reasonably flexible and recognises the need for continued use and compatible development for places of cultural significance.

Appropriate conservation actions for the former Quarantine Station and its components may, according to circumstance, include the processes of: retention or reintroduction of a use; retention of associations and meanings; maintenance, preservation, restoration, reconstruction, adaptation and interpretation; and will commonly include a combination of more than one of these. The definitions of these common terms are provided in Chapter 1.

GUIDELINE:

- The principles and guidance contained in the *Burra Charter* should inform conservation, maintenance and repair works undertaken at the former Quarantine Station, and consideration of the acceptability of any proposed change or development works.

5.10 Conservation Policy 3 - Statutory Obligations

POLICY STATEMENT:

Owners/managers of the former Quarantine Station should comply with all statutory obligations arising from inclusion of the place in the National Heritage List, Victorian Heritage Register, Commonwealth Heritage List, Victorian Heritage Inventory and the Mornington Peninsula Shire Planning Scheme.

Relevant statutory authorities should also be consulted for their advice at an early stage of the process.

Works undertaken to address compliance with BCA, DDA and other relevant Australian standards should also have regard for the works-related policies and recommendations in this CMP.

[EPBC Regulations Schedule 5A (b) & (h)(i); Schedule 5B: Principles 1, 2 & 3]

RATIONALE and DISCUSSION:

The relevant Commonwealth and State statutory heritage obligations for this site are outlined in Chapter 1. The following, however, provides a brief overview of the statutory heritage obligations.

See also the following Conservation Policy 'Statutory Management Framework'.

Under the *EPBC Act 1999*, an action will require approval from the Minister for the Department of Environment, Water, Heritage and the Arts if the action has, will have, or is likely to have, a significant impact on a matter of national environmental significance (significant impacts are discussed in the policy 'Managing Significance' at Section 5.8).

Under the *Victorian Heritage Act 1995*, changes to places or objects listed on the Victorian Heritage Register (of State significance) require permit approval by the Executive Director unless permit exemptions have been granted.¹¹⁷ Works or activities for which a permit is required include anything which alters the place or object. Furthermore, under this Act, all non-Aboriginal archaeological relics and sites in Victoria older than 50 years are also protected whether or not they are recorded by Heritage Victoria and included in the State Heritage Inventory.

Due to there being some duplication in the range of statutory heritage controls and approvals procedures for the former Quarantine Station, consideration could be given to establishing a 'Declaration' under the *EPBC Act*, which allows the Federal Minister to exempt certain actions from the assessment and approval processes. The feasibility and practicality of this proposal could be investigated with DEWHA, in consultation with Heritage Victoria. The integration of Commonwealth, State and local government responsibilities for National Heritage listed properties is also encouraged by the *EPBC Act*.

ACTIONS and GUIDELINES:

- Managers of the place should become familiar, and ensure that they comply, with the requirements of the *EPBC Act 1999* and *Victorian Heritage Act 1995*, regarding referrals, approvals, permits and/or consents associated with the statutory heritage listings of the heritage place, including those relating to archaeological sites and relics.

- Managers should become familiar, and ensure that they comply, with the requirements of non-heritage statutory requirements such as the current Building Code of Australia (BCA) and other relevant Australian Standards where they relate to the use, development and other activities in the former Quarantine Station area.
- Investigate the feasibility and practicality of establishing a 'Declaration' under the EPBC Act as a means of better integrating the Commonwealth, State and local government heritage responsibilities.
- All relevant statutory heritage authorities should be approached with a view to having the CMP adopted and endorsed as a key document guiding future decisions in relation to the heritage values of the place.
- See also 'Integrated Management' at Section 5.11.

5.11 Conservation Policy 4 – Statutory Management Framework

POLICY STATEMENT:

The former Quarantine Station is subject to a statutory framework at National, State and local level. The National and other heritage values of the place must be managed within the context of this framework.

[EPBC Act Schedule 5A (h)]

DISCUSSION and OVERVIEW:

The land owners/managers of the former Quarantine Station operate within a legislative framework which includes, but is not limited to, the following:

- *Commonwealth Environment Protection and Biodiversity Conservation Act 1999 and associated Regulations 2000;*
- *Commonwealth Australian Heritage Council Act 2003;*
- *Victorian Heritage Act 1995;*
- *Victorian Planning and Environment Act 1987;*
- *Building Code of Australia;*
- *Commonwealth Disability Discrimination Act 1992; and*
- *Victorian National Parks Act 1975.*

Environment Protection and Biodiversity Conservation Act 1999¹¹⁸

The *Environment Protection and Biodiversity Conservation Act 1999* (the EPBC Act) is the Australian Government's chief piece of environmental legislation, which provides a statutory framework within which to protect and manage Nationally and Internationally important flora, fauna, ecological communities and heritage places. The EPBC Act focuses Australian Government interests on the protection of matters of National environmental significance, with the states and territories having responsibility for matters of state and local significance.

The objectives of the EPBC Act are to:

- provide for the protection of the environment, especially matters of National environmental significance;
- conserve Australian biodiversity;
- provide a streamlined national environmental assessment and approvals process;
- enhance the protection and management of important natural and cultural places;
- control the international movement of plants and animals (wildlife), wildlife specimens and products made or derived from wildlife; and
- promote ecologically sustainable development through the conservation and ecologically sustainable use of natural resources.

The EPBC Act enhances the management and protection of Australia's heritage places, including World and National heritage properties.

The National and Commonwealth Heritage Lists were established in January 2004. The National Heritage List, in which the former Quarantine Station is listed, is a register of places of outstanding Indigenous, historic and/or natural heritage values. The Commonwealth Heritage List, which also includes the former Quarantine Station, comprises natural, Indigenous and historic heritage places on Commonwealth lands and waters or under Australian Government control. Heritage places can be on one or both lists.

The EPBC Act is administered by the Australian Government Department of the Environment, Water, Heritage and the Arts (DEWHA). The Australian Heritage Council assesses whether or not a nominated place has heritage values against the relevant criteria and makes a recommendation to the Minister on that basis. The Minister for the Environment and Heritage makes the final decision on listing.

Once a heritage place is listed under the EPBC Act, statutory requirements come into force to ensure that the values of the place are protected and conserved for future generations. This includes the preparation of CMPs which set out the significant heritage aspects of the place and how the values of the site will be managed.

The Act also imposes certain obligations on Commonwealth agencies and corporations to protect the environment. The EPBC Act requires approval from the Minister for the Environment and Heritage for all actions likely to have a significant impact on matters protected under Part 3 of the Act. These include Commonwealth actions (Section 28) and Commonwealth land (section 26). Actions by the PNCT are presently Commonwealth actions and the former Quarantine Station is presently Commonwealth land, although the Commonwealth Heritage List requirements apply to the site only as long as it remains in Commonwealth ownership.

Works Referrals & Approvals

Under the *EPBC Act* approval is required from the Minister for actions that are likely to have a significant impact on 'a matter of National environmental significance'. An approval is sought via a referral to DEWHA.

A person must not take an action that has, will have, or is likely to have a significant impact on the National Heritage values of a Nationally listed heritage property such as the former Quarantine Station, without approval from the Minister. To obtain approval, the action must undergo a rigorous environmental assessment and approval process.

The *EPBC Act Policy Statement 1.1 - Significant Impact Guidelines on Matters of National Environmental Significance* (DEWHA, May 2006), provides guidance on these matters. An 'action' is defined broadly in the *EPBC Act* and includes, but is not limited to: construction, expansion, alteration or demolition of buildings, structures, infrastructure or facilities; industrial processes; mineral and petroleum resource exploration and extraction; storage or transport of hazardous materials; waste disposal; earthworks; impoundment, extraction and diversion of water; agricultural activities; aquaculture; research activities; vegetation clearance; culling of animals; and dealings with land. Actions encompass site preparation and construction, operation and maintenance, and closure and completion stages of a project, as well as alterations or modifications to existing infrastructure. An action may have both beneficial and adverse impacts on the environment, however only adverse impacts on matters of national environmental significance are relevant when determining whether approval is required under the *EPBC Act*.

Referral of an action involves filling out a referral form and forwarding it to DEWHA with relevant associated documentation. The information required in the form includes details of the action/works, the project location, the nature and extent of any potential impacts, and any proposed mitigation measures. Referral forms can be prepared by the proponent of the action or a person acting on their behalf, such as a heritage practitioner.

After receiving a referral, the Minister will decide whether the action is likely to have a significant impact on a matter of national environmental significance:

- if the Minister decides that the action is likely to have a significant impact on a matter of national environmental significance, then the action requires approval under the *EPBC Act* (it is a controlled action);
- if the Minister decides that the action is not likely to have a significant impact on a matter of national environmental significance, then the action does not require approval under the *EPBC Act* (it is a not controlled action).

The Minister is generally required to make a binding decision on whether an action requires approval within 20 business days of receiving a referral. If the Minister's decision is that an action does not require approval, a person will not contravene the Act if the action is taken in accordance with that decision. If the Minister decides that an action requires approval, after considering the environmental assessment report, the Minister decides whether to approve the action, and what conditions (if any) to impose.

*Victorian Heritage Act 1995*¹¹⁹

The Victorian *Heritage Act 1995* is the Victorian Government's key piece of cultural heritage legislation and provides a legislative framework for the protection of a wide range of cultural heritage places and objects, including:

- historic archaeological sites and artefacts
- historic buildings, structures and precincts
- gardens, trees and cemeteries
- cultural landscapes
- shipwrecks and relics
- significant objects

The *Act* is administered by Heritage Victoria and enables the identification and protection of heritage places and objects that are of significance to the State of Victoria. The *Heritage Act* establishes the Victorian Heritage Register, the Heritage Inventory and the Heritage Council of Victoria.

The Heritage Register provides the highest level of protection for heritage places and objects in Victoria and lists the State's most significant heritage places and objects. Heritage Victoria maintains both the Victorian Heritage Register and the Heritage Inventory, which is an inventory of known and recorded historic archaeological places. The Heritage Council of Victoria determines what places and objects are included in the Victorian Heritage Register; only those places and objects considered to be of outstanding significance are added to the Register.

In Victoria, all archaeological elements and remains which are older than 50 years, including those not yet identified or included in the Victorian Heritage Inventory, are also protected by the *Heritage Act*, and no person can knowingly excavate or disturb an archaeological site without obtaining a consent from the Executive Director of Heritage Victoria.

Works Permits & Approvals

'Permits' are required from Heritage Victoria for works or activities which alter the registered place or object including:

- Building extensions, constructions, interior works, demolition or relocation
- New buildings and structures, changes of colour schemes and signage
- Subdivision
- Construction of new garden structures such as fences or decks, pathways and driveways, and changes of materials
- Works to registered trees and gardens which are not regular maintenance works
- Excavations at registered sites or damage or alteration to an archaeological artefact.

Permit applications are to be accompanied by a heritage impacts statement, describing the works and assessing them against the appropriate policies of this CMP; the statement can also adopt the format of such statements recommended by Heritage Victoria. A heritage practitioner is required to undertake the impacts assessment.

Applications, after being lodged with Heritage Victoria, are also referred to the local government authority for comment and consultation. Permits are processed within 60 days unless an extension is granted by the Heritage Council. Most proposals of a substantial nature, and/or contentious matters require advertising for 14 days to enable interested parties to make submissions. When considering a permit application, the Executive Director must consider:

- How the proposal would affect the significance of the place.
- Whether rejection of the proposal would affect the reasonable and economic use of the registered place, or cause undue financial hardship to the owner.
- The extent to which the proposal would affect the cultural heritage significance of any adjacent or neighbouring property that is protected under a Heritage Overlay in a planning scheme, or is in the Victorian Heritage Register.
- Any submissions received as a result of advertising.
- Any matter relevant to the preservation of the registered place.

Applicants or owners who are dissatisfied with a permit refusal or the conditions applied to a permit, may appeal to the Heritage Council within 60 days.

In addition 'consents' are required from Heritage Victoria in order to carry out works or activities which have the potential to disturb or destroy an historical archaeological site or object. A 'Consent application form' must be lodged, providing details on the subject archaeological place or object, description of the proposed works, and identifying an archaeologist to supervise the works (as required).

The application must identify if the works will:

- uncover or expose an archaeological object;
- excavate land for the purpose of discovering, uncovering or moving an archaeological object; or
- deface or damage or otherwise interfere with an archaeological object or carry out an act likely to endanger an archaeological object.

Works must not commence until the consent is granted.

Victorian Planning and Environment Act 1987

All municipalities in Victoria are covered by land use planning controls which are prepared and administered by State and local government authorities. The legislation governing such controls is the *Planning and Environment Act 1987* (as amended in 2000). Heritage places of significance to a locality can be protected by a Heritage Overlay under the Act. Heritage Overlays are contained within local council planning schemes and assist in protecting the heritage of a municipality. Heritage Overlays include places of local significance as well as places included in the Victorian Heritage Register. These places are subject to the provisions of Clause 43.01 'Heritage Overlay', and for the former Quarantine Station, the local heritage policies of the Shire of Mornington Peninsula Planning Scheme. For all land affected by the Heritage Overlay control, a permit is generally required for a range of activities and works, including demolition, alterations and additions, new buildings and works, tree removal (in some cases), subdivision, consolidation and others. Most applications where change is proposed to the external presentation of a place are advertised. Any person can make a submission in relation to an application. In the normal course of events (notwithstanding the possibility of Ministerial intervention) third party appeal rights exist and are made to the Victorian Civil and Administrative Tribunal.

It is also the case that where the subject site is included in the Victorian Heritage Register, the statutory process of the Victorian *Heritage Act 1995* apply, and approvals are processed and determined by Heritage Victoria, with decisions made by the Heritage Council. The Shire of Mornington Peninsula is the referral authority.

Building Code of Australia¹²⁰

The Building Code of Australia is produced and maintained by the Australian Building Codes Board (ABCB) on behalf of the Australian Government and state and territory governments. The BCA has been given the status of building regulations by all States and Territories.

The BCA is the definitive regulatory resource for building construction, providing a nationally accepted and uniform approach to technical requirements for the building industry. It contains technical provisions for the design and construction of buildings and other structures, covering such matters as structure, fire resistance, access and egress, environmental sustainability, services and equipment, and certain aspects of health and amenity.

In addition to the requirement for new work to comply with the BCA, in cases of existing buildings undergoing alterations and/or additions, some discretion may be available with regard to upgrading the existing part of the building to meet the BCA, based on either fire safety or volume of work. This means that for an existing building where no work is being

proposed, the building is not subject to the BCA and therefore, is not required by legislation to be upgraded whenever the BCA is amended. For an existing building undergoing alterations and/or additions, including buildings with heritage controls, the new work must comply with the BCA although the existing part of the building may be subject to a discretion on the basis of a fire safety matter or where the development involves less than 50% of the building.

To ensure that this advice on BCA compliance and requirements remains up to date, land managers should also make reference to the Australian Building Codes Board.

*Disability Discrimination Act 1992*¹²¹

The *Disability Discrimination Act 1992* (DDA) makes it illegal to discriminate against a person on the basis of their disability. It is not specifically about buildings, however it has an effect on buildings in which the design and construction prevents access by people with a disability, as the owners of those buildings are deemed to be discriminating against people on the basis of a disability.

The DDA is philosophical in approach and:

- is complaints based;
- has no construction standards;
- applies to actions of discrimination wherever they occur; and
- can apply retrospectively to both new and existing buildings, wherever the discrimination occurs.

The 'access to buildings component' of the DDA is applied only to buildings that are available for the general public to enter and use - as employees, patrons, customers or the general public. Application of the DDA includes:

- hospitality/accommodation buildings (hostels, B & Bs, hotels, motels, etc);
- commercial buildings (office buildings, shopping centres, factory/warehouses etc);
- health and aged care buildings (hospital, nursing home, aged care building etc);
- assembly buildings (theatre/cinemas, places of worship, libraries, halls, courts etc)

Accordingly, land owners/managers of buildings with a level of public access are bound to meet these objectives as far as is possible. In the case of the former Quarantine Station, this may relate to both visitors and staff.

*Victorian National Parks Act 1975*¹²²

The *National Parks Act* was passed in 1975, and under this Act parks are named based on one to five criteria (called schedules). The decision to place an area of land under a schedule is based on its size, diversity of ecosystem and significance of the conservation values. Parks and Reserves were established in Victoria from the 1850s onwards and Victoria's National Parks form the foundation of the parks and reserves system. National Parks make up most of the land reserved under the *National Parks Act*. State parks, wilderness parks, marine national parks and marine sanctuaries and other parks are also reserved under the Act. In addition, Victoria has a variety of reserves managed under other

legislation, such as metropolitan parks, nature conservation reserves and wildlife reserves which provide important contributions to the total conservation framework.

The Department of Sustainability and Environment (DSE) is responsible for the conservation of Victoria's natural and cultural heritage on public land. DSE directly and indirectly manages the most diverse collection of historic places in Victoria, from historic mining and saw mill sites in State forest, to cattlemen's huts in National Parks, and historic court houses in cities and towns.

Parks Victoria, within DSE, manages National, wilderness, state and regional parks, Melbourne's metropolitan parks and open space network as well as the Lower Yarra, Maribyrnong and Patterson Rivers and Port Phillip and Western Port Bays.

5.12 Conservation Policy 5 - Integrated Management

POLICY STATEMENT:

The former Quarantine Station is a single historic entity, and conservation and management of the National and other heritage values and elements of the site should be integrated and coordinated within, and across, current and future land tenures, uses and tenancies, to ensure a continuity of appropriate heritage outcomes, processes and works.

[EPBC Regulations Schedule 5A (a), (b) & (h)(i) & (vi); Schedule 5B: Principles 1, 3 & 4]

RATIONALE and DISCUSSION:

After June 2009, when the Commonwealth of Australia hands over 90 hectares of the former Quarantine Station site to the State of Victoria, the subject land area will be incorporated into the Point Nepean National Park. This excludes the 17 hectares of land known as Police Point, which is managed under a Trust Deed for the Commonwealth by the Mornington Peninsula Shire. Future uses (potentially tourism, recreational, educational and community), tenancies, and specific management responsibilities for the buildings and landscape elements, however, remain to be finalised.

The understanding and appreciation of the former Quarantine Station as an entity of significance will therefore benefit from an integrated management approach. In particular the buildings and their setting should not be treated separately - they were historically planned and built as part of a functional complex and should be considered as parts of an indivisible whole. The historical relationship with areas of Point Nepean now included in the adjoining National Park should also be recognised. An integrated management approach would additionally enable the impacts of proposed works to be considered in the context of the whole of the site, rather than just within the area controlled by the relevant manager, or subject to a discrete use. Integrated management should also be supported by preparation and implementation of an agreed whole-of-site Heritage Management Manual (or similar) which is based on the policies and guidelines in this Plan. The support of the relevant statutory authorities – DEWHA and Heritage Victoria – is also critical to successful integrated management. Heritage Victoria's role will also be formalised after 2009, when the State heritage registration, and the Victorian *Heritage Act*, more formally apply.

ACTIONS and GUIDELINES:

- This CMP should be used by all current and future managers of the former Quarantine Station and its surrounds, as the basis for the conservation and management of all its heritage values, and to ensure a continuity of outcomes, processes and works.
- Prepare a whole-of-site Heritage Management Manual (or similar) to guide coordinated and integrated management of the site including in relation to building and landscape works, and other relevant site management matters.
- Establish a management coordination group (or similar) comprising representatives of land users/managers with direct responsibility for overseeing the conservation and management of the place. This group should include or draw upon, as required, heritage expertise, and should meet on a regular basis to consider and oversee:
 - Master planning for the Quarantine Station and surrounds

- Assessment and implementation of new uses and development proposals
- Implementation of conservation works, including allocation of funding
- Facilitation of cross-tenure requirements and opportunities (access; security; information, interpretation and education; etc)
- Establishment and maintenance of buildings records and related archives

Note: The set-up and protocols of such a group could be based upon the present PNCT Project Assessment Group (PAG), and Consent and Approvals Protocol document.

5.13 Conservation Policy 6 - Consultation

POLICY STATEMENT:

The community, including indigenous people, local residents, tenants, and other stakeholders, individuals and groups with an interest in the former Quarantine Station, should have input into the heritage management of the place by being informed, consulted and given the opportunity to participate in a structured manner, as appropriate. This is also reflective of the contemporary social value associated with the place.

[EPBC Regulations Schedule 5A (h)(iii) & (iv); Schedule 5B: Principles 1, 2, 5 & 6]

RATIONALE and DISCUSSION:

There has been, and continues to be, a high level of public and community interest in the conservation, management and future use of the former Quarantine Station. This is evidenced by the intense community focus on the site in recent years, including in the discussion and consultation over the Station's future. There has also been active community participation in the 'calls for comment' on draft management plans, and the convening of a Historic Heritage Reference Group in relation to the site. This major reservoir of interest in the site has, in addition to consultation, provided opportunities for publicity and promotion, and for tapping into knowledge, expertise and skills.

The EPBC Act, for places on the National Heritage List, has a requirement for 'community input to decisions and actions that may have a significant impact on their National Heritage values'. Management of NHL places should also 'make timely and appropriate provision for community involvement, especially by people who have a particular interest in, or association with, the place; and may be affected by the management of the place'. Where appropriate, the undertaking of public consultation, seeking of community and technical input into managing the property, and involving interested individuals and organisations in proposals which may be affected by management actions, are important aspects of community consultation and involvement.

A substantial amount of consultation on future opportunities and management strategies for the former Quarantine Station has already occurred in the recent past, ranging from the compilation of a draft Community Master Plan (completed in December 2002) through to the production of draft 2006 and 2007 Conservation Management Plans for the former Quarantine Station, and draft 2006 and 2007 Integrated Management Plans for the entirety of the Point Nepean area. A draft Concept Master Plan for proposed development and other initiatives was also put out for public comment in late 2007.

As noted in Chapter 1 'Introduction', when the 2006 draft CMP for the Quarantine Station was placed on public exhibition, comments and feedback were sought, resulting in the 2007 report. Both the 2006 and 2007 reports were also reviewed by stakeholder groups, including the statutory heritage authorities which made specific comment on aspects of the draft reports.

The first draft of this 2008 CMP was submitted for comment and review to the PNCT, Parks Victoria, Heritage Victoria and DEWHA. The Historic Heritage Reference Group on the Quarantine Station, a reference group to the PNCT, also provided comments. The comments and feedback received were generally been incorporated into the report, subject to the comments being within the scope of the project. While this most recent CMP has not been

exhibited for public comment, it has had regard for the comments and feedback received on the earlier 2006 and 2007 reports, and has built on the foundations laid by these reports with particular regard to the conservation policies. Where previous responses to drafts, and recommendations for changes, were consistent with sound heritage practice and within the scope of work typically undertaken for a report of this type, then these responses have generally been addressed in this CMP.

Some of the significant matters raised during consultation over previous drafts and either addressed in subsequent drafts or in this 2008 CMP, include:

- The need for an assessment of the heritage values of the landscape, landscape elements and vegetation.
- The need for a survey and assessment of historical archaeological elements.
- More investigation and analysis of the Army use of the site.
- Examination of significant views and vistas.

With regard to Indigenous values, the indigenous community was additionally consulted during the preparation of the January 2008 *Redevelopment of the Former Quarantine Station, Point Nepean: Cultural Heritage Management Plan* (AAV Project Number 10001). Recommendations for the further involvement of the indigenous community, where appropriate, are included in the latter document and are not reproduced here; this consultation is also a requirement of the *Aboriginal Heritage Act* 2006.

More broadly, it is critical that the 'community of interest' in the site continue to be encouraged to participate in public and community oriented activities and projects as well as provide input to, and comments on, public documents, preferably via a formal and structured program for consultation. This will involve identifying management responsibility for coordinating community consultation and providing response to targeted issues.

This is also reflective of, and responds to, the contemporary social significance of the former Quarantine Station. Opportunities to further expand knowledge and understanding of the social significance of the place should be encouraged, including:

- continuing the program of undertaking oral histories;
- maintaining records of personal, community and professional associations with the place; and
- documenting and, where appropriate, obtaining permission to use, research and display objects, photographs and other memorabilia.

ACTIONS and GUIDELINES:

- Continue to maintain practical and effective ways of actively involving and informing the 'community of interest' in the site where appropriate. These include, but are not limited to:
 - Introduction of a structured program for ongoing consultation with the community and stakeholders, including:
 - o identification of groups and interests who wish to be involved in consultation, and

- o identification of responsibility for coordinating community consultation and providing response to targeted issues.
- Provide assistance, support and increased accessibility to volunteers and special interest groups who wish to play an active role in appropriate aspects of heritage place management (including collation of historical information, records, etc).
- Continue to place on public exhibition, and call for comments on, policies, plans, and future use and development proposals which have heritage implications.
- Undertake further work to more comprehensively survey and document the social value of the place.
- Also have regard for Chapter 9 – ‘Strategies for Community Engagement’ of the *Point Nepean National Park and Point Nepean Quarantine Station Management Plan*, Parks Victoria & Point Nepean Community Trust, [draft] 2007.

5.14 Conservation Policy 7 - Professional Advice and Expertise

POLICY STATEMENT:

Before any action is proposed or taken that will, or is likely to, have an impact on a National or other heritage value, appropriate specialist heritage advice should be sought.

All work on structures and fabric of primary and secondary significance, save for routine maintenance, should be undertaken by suitably qualified or skilled practitioners, and where necessary under appropriate supervision.

[EPBC Regulations Schedule 5A (a) & (h)(i) & (vii); Schedule 5B: Principles 1, 2 & 4]

RATIONALE and DISCUSSION:

In regard to the management of heritage places and conservation activities, the *Burra Charter* encourages the use of skilled and appropriate professional heritage expertise and supervision, from a range of disciplines as required.

The skills and expertise applied in the context of a conservation project are quite different to those utilised in the design and construction of new buildings and landscapes without heritage requirements. Further, developing proposals without expert heritage input and then subjecting them to an assessment of heritage impact is inefficient and may result in a need to alter the proposal. This can lead to unnecessary delay due to an inappropriate impact on significance rather than approval being facilitated by appropriately developed solutions. [This is also addressed above at 'Managing Significance', see Section 5.8.]

Utilising the input and expertise of suitably experienced practitioners, where works are proposed (including for routine maintenance – see 'Maintenance Policy' at Section 5.21) will assist in proper conservation and management of significant fabric, and compliance with statutory heritage requirements. The involvement of unskilled persons in the conservation of significant fabric, or in the planning and decision-making process prior to works commencing, is not encouraged.

The identified National and other heritage values of the former Quarantine Station necessitates access to a broad range of specialist conservation skills including:

- conservation architects
- planners
- landscape architects including heritage landscape specialists
- archaeologists (indigenous and historical archaeology)
- historians
- archivists
- skilled tradespeople
- interpretation specialists
- materials conservation specialists
- structural engineers

- building code compliance advisers
- cultural heritage advisor (indigenous matters)

It is also preferable that project managers, building contractors, and trades personnel should be experienced in working on historic buildings, landscapes and sites.

These skill needs may be met through internal staff, or obtained on an as needs basis from external (consulting) expertise. The skills can also, appropriately, be supplemented by specialist academic knowledge.

The heritage expertise and experience required to inform future management of the former Quarantine Station is also recognised and addressed in other policies, including 'Consultation' (see Section 5.13) and 'Training and Skills Resources' (see Section 5.15).

ACTIONS and GUIDELINES:

- Seek specialist and relevant heritage expertise and input to:
 - Advise on proposed uses or developments or other actions to determine whether they will or may have an impact on heritage values;
 - Advise on processes and compliance with relevant heritage legislation (*EPBC Act* and Victorian *Heritage Act 1995*);
 - Advise on compliance works with non-heritage statutes and codes such as *Disability Discrimination Act* and *Building Code of Australia*, and where appropriate to seek exemptions from compliance under the BCA on heritage impact grounds;
 - Where required, guide the location and conduct of ground disturbance in terms of historical archaeological material and sensitivity;
 - Advise on solutions in response to unforeseen issues such as discoveries or disturbances of heritage;
 - Continue to build knowledge and understanding of the heritage values and attributes of the place;
 - Assist in monitoring and reporting in relation to actions for the preservation, conservation, identification, interpretation, presentation and transmission of heritage values;
 - For buildings, landscape elements and areas of primary and secondary significance:
 - At the initial concept stage of projects (other than those of a minor nature) and subsequently during design development and refinement, or subsequent alteration, of the proposal;
 - To prepare or assist in the preparation of a heritage impact statement and associated statutory approval and referral documentation; this may include undertaking further detailed investigation and analysis of significant buildings where the existing level of information is not sufficient to guide or inform the advice required, and assist the approval authorities in determining a proposal;

- To supervise and/or monitor subsequent works undertaken;
- To advise on maintenance works including materials specifications;
- To prepare documentation for conservation works to buildings;
- See also 'Managing Significance' at Section 5.8.
- Owner/managers should ensure that those who are asked to provide advice have the relevant expertise and experience for the situation; continuity of advice is also desirable.

5.15 Conservation Policy 8 - Training and Skills Development

POLICY STATEMENT:

Introduce a structured program of training for relevant staff (building and landscape managers, regular contractors and lessees) to raise and maintain awareness of the responsibilities and obligations relating to the management and conservation of the heritage elements and values of the site.

[EPBC Regulations Schedule 5A (a), (b) & (h)(i) & (xi); Schedule 5B: Principle 1]

RATIONALE and DISCUSSION:

Ongoing and day-to-day management of the former Quarantine Station, as a place of National heritage significance, requires an awareness of the heritage management and conservation requirements for the place. While onsite building managers and users are not required to be heritage experts (the need for heritage expertise is addressed in the policy at Section 5.14), they do require some understanding of the management and maintenance needs of significant fabric, and of the statutory heritage obligations and responsibilities which apply to the site, to ensure that the significant values and fabric are appropriately managed. Building managers and users should also be encouraged to build up and enhance their skills in this area, for the ongoing benefit of the place.

This can be achieved through introducing a structured heritage training program, designed with specialist heritage input and, preferably, delivered by a heritage practitioner; the training may also draw upon short courses/workshops/external presentations offered by other agencies or organisations with heritage responsibilities. The program can also be a component of site induction. It should involve building and landscape managers, regular (external) contractors, lessees and tenants, and where appropriate volunteers. With regard to the latter, volunteer input is an aspect of community involvement, which is encouraged under the EPBC Act (see also the policy relating to 'Consultation' at Section 5.13).

The heritage training should incorporate:

- an introduction to, and explanation of, the site's heritage values;
- overview of the statutory obligations arising from the National and other heritage listings;
- overview of the protocols to follow in the event of planning works and development (as outlined in this CMP);
- overview of the statutory obligations arising from the presence (and potential presence) of indigenous and historical archaeological values and materials;
- protocols to follow in the event of uncovering physical and/or archaeological evidence on the site; and
- introduction to *Burra Charter* principles, including basic training on treatment and maintenance of significant heritage fabric.

A number of education and training opportunities have been identified in the *Point Nepean National Park and Point Nepean Quarantine Station Management Plan*, Parks Victoria & Point Nepean Community Trust, [draft] 2007. Consolidation and formalisation of these in

conjunction with other relevant training and education activities is of importance if the National and other heritage values of this site are to be appropriately conserved and managed.

Reference is also made to the suite of protocols in Appendix 9 of *Point Nepean Quarantine Station Conservation Management Plan Response to Submissions*, [draft], June 2007. These protocols cover a number of heritage-related issues:

- 'Sensitive Information Policy Part A: Aboriginal Sites and Data'
- 'Asset Naming and Numbering'
- 'Archaeological Discovery – Indigenous and Historic Archaeology'

In addition, professional external linkages with heritage bodies or other groups involved in the management of complex heritage places could be established (for example, via staff exchange programs).

ACTIONS and GUIDELINES:

- Establish and maintain a structured, professionally designed and led, program of heritage-related training, as a component of site induction and ongoing site education, appropriate to the level of responsibility and interaction that officers and staff, contractors, lessees and any other persons such as volunteers, have with the site.
- Review the education and training opportunities identified in the *Point Nepean National Park and Point Nepean Quarantine Station Management Plan*, Parks Victoria & Point Nepean Community Trust, [draft] 2007, in the light of this CMP and its policies and recommendations.
- Continue to build up and develop the skills of site officers and staff:
 - introduce regular additional external training for existing staff;
 - explore opportunities for professional external linkages (for example, staff exchange); and
 - encourage recruitment, development and retention of a appropriately qualified and experienced staff and contractors.

5.16 Conservation Policy 9 – Record Keeping and Information Management: Building Records, Archives and Sensitive Information

POLICY STATEMENT:

Maintaining and managing site records and data in a systematic and ordered manner, including records of all works to the site (maintenance, conservation or other works to buildings, structures and landscape), records of site activities and events, records of a sensitive nature, and records which add to and enhance the evolving archive of historical site information and data, is critical to effective site management. Enabling access to the records, where appropriate, is also important for future site management, research and investigation.

[EPBC Regulations Schedule 5A (a) & (h)(i, (ix) & xi); Schedule 5B: Principles 1, 2 & 7]

RATIONALE and DISCUSSION:

Maintaining accurate records of works to the place (paper and electronic) in a structured and accessible manner is an important component of effective site management. In practical terms it provides records of change, materials used and introduced, conservation treatments to heritage fabric, condition surveys, paint investigations, introduction of services, etc. In this way, any intervention to the place that may be relevant to the conservation of its heritage values (e.g. maintenance, regeneration, preservation, restoration, reconstruction, adaptation and other works) should be recorded. Records relating to recommended and priority works should also be systematically maintained, as should all statutory approvals, plans and proposals (including those not implemented). Further, records relating to building management, maintenance, works, etc, should be handed over to the State of Victoria when the subject land area is incorporated into the Point Nepean National Park.

This is preferably done on an individual building/structure basis, including building files which hold information on works and information of an historical nature, including documentary, oral or physical information, records of works carried out, and references to the location of related documents, objects, photos etc.

More broadly, the management of archives and records relating to the history of the site, and maintaining or supporting access to such records, where appropriate, is also a means of promoting and increasing awareness of the nationally listed heritage place, and of enhancing site interpretation. Encouraging the collection and contribution of archival material to a central repository (at present the PNCT), such as written documents and manuscripts, family correspondence, oral histories and historic images, further enhances this aspect of site management. Records also include original documentary material relating to the construction or alteration of buildings, the findings of any subsequent investigations of the place, measured drawings and photographs taken prior to, during and following restoration and adaptation of building fabric, as well as data about the materials and construction methods discovered during the conservation process including archaeological investigations.

Encouraging donations of relevant material (such as documents and manuscripts, family correspondence, official records and data, historic images, etc) would also assist in building up a more complete archival record.

Where significant structures or elements are proposed for demolition, a recording program should be undertaken prior to any works. This may include, but is not necessarily restricted

to, measured drawings and a black and white archival quality photographic record; a digital or video record may also be undertaken. Such records are typically required to be lodged with a statutory heritage authority, but in this instance the records should also be kept in the central repository of records and archives which is recommended for the former Quarantine Station. The record may also be suited to future site interpretation.

Note: record keeping is also a component of the 'Asset Management System' for the site (see Appendix 5 to *Point Nepean Quarantine Station Conservation Management Plan Response to Submissions*, [draft], June 2007).

A protocol should be established and followed with regard to the storage and management of sensitive information, including oral histories and information relating to Indigenous sites and values as well as other potentially sensitive information relating to people historically treated and interned within the Quarantine Station, and buried within the grounds. This is also a recommendation of the *Point Nepean National Park and Point Nepean Quarantine Station Management Plan*, Parks Victoria & Point Nepean Community Trust, [draft], 2007. With regard to Indigenous information and data, the latter also recommends development of 'culturally sensitive protocols for knowledge management'.

In recognition of the latter, reference is made to Appendix 9 of *Point Nepean Quarantine Station Conservation Management Plan Response to Submissions*, [draft], June 2007, which includes the protocol 'Sensitive Information Policy Part A: Aboriginal Sites and Data'. This document has been prepared with the involvement of the PNCT and consideration should be given to finalising and endorsing the protocol; it provides guidance on:

- release of sensitive information
- confidential treatment of sensitive information
- back-up and security of sensitive information
- copying and transferral of sensitive information
- public use (publication) of sensitive information
- removal and destruction of sensitive information
- digital use of sensitive information

ACTIONS and GUIDELINES:

- Establish and maintain a structured and accessible records management system which:
 - holds records on maintenance, regeneration, preservation, restoration, reconstruction, adaptation and other works to buildings, structures and landscape elements; and
 - is accessible to site managers, as appropriate, and is encouraged to be used as an aspect of site planning and asset management.
- Continue to maintain, in a central accessible repository, historic records relating to the site, and to encourage further collecting and contribution of records, and access to the records for research and interpretation.
- For individual buildings and elements, the records management in relation to works could be by way of datasheets or an electronic database, with the following fields (headings):

- Item number
 - Item name
 - Location
 - Current and previous uses
 - Heritage significance (including reference to historic fabric and materials)
 - Recommended conservation works, including priorities (e.g. critical, essential and desirable works) and timetables
 - Conservation documentation and schedules
 - Date and details of all works undertaken, including extent, nature and cost of works (log of works)
 - Approvals issued for works
 - Plans of works proposed, completed and not implemented
 - Key references or documents directly relating to the item (including historic and recent building plans, files, maps, design specifications, etc).
 - Other matters pertinent to the management of the item including monitoring programs, identification of further research required, etc.
- Establish protocols for the storage and management of sensitive information, including culturally sensitive protocols for the management of Indigenous data and information.

5.17 Conservation Policy 10 – Ongoing Research

POLICY STATEMENT:

Encouraging and maintaining ongoing research into the history of the former Quarantine Station is a means of continuing to build up knowledge of the place, including individual buildings and elements, which in turn will assist with site management, future interpretation, and conservation of the heritage values.

[EPBC Regulations Schedule 5A (a) & (h)(xi); Schedule 5B: Principle 1]

RATIONALE and DISCUSSION:

Ongoing research and investigation into the history of the site, including research of a genealogical nature associated with former quarantine patients and internees, and station staff, as well as research relating to uses of, and changes to the buildings, structures and landscape, is encouraged to continue. The research program can support regular displays/exhibitions, contribute to publications and brochures, and importantly inform future site planning and development. It will also assist with greater understanding of the site, and its heritage values, as new uses come on line. Information which comes to light through archaeological investigations can also augment knowledge of the site.

See also the policy on 'Record Keeping' at Section 5.16.

ACTION:

- Continue to encourage and provide support for ongoing research, including providing a repository for new historical information.

5.18 Conservation Policy 11 – Movable Heritage: Artefacts and Objects

POLICY STATEMENT:

The movable heritage of the former Quarantine Station, including historical objects, artefacts, documents, images, etc are important contributors to the heritage significance and values of the site, and should be progressively identified, catalogued, conserved and where appropriate presented in a public/display forum to enhance appreciation and understanding of the history and heritage values of the place.

[EPBC Regulations Schedule 5A (a) & (h)(i), (xi) & (xii); Schedule 5B: Principles 1, 4 & 5]

RATIONALE and DISCUSSION:

The scope of this CMP has not included a detailed description, analysis and assessment of the significance of the numerous objects (c. 950) which have been collected and/or are currently maintained or displayed at the former Quarantine Station, and off-site. The objects include material collected by the local Nepean Historical Society and the PNCT, and held in the Quarantine Museum on site (Building 84), as well as material held/stored in other Station buildings and off-site which is not necessarily publicly accessible. Other objects may be in private hands. Future collecting activity, historical research and indeed archaeological investigations (should they occur), will likely add to this rich and growing assemblage of objects, artefacts, documents and images.

Given the importance of this collection, including as a means of documenting aspects of the history of the site, as a research resource, and as an aspect of future interpretation and display, proper conservation and management should involve appropriate storage conditions, handling and treatment of materials and fabric. It is also important to ensure that all objects whatever their current location, are catalogued within a single system, and provenanced where possible, so as to document their origin and/or association with the Station. This includes objects donated to the collection from other sources. It is preferred that only those artefacts and objects with a demonstrated and verified association with the former Quarantine Station are displayed on site; where objects are displayed which are not in this category, they should be clearly identified as such.

The development of a Collections Policy is additionally recommended as a means of guiding future acquisition, display and interpretation of artefacts and objects.

ACTIONS and GUIDELINES:

- Ensure proper management (conservation, storage, handling and display) of movable objects and artefacts; for guidance see *Archaeological Artefacts Management Guidelines*, Heritage Victoria, 2004, which addresses methods of handling, storing, labelling and conserving artefacts. This document is available online at www.heritage.vic.gov.au/information/conservation).
- Establish a catalogue of objects and artefacts (the *Archaeological Artefacts Management Guidelines* also includes guidance on establishing a catalogue for artefacts).
- Consider preparing a Moveable Heritage Plan for objects and artefacts which:
 - identifies the significance of objects (in the context of the significance of the place);

- makes recommendations on the storage, display and retention of objects on-site including in situ or in new settings;
- provides for the interpretation of objects in the context of interpreting the place's significance;
- includes an acquisition and disposal policy;
- provides for the cooperative use and care of significant associated objects owned by other organisations or individuals; and
- addresses relocation or reinstatement of objects removed from original sites, where appropriate.

5.19 Conservation Policy 12 - Indigenous Heritage

POLICY STATEMENT:

All land owners/managers should have regard to their obligations under the Aboriginal Heritage Act 2006.

[EPBC Regulations Schedule 5A (h)(iv); Schedule 5B: Principles 1, 3 & 6]

RATIONALE and DISCUSSION:

In 2006, the Victorian Government introduced the *Aboriginal Heritage Act*. This Act replaces Part IIA of the Commonwealth *Aboriginal and Torres Strait Islander Heritage Protection Act* 1984 and the *State Archaeological and Aboriginal Relics Preservation Act* 1972. The new Act provides for more effective protection of Aboriginal cultural heritage and broadens Aboriginal community involvement in decision-making. The *Aboriginal Heritage Act 2006* came into force on 28 May 2007.

The Act links the protection of Aboriginal cultural heritage more directly with planning and land development processes. It does not seek to stop or delay development. It establishes a process by which Aboriginal heritage can be protected and managed, with the involvement of Aboriginal people, while allowing development to proceed. The Act also includes processes for dispute resolution including review of certain decisions through the Victorian Civil and Administrative Tribunal (VCAT).

Larger developments and many high impact activities in culturally sensitive landscapes can cause significant harm to Aboriginal cultural heritage. The Act prescribes in Regulations, the circumstances (i.e. the types of development or activities located in sensitive areas) in which a document described as a Cultural Heritage Management Plan will be required before the works or activities can commence.

Further information about the Act and its obligations can be found via this link:

<http://www1.dvc.vic.gov.au/aav/heritage/>

In January 2008, archaeologist Christine Williamson completed an Aboriginal Heritage Assessment study of the 90 hectares former Quarantine Station managed by the PNCT. The Police Point area to the east, land containing the cemetery, the former Cattle Quarantine area and the former Leper colony were not included in this study.

ACTIONS and GUIDELINES:

- Development and works in the 90 hectares presently owned by the Commonwealth and managed by the PNCT, should comply with the *Redevelopment of the Former Quarantine Station, Point Nepean: Cultural Heritage Management Plan*, AAV Project Number 10001 (Christine Williamson, January 2008).
- When proposing potential high impact works or activities in other areas of the former Quarantine Station (outside the 90 hectares), Aboriginal Affairs Victoria should be consulted to ascertain the extent of obligations.

5.20 Conservation Policy 13 – Buildings and Structures

POLICY STATEMENT:

The retention and conservation of the significant heritage fabric of buildings, structures and other man-made features at the former Quarantine Station and its surrounds should be a key consideration in the future management of the place, subject also to other relevant policies and recommendations of this report.

[EPBC Regulations Schedule 5A (a) & (h)(i) & (vi); Schedule 5B: Principles 1, 3 & 4]

RATIONALE and DISCUSSION:

Both individually and collectively, buildings, spaces and structures of primary and secondary significance retain significant fabric, which variously demonstrates and provides evidence of the function and use of the building, including multiple uses from different periods, and of the place overall. While the policies included in this chapter allow for appropriate adaptation and other changes to buildings and structures, the retention and conservation of significant fabric and spaces remains a key consideration in planning future works and development, and in the long-term management of the place. The retention of evidence of layers of history at the site, including fabric/elements associated with pre- and post-quarantine operations, is also an objective.

ACTIONS and GUIDELINES:

- For individual buildings and structures, the datasheets at Appendices C and D provide specific recommendations relating to works; adaptive re-use; restoration and reinstatement where appropriate or recommended; and guidance on significant fabric ('Significant Elements'), integrity and intactness. These represent the level of investigation and analysis of the buildings which was undertaken for this CMP.
- Additional investigation, analysis and documentation may be required for individual significant buildings and structures where future works are proposed including conservation, maintenance, or a form of physical intervention, other than those addressed or anticipated in this CMP, and depending on the nature and extent of the works. This includes:
 - More detailed physical investigation of the building by a qualified heritage practitioner, including the identification of original, subsequent and altered fabric, a condition assessment, and preparation of relevant documentation (schedule of works, drawings and specifications).
- The implementation of conservation and maintenance works to significant buildings should also be monitored and supervised by a qualified heritage practitioner to assess and ensure their effectiveness.

5.21 Conservation Policy 14 – Maintenance

POLICY STATEMENT:

The former Quarantine Station and its components should be subject to a cyclical inspection and maintenance program, including regular inspection and timely preventative maintenance and repair.

[EPBC Regulations Schedule 5A (a), (h)(i), (vi) & (ix); Schedule 5B: Principles 1, 2, 3 & 7]

RATIONALE and DISCUSSION:

The fabric of buildings and structures will deteriorate over time due to the effects of age, weather, use, and lack of maintenance. For the former Quarantine Station, the exposed conditions and maritime environment, combined with the current low levels of use of the buildings, is one where deterioration of building fabric can occur. Poor maintenance can result in the gradual decline and decay of fabric, which for heritage buildings can be expensive to rectify if not promptly addressed. It may also result in the loss of significant heritage fabric which in turn can impact on the heritage values of the place.

To counteract these threats, a consistent and regular approach to the maintenance of significant buildings, elements and fabric is critical. Generally, day-to-day maintenance work can be undertaken without particular reference to a conservation specialist. However, any major maintenance or restoration/reconstruction works should be undertaken under the direction of an appropriately qualified conservation practitioner (see the policy on 'Professional Advice and Expertise' at Section 5.14). Where structural elements of any age require renewal or replacement, the replacement generally should match the original in design, materials and construction (in accordance with *Burra Charter* principles) unless there are strong overriding functional reasons for altering the original design or materials. In the latter instance, the advice of a qualified conservation practitioner should first be sought. Where it is not known if the material to be replaced is original, or if the proposed replacement material is an appropriate option, then again the advice of a conservation practitioner should be sought. Introducing inappropriate materials can have a detrimental impact on the appearance and future condition of a heritage building.

It is undesirable both from conservation and economic viewpoints to only undertake repairs when a fault becomes obvious, or to simply 'patch-up' the defect. The primary cause of the fault should be addressed rather than just the symptom. To that end, the monitoring of the condition of all structures should occur at a regularly programmed interval, and involve the recording, and timely repair, of damaged fabric.

Maintenance

Maintenance addresses all existing components of the place, including fabric, contents and setting. Introducing new elements (such as new structures) or changing and adapting existing buildings is not maintenance and should be subject to the relevant policies and recommendations included elsewhere in this Plan.

Typical maintenance works include:

- Cleaning out gutters, drainage systems and other water storage and drainage areas.

- Securing and replacing roof and external wall fabric, glazing, timberwork and decorative features, in an appropriate and sympathetic manner (may require specialist input).
- Straightening and securing fences and gates, security barricades and enclosures.
- Servicing existing equipment and services.
- Maintaining existing power or pipelines or other services where this involves no alteration to the fabric of the place.
- Landscape maintenance such as weeding, watering, pruning and fertilising necessary for the continued growth of existing plantings without major alterations to layout, contours, structures, plant species or other significant features; including tree surgery by a qualified arboriculturist or tree surgeon necessary for the survival of vegetation; and including replacement with the same species as may be necessary from time to time.
- Replacing or upgrading services (may require specialist input for substantial works).

Regular monitoring of the condition of significant fabric is also an important aspect of 'maintenance'.

Repairs

It is generally recommended that, from a heritage perspective, repairs of significant buildings and structures should involve replacing 'like with like': i.e. the replacement of material (missing, deteriorated, broken, etc) with fabric to match the existing. Accepting this principle, it is also important to determine if the material proposed for replacement was appropriate in the first place (i.e. it may not be original); the advice of a qualified heritage practitioner should be sought on this. It is additionally the case that, due to the specific local environmental conditions, this general approach for the former Quarantine Station may not in all instances be appropriate or practical. The advice of a heritage practitioner should again be sought in instances where new materials are proposed as replacement materials, to determine their appropriateness, including in relation to environmental conditions. Wherever possible, only actual decayed fabric should be replaced instead of the whole host element.

Fabric at the site which may need to be repaired includes:

- bricks or other masonry units;
- sections of mortar, render or plaster;
- sections of joinery such as architraves and skirtings;
- weatherboards and external timber elements;
- sheet iron, slates or other roofing components;
- paving surfaces;
- gutters and downpipes; and
- machinery components.

Repairs to significant structures should also, in preference, be carried out by appropriately skilled staff or contractors, and may require in some cases prior analysis of the composition of the fabric to be repaired/replaced (e.g. mortars, renders, surface treatments, etc).

Specialist input may also be required for the identification and eradication of any damage caused by pest infestations; rectification may involve repair to, or replacement of, damaged fabric.

Inspection and prioritisation of works

The approach should firstly be to ensure that significant fabric does not deteriorate, and secondly to repair significant fabric, or fix the cause of damage to such fabric, as a priority. To achieve the first objective, an ongoing cyclical inspection and maintenance program should be established to ensure that the significant fabric is maintained in good physical condition and its integrity is not jeopardised. The securing of adequate funding is clearly important in this context, in tandem with the identification of priority maintenance and repair works (to assist with staged allocation of resources).

In 2005, Lovell Chen undertook a condition inspection of the majority of the buildings within the area managed by the PNCT (excluding some such as the portable former classroom structures). This resulted in a report detailing the existing defects and a list of recommended 'Priority Works'. The extent of asbestos contamination on the site was assessed by a separate firm. Since then a number of contracts have been let for the staged removal of asbestos products, mostly roof cladding; and the undertaking of some of the prioritised works, including roof replacement. The completion of outstanding recommended maintenance works and actions is strongly encouraged.

A detailed cyclical Maintenance Program has also been developed, which includes estimated costs over a 16 year period. The recommended first year works from the Maintenance Program were combined with the Priority Works in the condition assessment to form the work currently being completed. At present, the Priority Works and Maintenance Program is being managed on a contract by contract basis, and a more formal system is planned to be established.

ACTIONS and GUIDELINES:

- Formalise and continue with the maintenance program for significant buildings and structures to ensure that the significant fabric is maintained in good condition and its integrity is monitored and not jeopardised.
- Establish a scheduled cyclical inspection regime to enable repairs and maintenance works to be re-informed by the detailed assessment of the current physical condition of all significant fabric and elements.
- All repairs and maintenance of the buildings and other structures should be carried out in accordance with the principles of the *Burra Charter* and in a manner consistent with the assessed significance of the place and its individual elements.
- Where lease arrangements are in place, the agreements could also make provision for the lessee to carry out regular maintenance. Such work should be enforced by the land owner/manager, to ensure that appropriate standards are met and consistency maintained.

- Review and amend the Maintenance and Priority Works Program, having regard to the cyclical condition survey, and most effective expenditure of funding.

5.22 Conservation Policy 15 – Future Uses

POLICY STATEMENT:

Any future use of parts or all of the site, or its component buildings and features, including a use not contemplated in this CMP should have regard for conserving the National and other heritage values, for the particular physical and fabric-related constraints, and for the policies and recommendations included in this report.

[EPBC Regulations Schedule 5A (a) & (h)(i) & (vi); Schedule 5B: Principles 1, 3 & 4]

RATIONALE and DISCUSSION:

Accepting that the site is no longer a place dedicated to quarantine use, identifying and establishing viable, sustainable, long-term uses for significant buildings within the site is of critical importance. It is also implicit in the PNCT's vision and planning for the place. There is additionally a need to strike a balance between the retention of significant fabric and buildings, while also allowing for change which supports ongoing use of the site but will not diminish or impact on an understanding of the National and other heritage values.

New uses should be 'compatible' and a reasonably comfortable 'fit' in terms of the nature of the buildings and the overall site, and the physical and heritage constraints. As noted in the policy 'Managing Significance' (see Section 5.8) where a particular new use requires a high level of change to a building (or group of buildings) of primary significance, which could result in an unacceptable impact on significant fabric and values, then a modified or alternative proposal may be required, or other buildings identified for the proposed use. The objective is to achieve a balanced outcome with regard to the level of change proposed for significant buildings. There is unlikely to be a suitable justification for high level change to significant fabric purely on the basis of viability for a proposed use.

Ideally, a compatible new use is one which can be accommodated through the refurbishment and restoration of existing buildings; can generally fit within the physical constraints of form, fabric and architectural character; requires limited change to meet the needs of the new use; and/or is a change which is ultimately reversible. Adapting and altering a building are addressed in more detail below in the policy 'Adaptation and Alterations' (see Section 5.23).

A new use and its associated change should also minimise any adverse impact on the overall ability of the site to continue to convey its origins and subsequent history. The heritage attributes and characteristics of the broader site go also to character and spatial qualities (this is addressed in more detail in the policies relating to the landscape), including the sense of isolation and separateness, connection with the surrounding (currently National Park) bushland context, austerity, and the unity of function and design which typifies the Quarantine Station. Activities, finishes or new elements in the landscape that trivialise or detract from an understanding of these characteristics should also be avoided or minimised.

A range of uses could be considered compatible including education, accommodation, tourism, conference, function, community and event use.

It is also preferable that new uses generally not prevent public access to the majority of areas within the subject site, although it is recognised that some uses may in fact require restricted access at times. 'Public/Visitor Access' is also addressed at Section 5.31.

ACTIONS and GUIDELINES:

- In seeking to establish a new use or operation within the former Quarantine Station, significant buildings and structures should, in the first instance, be investigated for their adaptive re-use potential before consideration is given to constructing a new building. The aim is to find an ongoing viable use for all significant buildings within the site.
- Any proposed new use for a significant building (or group of buildings) should first be assessed for its suitability and compatibility in terms of potential heritage impacts, chiefly deriving from the nature and level of degree of change required to accommodate the use.
- Acceptable uses are typically those which can be accommodated within the physical constraints of form, fabric and architectural character of a significant building (or buildings), requiring limited change to meet the needs of the new use, or a change which is ultimately reversible.
- Where a proposed use requires a high level of change which will result in an unacceptable impact on significant fabric and values, then a modified or alternative proposal may be required, or other buildings identified for the proposed use.
- Any future use of the former Quarantine Station in part, or as a whole, should maintain a level of public access and community involvement in the site.
- Any temporary events should have regard for limiting, or avoiding adverse impacts on, the heritage values of the site. This is principally related to adverse physical impacts.

5.23 Conservation Policy 16 – Adaptation and Alteration

POLICY STATEMENT:

Adaptation of, and alterations to, significant buildings and other elements (primary and secondary) should have regard for the assessed level of significance of the structure or element and the degree of impact that the proposed alterations may have on the structure.

Adaptation should involve the minimum amount of change necessary to achieve the requirements of the proposed use, and any impact on the cultural significance of the building should be limited as far as is possible.

Adaptation of, and alterations to, buildings and other elements of primary and secondary significance should also support, and not detract from, the overall cultural significance the former Quarantine Station as a whole.

[EPBC Regulations Schedule 5A (a) & (h)(i) & (vi); Schedule 5B: Principles 1, 3 & 4]

RATIONALE and DISCUSSION:

The literal restoration of the former Quarantine Station buildings and other elements back to a specific period or previous appearance is not a realistic expectation, given the overall redundancy of the place, its large collection of buildings, and the overwhelming official and public expectation (as articulated in the PNCT's 'Future Vision') that the place will be managed to ensure it has an 'environmentally, social and economically sustainable future'.

Future management of the place will therefore require the management of change, not prohibition of change, but within a framework of conserving the highly significant cultural heritage values. Many buildings and other elements of the site, including landscape, have also evolved over time, with different phases of use adding layers of physical change. This historical process of change will inevitably continue into the future.

Notwithstanding the above, the Quarantine Station buildings, particularly those of primary significance, were built for quarantine purposes, and generally retain a comparatively high level of intactness to their original design and form, albeit with some changes. In seeking to introduce a new use (or uses) to such purpose-built structures, it is reasonable to expect the buildings to require a level of adaptation and alteration to accommodate the uses. The adaptation (or change to the building) will not only give it a new function and purpose, but will also help to ensure the ongoing occupation and maintenance of the building.

The issue of compatible re-use is addressed in the policy 'Future Uses' at Section 5.22.

Alterations to significant buildings, should, in the first instance, follow *Burra Charter* principles including the 'cautious' approach recommended by the Charter, where as little as possible of the significant fabric is changed and works do not 'distort' the physical or other evidence provided by the place. This particularly applies to elements of primary significance, while structures of secondary significance can provide greater flexibility and opportunities for change.

External works, such as extensions and additions (and including new stairs, lifts or similar amenities required to support a new use for a building) should have regard for minimising visual impacts on the subject buildings, including impacts on principal facades of buildings, and main roof forms. Generally additions and extensions, if required to support a viable new

use for a building, should be recessive to the original building, so as to limit visual impacts and dominance on the subject building. This can be achieved through adopting a respectful scale to the addition; locating an addition to the rear of buildings; separating the addition by a link; or setting the addition back a respectful distance from the principal facade/front building component. The addition/new works should also be distinguished from the old in terms of fabric, the objective being to ensure that the original building form remains readable and evident.

Any proposal of this type, for individual buildings, should be assessed on a case by case basis, with input from a heritage practitioner, as the particular constraints will vary from building to building. It is also the case that there may be limited opportunity to extend or add onto small, simple buildings which retain a high level of intactness and original form and plan, and are seen in the round with some interest to all elevations. Again, this can be assessed on a case by case basis, and the means by which an addition can or should be made investigated.

Should the need arise and it is justified by the significance of the building or structure (and is a feasible option), later additions and extensions to significant buildings (particularly buildings of primary significance) can also be removed so as to reveal and reinstate the original building form.

The building datasheets at Appendices C and D also provide some specific guidance on the extent of adaptation and change that could be considered for individual buildings and elements.

Changes to buildings and their elements may also be required under the BCA and other Australian Standards. This is addressed in more detail in the policy 'Statutory Management Framework' at Section 5.11.

ACTIONS and GUIDELINES:

- Change to significant buildings (alteration, adaptation, removal of significant fabric and other physical 'interventions') should:
 - be minimised or limited in extent; and/or
 - be concentrated in an area of the building which has already been altered; and/or
 - be located in an area of the building which has limited public visibility and is not associated with the principal presentation of the building (it is recognised that many of the buildings and structures at the former Quarantine Station have a high level of visibility to all elevations); and
 - ensure a contrast between old and new fabric so as to retain clear evidence of the original fabric of the building; and
 - will retain sufficient original fabric to ensure that the significance of the place is not unacceptably compromised and the building's original form is still able to be discerned.
- It is also recommended that interventions into significant buildings establish a palette of new materials for new works which can be used in any future intervention and physical change, to ensure consistency and avoid the proliferation of materials within a building.

- Where the interior of a building is significant, and depending on the nature and extent of this significance, internal adaptation works should aim to work within the existing significant layout and internal plan, and ensure that the original finishes and fabric, and/or significant architectural and spatial features are retained and interpreted as far as possible
- Where original internal walls are required to be removed, then evidence should be retained through, preferably, partial removal only and/or the retention of wall nibs.
- Where significant fabric is removed, its original location should be documented, and the items catalogued and stored safely against possible future reinstatement.
- The introduction of partitions or stud walls, where this is deemed an appropriate insertion into the interior, should minimise physical impacts on significant fabric (walls, floor, ceilings, window and door openings, etc).
- Works undertaken to meet compliance with the current Building Code of Australia (BCA) and/or other relevant Australian Standards (i.e. relating to health, safety, security, access and egress) should:
 - be informed by the assessment of significance of the building or structure, and recommendations relating to the management and conservation of significant fabric included in this report; and
 - have regard, where possible, for avoiding or limiting physical and/or visual impacts on significant buildings by seeking to locate such works in less visible or sensitive areas/elevations of buildings, or in already altered or modified areas, or by seeking to minimise removal of, or alteration to, significant fabric.
- Consider and investigate alternative approaches to the resolution of functional, safety, BCA or health requirements in order to minimise any adverse impact upon significant fabric or features.
- Intrusive elements to a building should be removed where an opportunity presents to do so.
- Applications for statutory approvals for adaptation and alteration to significant buildings should be accompanied by a heritage impact statement which analyses the proposed works and assesses their impacts on the significant values and fabric of the building(s) in question, and on the broader site. Where necessary and required, the statement should be accompanied by a detailed description and analysis of the subject building(s).
- Where possible and practicable, give consideration to reversing adaptation works in the future, including reinstating, revealing or restoring significant fabric and original building form, where this has been impacted by adaptation works.

5.24 Conservation Policy 17 - New Development

POLICY STATEMENT:

New works and development, intended to support the management and viability of the former Quarantine Station, should be sympathetic and responsive to the National and other heritage values, and not adversely affect the significance of the place. The siting, scale and placement of new works should also have regard for the character, scale, setting and curtilage of significant buildings, the historical pattern of development on the site, and the significant landscape values. New works should additionally not impact on significant archaeological fabric, and should have regard for the archaeological potential of areas within the site.

[EPBC Regulations Schedule 5A (a) & (h)(i) & (vi); Schedule 5B: Principles 1, 3 & 4]

RATIONALE and DISCUSSION:

Where an existing building (or group of buildings) within the former Quarantine Station is not appropriate to meet a particular need or new use, then new buildings and structures may be required to support the future operation and viability of the place. As noted elsewhere in this report, the Station is a place with layers of physical change and development built up over time. In this context, future works and development which meet functional requirements and changing needs can reasonably be regarded as an aspect of the continuing history of the place, subject also to limiting or avoiding heritage impacts on the National and other heritage values.

See also discussion and recommendations relating to new works and development within the context of managing significant views and vistas at Section 5.36, and with regard to areas of archaeological potential and sensitivity as outlined at Section 5.44.

Siting, Placement & Scale of New Buildings

In terms of the siting and placement of new buildings, development in the central historic area of the Quarantine Station has historically and typically followed a linear plan in an east-west arrangement, with space between and around buildings; this is evident in the historic images and plans used throughout this report. Buildings constructed during the Army era, from 1950s onwards, such as the Officers' Accommodation (Building 5) and Badcoe Hall (Building 8) also largely followed this arrangement although Building 6 (another Officers' Accommodation block) did not and is accordingly intrusively placed within this area of the site. New works, particularly if contemplated for this central area of the site, should therefore have regard for, and be sensitive to, this historical pattern of development. New works placed outside the central historic area can adopt a different approach, but not where such works have a high level of visibility from Port Phillip Bay or within the site, or in relationship to the historic buildings.

With regard to height and scale, the former Quarantine Station currently accommodates buildings of one and two storeys. Some of the latter (such as the hospital buildings) are amongst the earliest extant buildings on the site, and are characterised by high gable roof forms and strong horizontal massing with long linear footprints. The two-storey buildings were predominantly used for accommodation purposes (such as hospital use), while the

single storey buildings tended to be used for supporting functions including industrial uses of the site.

The hospital buildings are also the most prominent historic buildings on the site, particularly when viewed from Port Phillip Bay, the historical approach from the sea, and from within the site. This is due to their height and placement, and the retention of space around and between the buildings. The spaces also reflect the functional and medical need for separation between the hospital buildings (isolation of contagion) and contribute to the setting of the buildings as well as providing an historical curtilage area. Their overall similarity/regularity of form additionally marks them as institutional buildings, which is clearly related to their historic hospital/accommodation use. Retaining the prominence of these historic hospital buildings within the site is of critical importance.

New buildings and development should have regard for this, and not compete with, or visually impact on, these buildings in terms of height, scale, massing, placement and settings. This will help to ensure that new buildings are not dominant elements. New development, other than minor elements, should also not be placed in the space between these buildings (i.e. in the space between the gable ends of the east and west elevations), where it would disrupt the regularity of building placement and impact on an understanding of the planned spatial separation of the buildings.

The former Quarantine Station also has significant buildings of modest scale and footprint, such as Buildings 15, 21 and 26 which functioned as kitchens for the adjacent two storey hospital buildings. These buildings are also often surrounded by space, which affords clear views of them within their immediate settings. It is preferable that, for the smaller buildings of primary significance in particular, new development respect their settings and lower scale. This can again be achieved through ensuring that the height and placement of new works has regard for minimising visual impacts and visual dominance, on adjoining and surrounding heritage buildings. A clear separation between new works and heritage buildings (generous setbacks or distance) will help to achieve this, as would careful design consideration of height relationships.

Other historical patterns of development include the tendency to place buildings along Franklands Drive/Jacksons Road, mainly on the north side of the road, and new development can follow this pattern. Maintaining a setback to development from the cliff face/coastline is also an important aspect of historic development which should be retained.

The Parade Ground is another sensitive area of the site in heritage terms, and a central focus of the core historic area. It is currently free of buildings, and has been for a considerable period (since approximately the early twentieth century). It is also prominent in views from Port Phillip Bay, with buildings forming a backdrop and emphasising its open and informal character. Functionally, it provided an area of informal recreation for the Quarantine Station (and later for the Army). It is also associated with the location of the jetty and main arrival point for ships to the Quarantine Station. Notwithstanding the historic presence of mostly modest buildings within this open space, it is recommended that no new development be placed within the Parade Ground so as to maintain its open and informal qualities. An exception can be made for temporary structures, such as marquees, tents, etc, which support functions or events focused on the Parade Ground area. The informal landscape treatment should also be maintained.

More generally, the former Quarantine Station offers opportunities for the placement of new buildings in areas of the site which are less sensitive in heritage terms; these include the

eastern and western areas of the former Station. Notwithstanding this, new buildings in this area should still have regard for the issues to do with scale, height and massing, as outlined above.

Orientation

Many of the historic buildings within the site present to Port Phillip Bay, with their principal facades oriented in that direction (to the north). This has resulted in the rears of the buildings often being the first view of buildings, when visitors approach from the current main vehicle access to the site (along Ochiltree Road). Accepting this, a northern orientation remains the overriding pattern and is another aspect of overall site development which should be maintained with new works, other than minor elements or additions.

Design, Form & Materials

The adoption of a contemporary design aesthetic for new works is generally an appropriate response, although the selection of materials and colours is important. For instance, for a site such as this, overuse of external glazing may be problematic, not least due to the maritime environment, but also due to the potential visual impact; extensive glazing would also introduce a material which typically has not been used extensively in this context. On the other hand, materials such as timber, iron and steel, brick, concrete and render, are all used within the area, in a variety of applications and textures, and provide a suite of robust materials for future reference and contemporary application.

The design and form of new works should also avoid a 'faux' historical approach, or one which seeks to reproduce the character and appearance of the historic buildings. Generally, the prevalence of buildings with a horizontal massing on linear footprints offers guidance on what might be appropriate for new works, but this is subject also to the placement of the works and their visibility within the site.

ACTIONS and GUIDELINES:

- The siting, placement and scale of new works should have regard for the historical pattern of development within the former Quarantine Station.
- New works should not impact on, or diminish, the prominence of the historical hospital buildings, including their settings; works should also not impact on the significant buildings of more modest scale and footprint.
- External materials and finishes for new works can be contemporary, but should avoid materials which will have an unacceptable level of visual impact and prominence.
- The design and form of new works should avoid a 'faux' historic approach, or one which reproduces the character and appearance of the historic buildings within the site.
- Applications for statutory approvals for new works and development should be accompanied by a heritage impact statement which analyses the proposed works and assesses their impacts on the significant values and fabric of the place, including adjacent or nearby significant buildings, the landscape context and the broader site.
- New works should not impact on significant archaeological fabric, and should have regard for the archaeological potential of areas within the site.

5.25 Conservation Policy 18 – Restoration and Reconstruction

POLICY STATEMENT:

Proposals for restoration or reconstruction should be based on Burra Charter principles and should only occur where the subject building or element is of sufficient significance to justify the action; the action enhances the significance of the broader place; and there is sufficient evidence to enable the work to take place without unsound conjecture.

[EPBC Regulations Schedule 5A (a) & (h)(vi); Schedule 5B: Principles 1, 2, 3 & 4]

RATIONALE and DISCUSSION:

The *Burra Charter* definitions for 'restoration' and 'reconstruction' are included in Chapter 1 and reproduced below, and where referred to in this policy chiefly concern the restoration and reconstruction of missing fabric on significant buildings and not necessarily the reconstruction of demolished buildings or structures.

Restoration means returning the existing *fabric* of a *place* to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

Reconstruction means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material into the *fabric*.

Restoration or reconstruction (including reinstatement of missing fabric) are typically actions which derive from the level of significance of the building, the particular nature of its heritage values (historical, architectural, technological, etc), and the degree to which the actions would enhance and contribute to the appreciation, understanding and overall significance of the building and broader heritage place. The actions may also be justified for structural stabilisation or interpretation purposes, or to comply with a particular policy (or policies) relating to the long term conservation and management of the place as a whole.

Surviving original fabric of a significant building would normally be conserved ahead of restoration and reinstatement/reconstruction of removed or altered fabric and building components. Such conservation should in the first instance focus on preservation of the original fabric/building components. If active reconstruction of fabric or form is also proposed, it needs to have regard for the significance of the fabric which is to be removed in order to facilitate reconstruction. This may be later fabric but still fabric of some interest or significance in that it contributes to an understanding of the evolved nature (and later uses) of the place in question. Therefore, a 'turning the clock back' (reconstruction of the original form) involving removal of all later and non-original fabric, including additions and alterations, is an option which generally warrants careful consideration prior to being undertaken, including consideration of practical user requirements.

Note: the 'Recommendations' on individual buildings contained in the datasheets in Appendices C and D, relating to restoration and in some cases reconstruction and reinstatement of removed or altered building components, are based on the available knowledge and information relating to those buildings, and on the analysis undertaken within the scope of preparing this Plan. Where future research and investigation uncovers additional information, or provides further clarification on original and altered building forms, then this additional information should inform works of this nature.

ACTIONS and GUIDELINES:

- Restoration or reconstruction should only be considered where:
 - sufficient information and/or evidence is available to support the works (hypothetical reconstruction should not occur); and
 - the action is considered essential to the conservation of the heritage values and significant fabric of the place; or
 - the action is considered essential for operational purposes; or
 - the action is required for interpretation purposes.
- Decisions regarding restoration or reconstruction of original fabric should also have regard for the relative level of significance of the subject building (i.e. would normally only be considered for elements of primary significance), the contribution such work would make to the significance of the place overall, and the degree to which the works are warranted or justified in terms of operational needs and the future use and viability of the subject building.

5.26 Conservation Policy 19 - Relocation and Demolition

POLICY STATEMENT:

Relocation or demolition of significance buildings and structures should generally be considered an action of last resort and should only be undertaken where there is no feasible alternative to the action.

[EPBC Regulations Schedule 5A (a) & (h)(i) & (vi); Schedule 5B: Principles 1, 2, 3 & 4]

RATIONALE and DISCUSSION:

Apart from the relocation of two of the buildings from their original positions to their present locations (Buildings 13 and 33), and the moving-in of a variety of not significant, second-hand structures by the Army from the early 1950s onwards, the former Quarantine Station is not a place where buildings have historically been relocated.

Accepting this, relocation of significant buildings is an action of last resort and is not normally recommended. This is particularly the case for a building or structure of primary significance. Article 9 of the *Burra Charter* also states that 'The physical location of a *place* is part of its *cultural significance*. A building, work or other component of a *place* should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.'

Buildings or structures of secondary significance would not normally be of a sufficient level of significance to justify relocation. Demolition of the latter structures is also an action of last resort, and contemplated in limited circumstances, subject also to an assessment of the heritage impacts of the demolition on the heritage values of the broader place, and whether the action is required to meet other important operational or management objectives.

It is also acknowledged that not all buildings and structures on the site contribute directly to the identified heritage values of the former Quarantine Station, including the National values. The removal of buildings and structures of little or no significance is contemplated in this Plan. Those which are visually intrusive are encouraged to be removed.

Returning relocated buildings or structures to their original location may also be appropriate, where practicable and feasible (however, also see also the policy on 'Restoration and Reconstruction'). This can assist with interpretation.

The proposed setting and presentation, even ongoing prominence, of relocated elements is another factor for consideration. Records of relocation should additionally be maintained, and preferably a discrete sign or plaque attached to the relocated element to alert observers to the fact.

ACTIONS and GUIDELINES:

- In a situation where relocation is proposed as a last resort (and is preferred over complete removal or demolition of a significant structure) assessment of the appropriateness of the proposal should have regard to:
 - the level of significance of the building or structure;

- the existing setting of the building/structure, its connection with surrounding elements, and its contribution to the broader heritage values of the former Quarantine Station as associated with its present location;
 - other policies in this report which relate to visual impacts, building siting, orientation etc; and
 - the structural feasibility of relocation.
- Demolition of significant structures is an action of last resort, but can be contemplated in limited circumstances for buildings of secondary significance, subject to an assessment of the heritage impacts on the heritage values of the broader place, and whether the action is required to meet other important operational or management objectives.
 - Demolition of buildings and structures of little or no significance is contemplated in this Plan; those which are visually intrusive are encouraged to be removed.

5.27 Conservation Policy 20 – Services and Infrastructure

POLICY STATEMENT:

Proposals for the introduction of services and related infrastructure should be planned and implemented with regard to avoiding or minimising inappropriate physical and visual impacts on significant buildings, landscape elements, and archaeological sites and remains.

[EPBC Regulations Schedule 5A (h)(i) & (vi); Schedule 5B: Principles 1, 2, 3 & 4]

RATIONALE and DISCUSSION:

It is recognised that the upgrading and/or introduction of services and associated infrastructure is likely to be required to support future new use(s) of the buildings and site. The services can include power, telephone and data connections, gas, water and sewerage. A major upgrade to the existing services could include the introduction of a central underground trunk or spine through the site, with branches to groups of buildings and individual buildings, as well as sub-stations, large meters and tanks, and services pits. Many of these elements are also required to be accessed for ongoing maintenance purposes. Major new trenches should also be 'shared' routes to accommodate the range of services required.

The implementation and installation of new services therefore has the potential for heritage impacts, including visual and physical impacts on significant buildings, structures, landscape elements and archaeological elements. The visual impacts of installing elements such as meters and substations, for instance, should be minimised or avoided, including impacts on significant views of buildings and on the presentation of the principal facades and settings of buildings (through placing bulky above-ground units in front of, or in visual connection to, individual significant buildings or groups of buildings); and impacts on significant landscape elements. There could also potentially be physical impacts due to damage to original fabric where services enter buildings; and physical impacts on sub-surface archaeological remains and tree roots of mature trees.

Where underground services infrastructure is proposed for an area of sensitivity in regard to tree roots, the advice of an arboricultural expert should be obtained on how to avoid or mitigate impacts.

Where trenching is required for an underground trunk or spine, and aside from the impacts outlined above, trenching should preferably be kept to a minimum, with the subsequent making good involving reinstatement of landscaping, the ground surface treatment, etc. Where possible, trenching should follow existing corridors of ground disturbance and re-use existing service trenches, or following existing alignments such as roads. It is also preferable that trenching near or around the perimeter of significant buildings have regard for the structural integrity of the buildings and avoid impacts on building footings, etc.

Ground works associated with services trenches, paving, and/or excavation for new infrastructure have the potential to impact on sub-surface remains and damage or remove archaeological material.

Records should also be kept and maintained of the positions and routes of services within the site.

ACTIONS and GUIDELINES:

- New services and associated infrastructure should (subject to technical constraints and implications):
 - in the first instance preferably be concealed (such as placed underground), subject to being placed in appropriate locations in terms of impacts on archaeological sites and elements, tree roots and building footings, and retaining access for maintenance etc where required; or
 - be placed in less visually sensitive locations in terms of proximity to significant buildings and important building facades; this can be achieved through placing above ground structures (sub-stations, large meters, etc) to the rears or sides of buildings, or in proximity to buildings which are not significant; and
 - be placed in less highly visible locations in the landscape, to avoid or limit visibility from more public areas such as roads, walkways, etc.
- Existing or old service chases, trenches or conduits should be re-used in preference to new chases and trenches.
- Making good and repairs after the introduction of trenches will require reinstatement of landscaping, ground surface treatments, etc.
- Making good and repairs to significant buildings after the introduction of services, where fabric has been impacted, should follow the guidelines on repairs included in this Plan.
- Consideration should be given to rationalising, 'grouping' or concentrating bulky infrastructure elements together in the site, so that the impacts are isolated and not spread across the site.
- When planning the introduction of services, detailed consideration should be given to how the services will be introduced to the significant buildings, including penetration of building fabric for service entries and the use of fixings which will not damage significant fabric. This will require careful consideration to limit penetrations where possible, and avoid inappropriate visual impacts on significant building facades. New services can also be located where there are existing service points. The advice and input of a heritage practitioner should be sought.
- Planning for the introduction of underground services should also have regard for the Archaeological Zone map included in Chapter 3.

5.28 Conservation Policy 21 – Interpretation

POLICY STATEMENT:

The history and significant heritage values of the former Quarantine Station should be interpreted, promoted and transmitted to the community, to ensure the history and values are understood and appreciated. This can be undertaken via a range of appropriate tools and methods.

[EPBC Regulations Schedule 5A (a) & (h)(xii); Schedule 5B: Principles 1 & 4]

RATIONALE and DISCUSSION:

The former Quarantine Station, as the oldest surviving purpose-built quarantine complex of buildings in Australia, has an important story to tell. The site and its history can provide insights into the experience of Australia as a destination for immigrants in the pre-air travel era, the impact and control of ship-borne diseases on the colony of Victoria from the mid-1800s, and the quarantine processes employed to deal with these diseases. The setting of the site, including the landscape and layout of quarantine buildings, can be incorporated into the interpretation, as can an emphasis on the sense of isolation which remains a key component of the location of the station. Interpretation should also ensure that the significant values of the place are clearly articulated to the public.

The pre- and post-quarantine history and uses of the place should also be addressed in future interpretation.

The former Quarantine Station, being a place with a high degree of public interest, proposed enhanced future public access, and with proximity to popular holiday and recreation centres on the Mornington Peninsula, provides an outstanding opportunity for innovative interpretation for visitors and users of the site. The existing buildings in some cases also provide opportunities to support and/or participate in an interpretation program. These include the buildings within the Disinfection Area, which are distinctive structures able to demonstrate core aspects of the quarantine process (such as disinfecting and cleansing) and other aspects of medical and quarantine practices; and the accommodation barracks which are direct reminders of the requirement to house 'infected' arrivals in this isolated area. The main point of public arrival should also be a focus of interpretation, as a means of orienting visitors. Other elements suited to interpretation include the Parade Ground and former Quarantine jetty area.

Interpretation can introduce visitors to the place, get key messages across, and assist in developing an understanding and appreciation of the history and significance of the place. Interpretive material can additionally assist the visitor to understand the physical changes that have occurred during the history of the place, including landscape changes.

The interpretation should also be consistent with Parks Victoria's approach (as future managers of the place) and strategies for promotion and marketing, and provision of educational material, including the strategy for Point Nepean National Park. Chapter 8 of the *Point Nepean National Park and Point Nepean Quarantine Station Management Plan*, Parks Victoria & Point Nepean Community Trust, [draft], 2007, provides strategies for information, interpretation, education and guidance on future interpretation.

Interpretation should preferably not include recreating missing features (buildings) of the site, unless this is a broader conservation objective. Creative and innovative proposals and contemporary design would provide an alternative to literal recreation.

Means & Methods

Interpretation uses various means and methods to present and deliver information. The information can be presented in a readable format (printed or electronic, including brochures, pamphlets, books and websites); through specific reference to buildings and landscape elements; through the display of objects, artefacts, and archaeological remains (where appropriate), and through art works or landscape treatment.

The interpretation can be any of, but not necessarily limited to, the following:

- A living, evolving and integrated narrative of the heritage site, fabric, stories and artefacts.
- A mix of formal and informal interpretation that allows people to access different levels of the port experience.
- Accessible via a website.
- Supplemented via interpretive publications such as books, brochures and interactive CDs.
- One which uses a range of media which will engage people in different ways, ensuring that the diversity of visitor needs and interests are met.
- One which uses interpretive themes which are linked to the delivery of public art, events and festivals.

The range of 'interpretative devices' can include:

- Walking trails utilising brochures and static signage which can be used for both guided and self-guided visits.
- Visitor Information Centre to orient the visitor and anchor the project.
- Artistic installations which provide opportunities to involve the public.
- Events which provide regular activities throughout the year and which link to the themes outlined.
- Paper based products.
- Education kits to supplement school group activities.
- Artists trail: use of paintings, photographs or illustrations to reveal stories.

Signage and interpretive material should be professionally designed and prepared, to ensure the highest standards are achieved. Placement of signage (interpretation boards, etc) requires consideration and discretion, including ensuring it is accessible and visible while also avoiding visual impacts on significant Quarantine buildings, structures and landscape elements. Importantly, interpretation should not detract from the setting of the significant buildings.

ACTIONS and GUIDELINES:

- Prepare an Interpretation Plan to cover the range of cultural (including Indigenous) and natural values as represented within the former Quarantine Station. The interpretation should:
 - enhance an understanding of the historic quarantine processes, including the need for isolation and security;
 - explain the site layout and planning (such as the physical separation between Police Point, the Quarantine Station and Remote areas) including the functional grouping of buildings and elements;
 - enhance an understanding of pre- and post-quarantine uses, including post-1950 Army use and occupation of the site; and
 - provide insight into current heritage management practices and requirements, and how the heritage values have been identified and conserved.
- The plan should include clear articulation of accountabilities, responsibilities and roles, and a timeframe for implementation of the strategy.
- The timeframe should ensure the interpretation is in place as dedicated areas within the former Quarantine Station are opened up to new uses and public access, albeit that will occur in stages.
- The plan should be developed in accordance with other relevant site policies and strategies to ensure a cohesive product, and should be consistent with Parks Victoria's approach and strategy for interpretation.
- The plan should include regular evaluation, review and refinement, as required. The review should provide for 'capturing' any new information and stories which come forward.
- Also have regard for Chapter 8 – 'Strategies for Information, Interpretation and Education' of the *Point Nepean National Park and Point Nepean Quarantine Station Management Plan*, Parks Victoria & Point Nepean Community Trust, [draft], 2007.

5.29 Conservation Policy 22 – Signage

POLICY STATEMENT:

Consistent but discrete directional, promotional and building identification signage should be introduced throughout the former Quarantine Station. As a large and complex place which will accommodate a range of new uses, with associated site users and visitors, such signage will assist in orienting and guiding visitors, and identifying uses and operations within the site.

[EPBC Regulations Schedule 5A (a) & (h)(xii); Schedule 5B: Principles 1 & 4]

RATIONALE AND DISCUSSION:

Signage is an important component of site management and operation. An agreed signage strategy, which provides for a consistent approach to signage, is critical in order to ensure that different types or forms of signs do not proliferate across the site as new users take up their accommodation. Such proliferation would potentially impact on the presentation of the site and on significant buildings, including their setting. The signage strategy can be provided to new tenants, to ensure that all future proposals for signs are consistent with it. The strategy/policy would also be welcomed by Heritage Victoria (subject to it being appropriate) and endorsed by the authority. This would provide clarity and surety with regard to new signage and future permit applications, provided such signage is designed in accordance with the strategy.

Parks Victoria's policy and preferred outcome for signage should also be factored into consideration. However, as a place with very significant heritage values and distinctive built form and landscape character, it is preferred that signage for the former Quarantine Station distinguishes it to some degree from the remainder of the National Park and Point Nepean context, also emphasising its historical 'separateness' and isolation.

New signage should preferably be contemporary in terms of design and need not adopt a faux historical or 'period' style. Internal illumination is not appropriate for this place; limited and discrete external illumination may be considered.

Future permit applications for signage should be consistent with the signage strategy/policy, but should also include plans showing the exact size, layout, lettering, and colours of the sign, construction materials and details of proposed fixing method.

The signage strategy or policy should:

- Identify a suite of appropriate signs to perform different functions within the site, e.g. entrance signage, street/track names, pathway names, and large and small building identification names.
- Identify dimensions and materials for the suite of signs.
- Identify a suite of agreed graphics for the signs (background colours, letter fonts, images, logos, etc).
- Recommend appropriate methods of supporting or attaching signage to frames (free-standing), or to buildings and structures where appropriate.
- Identify appropriate locations, and options, for the placement of new signage.

The signage strategy/policy could also address temporary signage such as events-related signage.

Within this context, signage generally should be limited in extent, with visual clutter avoided. Freestanding signage is preferred to signage attached to buildings. Introduction of signage should also have regard for not impacting on potential subsurface remains.

It is also recommended that the suite of signs be professionally designed.

ACTIONS:

- Prepare a signage strategy/policy (as outlined above) to have in place as new uses (and site users) come on line at the former Quarantine Station.
- Submit the agreed signage strategy/policy to Heritage Victoria for endorsement.

5.30 Conservation Policy 23 – Outdoor Lighting

POLICY STATEMENT:

Adequate and consistent outdoor lighting will be introduced to the former Quarantine Station, to assist with site security, visitor amenity and where appropriate, building presentation.

[EPBC Regulations Schedule 5A (a) & (h)(ii) & (xii); Schedule 5B: Principles 1 & 4]

RATIONALE AND DISCUSSION:

Introducing consistent but discreet lighting is a means of enhancing site security and presentation, and improving amenity for visitors. New lighting systems can be contemporary in form and materials, and should aim for consistency across the site. The placement of lighting and associated cabling/services also requires careful consideration so as to avoid or limit unnecessary physical impacts or damage to significant building fabric and landscape elements, including impacts on significant subsurface (archaeological) material. Visual impacts on significant elements should also be avoided. The most energy efficient light sources should be investigated and desirably might include wide spectrum lighting which provides high quality illumination.

Finalisation of lighting requirements would also be subject to confirmation of future site uses, and whether night time access or use of the place is anticipated or proposed.

A suite of suitable lights should be identified for their various specific purposes, such as illuminating access and pathways, buildings, carparks, etc.

ACTIONS:

- Identify a range of outdoor lighting suitable for a variety of purposes, and implement and upgrade over time.

5.31 Conservation Policy 24 – Public/Visitor Access

POLICY STATEMENT:

Encourage and plan for appropriate and sustainable levels of public/visitor access to the former Quarantine Station, in ways which are compatible with the retention of significance and relevant management objectives, and as a means of promoting and presenting the heritage values of the site.

[EPBC Regulations Schedule 5A (a) & (h)(i) & (ii); Schedule 5B: Principles 1, 2, 4 & 7]

RATIONALE and DISCUSSION:

An increase in public/visitor access will enable the former Quarantine Station to be a major focus for cultural heritage interpretation, public education and recreation.

The management principles for Nationally listed places emphasise the importance of 'transmitting' the National Heritage values to the community.

While it is recognized that historically, there has been restricted access to the former Quarantine Station, a form of public access is important in terms of the future use and management of the place, particularly in the context of promoting and presenting the heritage values. It should form part of the 'core business' of the place, with the nature and extent of public access managed to optimise interpretative experiences. This is not to suggest that unrestricted access to all areas and elements of the site is appropriate or desirable, but that regular, controlled and low impact access be encouraged and supported. Structured events and activities (such as the annual Easter music festival) can also draw increased visitors.

Controlled Access

Planned and controlled access, including controlling visitor movement into and around the site, is important in terms of assisting in presenting and introducing the site to visitors, and managing and minimizing visitor impacts (see below). It is also necessary in order to protect sensitive areas such as archaeological sites; visitor safety and security (acknowledging also the military training history of the site and the potential for hazards to remain); and the need to segregate site management infrastructure. Areas of the site subject to particular lease arrangements may also require some restrictions on public access.

Visitor use additionally requires consideration of site occupational health and safety issues, in terms of risk management. Increased visitation may also impact on nearby residents.

Points of Arrival

Vehicle access preferably should utilize the existing entry roads (Defence Road, Ochiltree Road, Danson Drive, Jackson Road and Franklands Drive), subject also to broader site management needs.

Water (boat) access is additionally anticipated and, where the associated infrastructure (such as a new jetty) is able to be established with limited physical and visual impacts on the foreshore of the former Quarantine Station, this would bring visitors to the site via the historical Port Phillip Bay approach, which is appropriate. The timing and frequency of boat access, and the size of vessels allowed access, would require management.

More specifically a visitor orientation centre is critical to introducing visitors to the site and providing them with information on the buildings, landscape, open and restricted areas, amenities, etc. This should be established at or near the main point of arrival, or clearly signposted at the latter. If within the core area of the historic Quarantine Station, such a facility should preferably utilize an existing building (or buildings) subject to the building, if significant, being appropriate for adaptation, and the works being undertaken in a manner which is consistent with the conservation policies of this CMP.

Visitor Facilities (including carparking)

Provision of carparking spaces and facilities is often a problematic aspect of opening up a heritage place to public access. This is due to the potential visual and physical impacts of these facilities, including impacts on the sensitive settings and curtilage of significant buildings (and groups of buildings) and on landscape values and vegetation. It is normally desirable from a heritage perspective to locate carparking in areas of limited visibility, and to limit carparking in close proximity to heritage buildings; the aim being to limit or restrict potential visual impacts on the setting and presentation of the heritage buildings. Parks Victoria is also practiced in locating and managing the visual impacts of carparks, and can provide guidance.

In addition to issues relating to visual impacts, any new works (such as buildings) associated with carparking should also be subject to the policies and recommendations in this report which relate to new buildings and structures.

Remote parking (i.e. parking which is remote from the core and most sensitive historic area of the former Quarantine Station), in combination with the use of dedicated intra-site buses or similar to convey visitors into and around the site, may be appropriate, albeit limiting in terms of numbers and requiring considerable extra resources. In any event, all parking (whether visitor, tenant, management, etc) should be restricted to clearly identified locations. Deliveries to buildings within the site should also be controlled.

Other visitor facilities, such as toilets and refreshment/rest facilities are also required to support public and visitor access. Again, it is preferred that such a facility utilize an existing building, subject to the building, if significant, being appropriate for adaptation, and the works being undertaken in a manner which is consistent with the conservation policies of this CMP.

Monitoring Visitor Impacts

Visitor access and increased tourism numbers can put pressure on heritage places, buildings and fabric, as well as landscape and vegetation. This can occur due to wear and tear; through the requirement to provide more and/or improved visitor amenity and facilities (such as landscaping, seating, toilets, lighting, garbage collection, first aid services, security, signage, ticketing, carparking, etc); and also (potentially) through the introduction of refreshment facilities. Public access can also result in vandalism and/or removal of significant material and items from a heritage place.

Potential impacts which may arise due to improving visitor amenity and the introduction of new facilities can be planned for and avoided, including through the careful placement of such facilities, and/or appropriate utilization/adaptation of existing structures and facilities. This is addressed in a number of places throughout this conservation policy. New visitor

facilities should seek to use and adapt, where appropriate, existing structures or locate new structures and amenities discretely.

Potential impacts which may arise from wear and tear require a different management approach, including monitoring and evaluating impacts at regular intervals to ensure that visitor levels are sustainable. This can also include documenting and measuring the impacts so as to evaluate incremental change affecting the National and other heritage values of the site, and to identify appropriate responses.

To achieve the above, a monitoring program should be implemented. It should identify:

- what is to be monitored within the site (such as specific buildings and areas of the former Quarantine Station to which the public has access);
- the frequency and regularity of monitoring;
- responsibility for monitoring;
- a method for reviewing the results of the monitoring; and
- measures for responding to the results including any adverse or unexpected impacts.

For significant buildings, structures and landscape elements, the monitoring should address the condition of the elements and, where relevant, moveable heritage. Where necessary, conservation works programming will be adjusted to respond to any adverse physical impacts identified for significant elements. Adverse impacts, which arise from the wear and tear of visitor use, or other unexpected impacts on significant values, such as an inappropriate public use of a place, may require reconsideration of visitor use of and/or access to a particular building or area of the former Quarantine Station.

Disabled Access

The Building Code of Australia (BCA) and the *Disability Discrimination Act* 1992 both require provision for people with disabilities, including the provision of facilities in accordance with BCA D3 (Access for People with Disabilities) and lifts (BCA E3.5 Facilities for People with Disabilities). The former Quarantine Station, as a place with anticipated increased public access and site use, will require disability access to be addressed at least in part for specific buildings. The particular requirements/constraints of individual buildings with regard to disability access should form part of the planning and assessment of building suitability for public use. Expert heritage advice should also be sought where modification to significant fabric is anticipated in order to enhance access, although modification should only be considered where all other options, including dispensations, have been considered and eliminated. The introduction of elements such as lifts (including external lifts) is a common approach to improving access and if proposed for buildings within the Station should be subject to the other policies in this Plan which address the placement, visibility and impacts of new structures. Other elements such as tactile indicators can be contemplated, although care should be taken with their selection and installation.

This is also addressed in the policy 'Statutory Management Framework' at Section 5.11.

ACTIONS and GUIDELINES:

- Prepare a strategy for future visitor management in the context of protecting the fabric, and interpreting the identified heritage values, in anticipation of a continuing increase in interest in, and public access to, the site.
- Implement a structured program for formal and regular monitoring of the impacts of visitor access and use, and addressing the impacts (as outlined above).
- Locate new parking spaces away from the foreshore areas to the north of the historic east-west axis of the accommodation/hospital buildings, the Parade Ground and other visually sensitive areas of the site. Car-parking should also be avoided or restricted in the visually important setbacks and principal settings of buildings of primary significance, including in the spaces between buildings of the primary significance which demonstrate their historical functional relationships.
- When proposing public access/increased use of particular buildings, the requirements/constraints of the buildings with regard to disability access should be factored into the planning and assessment of building suitability. Expert heritage advice should also be sought where modification to significant fabric is anticipated.
- Prepare an O H & S policy for visitor use.
- When undertaking landscape works, the opportunity to improve existing access arrangements should be considered.

5.32 Conservation Policy 25 – Risk Management

POLICY STATEMENT:

Risk management is an important means of protecting and conserving the National and other heritage values of the former Quarantine Station.

[EPBC Regulations Schedule 5A (a) & (h)(i) & (ii); Schedule 5B: Principles 1 & 4]

RATIONALE and DISCUSSION:

Risk management should be integrated into broader site management and administration of the former Quarantine Station, through introduction and implementation of a Risk Management Strategy. A number of protocols and procedures have also already been developed for the former Quarantine Station which identify and address various risks, and can be integrated into the Strategy (see Parks Victoria and Point Nepean Community Trust, *Point Nepean Quarantine Station Conservation Management Plan Response to Submissions*, [draft], June 2007, Appendix 9). The Australian Standard AS 4360:2004, *Risk Management* also provides guidance.

The following table summarises threats and hazards posed to the significant fabric and elements of the site:

Threat	Probability	Preparation / Response *
Fire	Always present	Maintain appropriate fire services as existing. Ensure that combustible materials do not come into contact with hot lights. Comply with all current guidelines and evacuation procedures. Ensure that extinguishers, fire blankets etc. are located within reach of potential sources of fire. Possible spontaneous combustion; ember attack and spot fires from outside the property. The property disaster plan should provide a strategy to mitigate against grass or bushfires. It should include fire prevention measures (such as fuel reduction, fire break provision and access to water) as well as fire response procedures. Fires from cooking, grinding, welding equipment and smoking are possible. Ensure that extinguishers, fire blankets etc. are located within reach of potential sources of fire. Dry fire extinguishers should be easily accessible for immediate response to localized fires indoors. Maintain appropriate fire services as existing. Ensure that combustible materials do not come into contact with hot lights or sparks. Comply with all current guidelines and evacuation procedures. Ensure that extinguishers, fire blankets etc. are

		located within reach of potential sources of fire. A strategy implemented for the safe storage of flammable goods. There is an evacuation plan in place and regular training and rehearsals are conducted.
Flood	Unlikely	Establish up to date hydraulics drawings for the site so that flooding, other than localised internal flooding from roof plumbing, sanitary fixtures, pipe work, and stormwater is minimised. Although unlikely, a flood response plan should be in place identifying priorities and procedures to safeguard or relocate key heritage objects to safe locations.
Water ingress	Moderate	Maintain and keep clear all rainwater goods (gutters, downpipes, sumps, etc). Regularly inspect and maintain rooves and windows. Future consideration should be given to computerized monitoring of all drains, sumps, roof plumbing and other points where flooding might occur in buildings of primary significance if not detected early.
Storm damage	Always present	There is always a risk from storm damage and from wind, rain, hail and lightning strike. Damage from cyclonic winds or tornadoes is a low probability but cannot be ruled out completely. Maintain roofs in good order, inspect fixings; inspect windows and doors and maintain in good order. This should occur as part of a regularly scheduled maintenance regime. Inspect stormwater drainage system including pits on regular basis and maintain in good order. Regularly undertake arboricultural inspections and maintenance.
Accident and civil damage, terrorism, theft and vandalism	Moderate	No particular threats have been identified. Theft and vandalism are always possible and a normal level of awareness should be maintained.
Repairs, maintenance, cleaning and housekeeping	Low- Moderate	All works should be undertaken with conservation aims, objectives and practices in mind to ensure that the fabric of significant elements does not deteriorate through neglect, poor or inappropriate work or handling.

Earthquakes	Possible	Have appropriate response and recovery strategies in the event of structural and other damage.
Damage by wildlife	Low-Moderate	Seasonal checking of grounds and vegetation for damage and evidence of undue predation.
Maintenance: Poor, Too Much, Lack Of	Always possible	Poor maintenance can result in gradual decline, degradation and decay of fabric and presentation which will be expensive to rectify if left long enough. It may result in the loss of significant heritage fabric, and in turn, significant heritage values and may compromise the setting and presentation of the site and buildings to visitors. Conversely over or excessive maintenance also has the potential to result in loss of significant fabric and heritage values. A cyclical inspection and maintenance strategy is in place which aims to ensure that the appropriate level of maintenance is done at the appropriate time and in the appropriate conservation manner.
Damage to tree health by works	High	Both major and minor works involving trenching, soil disturbance, soil compaction, or soil mounding within tree root zones pose a significant risk to tree health and survival. Alterations to hydrological regimes or solar access will also affect plant health and vitality. Direct damage by trenching within tree root zones can threaten tree stability, water and nutrient uptake, and increase vulnerability to disease. The identification of Tree Protection Zones is required prior to any works, to prevent impacts on roots and canopies. Impact on hydrological regimes also to be assessed prior to works.

ACTIONS and GUIDELINES:

- Prepare a Risk Management Strategy which:
 - o identifies and evaluates the likelihood of potential risks (see table above);
 - o identifies tools and techniques for managing the risks;
 - o identifies responsibilities and accountabilities for managing risks;
 - o plans and prepares for potential risks, at least those which are always present and of high or moderate probability; and
 - o sets out how risk management will be monitored, measured and reported.

5.33 Conservation Policy 26 – Lessee and Tenancy Agreements

POLICY STATEMENT:

Lessees and tenants of the site (including commercial operators or license holders) and as per the land owners/managers should be made aware of this CMP and its implications and obligations with regard to undertaking works and maintenance to significant buildings and elements within the former Quarantine Station, as well as the statutory framework within which management and use occurs.

[EPBC Regulations Schedule 5A (a) & (h)(i), (vi) & (ix); Schedule 5B: Principles 1, 3 & 4]

RATIONALE and DISCUSSION:

All lessees and tenants of the former Quarantine Station, including short term lessees and licensees, should be made aware of their responsibilities to conserve and protect the National and other heritage values of the place. These responsibilities extend to the treatment (including potential alterations) and maintenance of significant building fabric and other elements of significance, where these are potentially impacted by a tenant's use and operation.

A lease agreement, with an associated management or guiding document to direct the activities of tenants, should cover statutory obligations in regard to the heritage values as well as maintenance and repairs works to significant buildings and elements. It can include relevant extracts from this CMP and should also make reference to the Plan.

ACTIONS and GUIDELINES:

- Prepare a management document for lessees and tenants, to be included in the lease agreement documentation, which addresses the statutory and management responsibilities outlined in this Plan with regard to works, maintenance, etc.
- When lease arrangements are put in place, the agreements should make provision for the lessee of a building or space to carry out regular maintenance. Such work should be enforced and monitored by the land owner/manager to ensure that appropriate standards are met.
- During the lease period, any proposal by the lessee to make changes or alterations to significant buildings, fabric and landscape elements should first be assessed by a heritage practitioner with advice provided so as to avoid or minimise impacts.

5.34 Conservation Policy 27 - Implementation of Conservation Management Plan

POLICY STATEMENT:

The findings and recommendations of this CMP should be implemented upon adoption of the Plan and before any major works, which may have an adverse affect on significant heritage values and fabric, are undertaken.

[EPBC Regulations Schedule 5A (b) & (i); Schedule 5B: Principles 1, 3 & 4]

RATIONALE and DISCUSSION:

The effectiveness of this CMP and its policies and guidelines will depend on it being implemented, including through appropriate levels of site management. The document should also be made available to, and read by, all relevant staff. In addition it is essential that all site users and staff, including tenants, are aware of the processes which are to be followed when proposing maintenance or repair work, landscape work, or other activities which potentially involve changes to and modification of significant fabric and elements, and accordingly may impact on the heritage values. These include both day-to-day management processes and where required, the statutory processes.

As noted in Chapter 1 'Introduction', the area which is the specific focus of this CMP will be transferred to the State of Victoria, for inclusion in an integrated National Park for Point Nepean, before 10 June 2009. Accordingly, given the transitional nature of the current management arrangements and responsibilities, this Plan does not include a detailed strategy, with priorities and timelines, for the implementation of its recommendations. The future land manager will be responsible for preparing and implementing such a strategy.

In the meantime, having regard for the complex statutory and owner/management arrangements that affect the site, a key initial action in the implementation of this CMP would be its adoption by all relevant stakeholders and statutory authorities. These would include, but are not necessarily be limited to the following:

- Commonwealth Department of Environment , Water, Heritage and the Arts
- Heritage Victoria
- Parks Victoria
- Mornington Peninsula Shire Council
- Department of Sustainability and Environment

ACTIONS and GUIDELINES:

- A management structure should be implemented which incorporates the following elements:
 - Integrates conservation into the overall management of the site;
 - Provides for the long-term conservation of the cultural significance of the site;
 - Disseminates the aims and intentions of this CMP to appropriate officers, tenants and site users;

- Outlines the responsibility, at each staff level, for implementing the CMP;
- Understands the balance between proposed site functions and the conservation of cultural significance; and
- Maintains a permanent archive on site.
- An Implementation Strategy should be prepared by the future land manager, after transferral of the place to the State of Victoria, to ensure the policies and recommendations are acted upon. The Strategy should include:
 - responsibilities for implementation of the Plan;
 - policy and program priorities and timelines;
 - funding sources for implementation; and
 - the identification of opportunities for shared responsibility for implementation, such as between Parks Victoria and the Shire of Mornington Peninsula.

5.35 Conservation Policy 28 – Monitoring and Reporting on Conservation Management Plan

POLICY STATEMENT:

Regular monitoring of the implementation of this CMP and its policies and recommended actions will help to ensure its ongoing effectiveness and currency with regard to the conservation of the National and other heritage values. The outcome of the monitoring should also be documented and reported on.

[EPBC Regulations Schedule 5A (j) & (k); Schedule 5B: Principle 7]

RATIONALE AND DISCUSSION:

The EPBC Act provides for regular monitoring, review and reporting on the conservation of the National Heritage values of places.

Monitoring involves the assessment of the effectiveness of this Plan against its policies. This can be achieved through monitoring the physical condition of the significant elements of the site, as guided by the relevant policies in this plan; and through monitoring the effectiveness of actions and recommendations which seek to protect the historical and social values, and the aesthetic attributes. It can also be achieved through reviewing the implementation of actions recommended in the Plan, such as the introduction of signage, or the maintenance of records and archives, by testing their consistency with the Plan and its intended outcomes for the site.

Documenting and reporting on the monitoring of the Plan also helps to determine and measure its effectiveness, and through this transparent process provide guidance on the Plan review (see the policy 'Review of CMP' at Section 5.36). The reporting can also be incorporated into management body annual reports and funding reports.

Regard should also be had for Parks Victoria's systems and processes for monitoring environmental management.

ACTIONS and GUIDELINES:

- Introduce a regular and structured monitoring of the CMP and its policies and recommended actions. This should incorporate the following elements:
 - An annual overview of the implementation of the policies and recommended actions, incorporating documentation of the stage of implementation (commenced, in progress, completed, and ongoing where appropriate).
 - Documentation of actions which have not commenced and why.
 - Objective assessment of the results or outcomes of the policies and recommended actions; this preferably should be via an independent assessment.
- Collation of the above into a summary form for reporting, preferably in a transparent forum such as an annual report, where appropriate, or via an appropriate website.

5.36 Conservation Policy 29 – Review of Conservation Management Plan

POLICY STATEMENT:

This CMP should be formally reviewed at least every five years to take account of the results of the monitoring of its efficacy, to incorporate new information and to ensure consistency with current management circumstances. If the circumstances affecting the site alter in any significant way, then the policy should be reviewed at that time.

[EPBC Regulations Schedule 5A (j) & (k); Schedule 5B: Principle 7]

RATIONALE AND DISCUSSION:

The EPBC Act provides for regular monitoring, review and reporting on the conservation of the National Heritage values of places. Monitoring and reporting are addressed in the preceding policy (Section 5.35); while Section 324W of the Act requires that a review of a CMP made under Section 324S be carried out at least every five years.

Maintaining this CMP as a current and up-to-date document will assist in achieving the EPBC Act outcome, and will also ensure the document's ongoing usefulness as a management tool. It is important to ensure that the building and landscape information is updated in the CMP, including documenting any changes which may have occurred. Management of works and maintenance records will assist this updating process. The review should also take into consideration any relevant new information which has become available, including information provided through additional historical research; should update the management policies to reflect advancements in heritage management practice and techniques; and address any changes to the legislative heritage context.

The statutory authorities of DEWHA and Heritage Victoria should be involved in the review process; with the former being the referral authority in relation to the EPBC Act and the management of the National Heritage values, and the latter responsible for the State heritage values.

Where monitoring of the implementation of the CMP has identified ineffective, impractical or otherwise problematic outcomes of the Plan, then these should be addressed in the Plan review.

The following is based on (and paraphrased or quoted from) the EPBC Act:

The review of the CMP should be initiated and directed by the responsible land manager/owner [subsequent to the transfer of the remaining Commonwealth land at Point Nepean to the State, this will be Parks Victoria and the Mornington Peninsula Shire] and could involve independent relevant heritage expertise to assist.

To be in accordance with section 324W of the EPBC Act, the review should:

- (a) assess whether the plan is consistent with the National Heritage management principles in force at the time; and
- (b) assess whether the plan is effective in protecting and conserving the National Heritage values of the place; and
- (c) make recommendations for the improved protection of the National Heritage values of the place.

Where relevant the review should also:

- (a) Identify new or amended information resulting from ongoing monitoring, community input and/or further research.
- (b) Identify any significant damage or threat to the National or Commonwealth Heritage values of the site.
- (c) Recommend ways to improve the protection of values if necessary.

The entity carrying out the review is required by the EPBC Act to publish, on the internet and in a daily newspaper circulating in each State and self-governing Territory, a notice inviting anyone to give the person comments within 20 business days on:

- (a) whether the plan is consistent with the National Heritage management principles; and
- (b) the effectiveness of the plan in protecting and conserving the National Heritage values of the place.

In carrying out the review, the entity must also consider the comments (if any) received in accordance with the notice.

ACTIONS and GUIDELINES:

- This CMP should be reviewed at least every five years, or less if circumstances affecting the site alter in a significant way. The statutory heritage authorities (DEWHA and Heritage Victoria) should be involved in the review.
- The review of the Plan should:
 - Revisit and update the conservation policies, associated actions and guidelines, and descriptions of individual buildings and elements.
 - Update the history and historical information in the Plan, particularly where it assists in better understanding and managing the place and its National and other heritage values.
 - Update the management policies to reflect advancements in heritage management practice and techniques, and any procedural changes to the statutory heritage context.
 - Address any issues which have arisen or been identified through monitoring of the implementation of the Plan.

5.37 Conservation Policy 30 – Landscape Setting

POLICY STATEMENT:

The landscape of the former Quarantine Station is an important attribute of the heritage character and significance of the place, and should be managed in a manner that recognises and provides for the conservation and enhancement of the landscape values.

RATIONALE and DISCUSSION:

The Quarantine Station landscape has retained its sense of sparseness and utility throughout its history. The landscape has never been a park or garden setting, rather an institutional setting devoid of superfluous ornament or domestic detail. Historic site plans and photographs also indicate that when the place was operating as a Quarantine Station, fences were used to contain and separate spaces and occupants in quarantine, and were a significant part of the landscape.

Inappropriate modifications or development will undermine the structure, scale and character of the landscape setting and potentially result in a loss of heritage value.

Paramount amongst its heritage values are the views afforded throughout the site, especially along the east-west axis of the former hospital buildings, views to the Bay from various locations throughout the site and views into the site from the Bay.

Another key value is the relationship of the site to its surrounding environment – the artifice of the austere institutional landscape on a wild coastline with a bush backdrop. Both of these elements contributed to the sense of isolation that was experienced by the multitudes that underwent quarantine throughout the nineteenth and twentieth centuries, for many the first experience of Australia after a long sea voyage.

Inappropriate development or planting, particularly of trees, within these view lines may adversely affect the quality and character of significant views and the relationship between the institutional and bush setting.

The unadorned nature of the site i.e. the general absence of ornamental garden beds in most areas and lack of plantings of a domestic scale should also generally be maintained. Consideration could also be given to reflecting through landscaping or other interpretive means, if not necessarily reinstating, historic fence lines as a means of providing a 'structure' to the historic use of the site which enhances an understanding of the previous quarantine functions. Later roadways, which are no longer required for vehicle access and which separate historically connected buildings, could also be removed or made less formal or evident in the landscape, and aid the interpretation of the site.

ACTIONS and GUIDELINES:

- Maintain and conserve the austere institutional character of the landscape setting of the former Quarantine Station, recognising its utilitarian nature and significant view-lines within the site, and views from the site to the wider land and seascape.
- Maintain the surrounding bushland setting, implementing appropriate measures to ensure its ongoing conservation, recognising also its relationship with the broader National Park.

- Maintain the demarcation between the austere institutional landscape and the surrounding bushland to ensure the contrast between the two is conserved, and the institutional qualities of the Quarantine Station are not reduced by the encroachment of indigenous vegetation.
- Avoid the introduction of new landscaping around buildings of primary significance which currently have simple, utilitarian settings.
- Develop a suitable planting palette for landscape works for new development, including development outside the core historic area and groupings of significant buildings.
- Give consideration to interpreting, through landscaping or other means, the location of historic fence lines to enhance an understanding of the previous quarantine functions.
- Give consideration to removing, or making less formal, later roads in the landscape which separate historically connected buildings and elements, where these are no longer required for vehicle or other access or operational purposes.

Bushland Setting

The broader bushland setting of coastal vegetation is of primary significance. It provides a strong natural backdrop behind the institutional Quarantine Station setting, contrasting with the stark exotic landscape and formality of built forms. It is this contrast, best appreciated from coastal views, that contributes to the strong sense of isolation of the place.

The *Point Nepean National Park and Point Nepean Quarantine Station Management Plan*, Parks Victoria & Point Nepean Community Trust, [draft], 2007, also includes management objectives and strategies for the coastal vegetation. The latter is of high natural conservation significance and provides habitat for flora and fauna of National and State significance, although species including Drooping She-oak and Coastal Banksia have been severely depleted by previous land uses. Management strategies of the *Point Nepean National Park and Point Nepean Quarantine Station Management Plan* address the following (the list is not complete):

- Restoration and maintenance of grassland habitats
- Prevention of spread of Coastal Tea-tree into Coastal Moonah Woodland and grassland habitats
- Control of pest plants in the woodland communities and the eradication of any new or emerging pest plants
- Development of long-term objectives for vegetation management incorporating the results of flora surveys and mapping and on-going monitoring.
- A program for the restoration and revegetation of Coastal Moonah Woodland west of the Quarantine Station.

The following 'Actions and Guidelines' should have regard for the Point Nepean National Park objectives and strategies with regard to the management of the natural values.

ACTIONS and GUIDELINES:

- Manage the 'bushland setting' to the Quarantine Station in an appropriate manner, as consistent with the broader strategies and objectives of the *Point Nepean National Park and Point Nepean Quarantine Station Management Plan*, Parks Victoria & Point Nepean Community Trust, [draft], 2007, so as to maintain the historic backdrop to the institutional Quarantine Station setting and the contrast with the exotic landscape and formal built forms.
- Consider reinforcing coastal scrub plantings along the southern side of the lower hospital group and along the foreshore area to help re-establish the strong delineation between the institutional landscape and the surrounding semi-natural vegetation.
- Interpretation of the site should cover the pre-quarantine landscape, including the effect of lime-burning on the character of the broader landscape.

Isolation

The site retains a strong sense of isolation, and this aspect of the landscape character is of primary significance. Suburban development at Portsea, adjacent to Police Point, has diminished this quality slightly although the dense bushland along the two access roads (Ochiltree Road and Franklands Drive) maintains a sense of arrival into a separate and physically isolated quarantine place. The sense of isolation extends to remoteness from settled areas, from Melbourne, and from the adjacent community of Portsea and the remainder of Point Nepean. This remains crucial to an understanding of the historical use and function of the place, including nineteenth century quarantine philosophy and practices. The isolation and Peninsula location also reinforced the security requirements with limited land access to the quarantine area and (later) access during military training use.

Isolation of the site between a ridge line and the coast is also part of its aesthetic significance. This is reinforced by the dense indigenous vegetation surrounding the cleared area and limited access into the Quarantine Station by road.

Isolation and separation were additionally dominant factors in the choice of location for the residences and staff quarters, the Isolation Hospital and wards, Leper Station, as well as the establishment of a new cemetery to the far west.

Significant elements include:

- Peninsula setting between coast and ridge line.
- Surrounding dense bushland.
- Functional and physical separation of residential and institutional building groups.
- Location of Isolation precinct in west of Quarantine Station.
- Location of Point Nepean Cemetery in far west of site.
- Limited land access from Ochiltree Road and, potentially, Franklands Drive.

ACTIONS and GUIDELINES:

- Maintain the sense of isolation and separateness of the former Quarantine Station, including through management of the landscape and of public approaches to and introduction to the site.
- Maintain the separation of dedicated functional areas within the former Quarantine Station, including through management of the landscape, other means of visually reinforcing the separation, and through interpretation.

Orientation to the Bay

The Bay orientation of the former Quarantine Station is of primary significance in terms of the aesthetic values of the place. It contributes to an understanding of the placement of the historic buildings in the landscape facing the sea and place of arrival, with their 'backs' to the elevated and vegetated bushland. It also emphasises the use of the foreshore setbacks and settings, again reflecting the maritime connections. The regular arrangement and placing of the built forms additionally emphasises the historical institutional origins and are reinforced by the Cypress rows.

Important aspects of the orientation to the Bay include:

- Formal spacing and alignment of the Bay oriented buildings, particularly the five main hospital buildings.
- Formal Monterey Cypress rows.
- Surrounding bushland backdrop which provides a contrast to the institutional buildings in the cleared landscape.
- Cleared landscape areas fronting the sea, especially the Parade Ground.

ACTIONS and GUIDELINES:

- Retain and conserve the views of the institutional buildings from the Bay, and enhance where appropriate. This includes avoiding plantings and new structures which obscure or disrupt the visual appreciation and understanding of the Bay orientation.
- Consider re-establishing maritime access and approach to the site to re-establish the historical arrival experience from the Bay, and this aspect of the presentation of the institutional buildings.
- Retain and maintain the Cypress rows as part of a broader Arboricultural Management Plan for the site, recognising their contribution to the formal qualities of the site.
- Future uses and development within the Quarantine Station should reinforce the Bay orientation to visitors and users, through landscaping and the location of support facilities and visitor orientation and distribution throughout the place.

5.38 Conservation Policy 31 – Landscape – Views & Vistas

POLICY STATEMENT:

Views and vistas into and within the wider Quarantine Station precinct are of primary significance. Many of the views, particularly into the site from the Bay convey the historic sense of isolation and institutionalised character experienced by quarantine arrivals in the nineteenth century. Internal view-lines also allow for an appreciation of the functional and formal layout of the Quarantine Station, and of the scale of the complex.

RATIONALE and DISCUSSION:

The views and vistas of significance are described in Chapter 3, at Section 3.3 'Landscape', and illustrated in the chapter. The significance derives from:

- Mix of spaced institutional buildings and building groups with expanses of turfed open ground.
- Natural topography of the site, providing a visual backdrop to the Quarantine Station, as well as the location of the two upper hospital buildings and the Superintendent's Residence.
- Monterey Cypress rows and Norfolk Island Pine providing landmarks within the Station landscape.

ACTIONS and GUIDELINES:

- Retain and reinforce significant views and vistas.
- Assist and enable visitor appreciation of the views and vistas through appropriate interpretation.
- Non-significant buildings and/or features may be screened to enhance the visual amenity of the Quarantine Station. This would include increasing the density of coastal scrub planting between the lower hospital group and the cluster of service buildings to the south, and screening of the intrusive sewage plant on the coastal foreshore.
- Give consideration to progressively removing or relocating visually intrusive elements such as electricity poles and pylons, particularly where they impact on significant views and vistas.
- Proposals for new development and modifications to the site should have regard for avoiding potential disruption of significant views and vistas, or alternatively for enhancing views and vistas through design.
- Significant views available when descending from Ochiltree Road, such as those of the Disinfecting and Cleansing complex, the central hospital group, and the Isolation Hospital group, should be reinforced where possible.

5.39 Conservation Policy 32 – Landscape –Tree Management

POLICY STATEMENT:

Significant trees within the former Quarantine Station are an important component of the historic landscape character and should be managed to ensure protection of their health and structure, and to avoid undue physical damage which may result from site works.

RATIONALE and DISCUSSION:

The dominant elements of the soft landscape are the introduced trees within the site, most notably the rows of Monterey Cypress (*Cupressus macrocarpa*) that are approaching the end of their useful life expectancy. Management and replacement of senescent rows or avenues of trees is problematic in that the replacement of an entire row would have a significant impact on the landscape and visual amenity of the site generally.

Trees have a finite life expectancy and a common mistake is to retain trees well past the point where their contribution to the landscape is offset by their cost of management, and where they pose an ever increasing risk to people and property through limb drop or complete failure. It is critical that a carefully considered tree removal and replacement program is established to ensure the ongoing contribution of trees to the site.

Another consideration for tree management are major and minor works involving trenching, soil disturbance, soil compaction, or soil mounding within tree root zones that would pose a significant risk to tree health and survival. Alterations to hydrological regimes or solar access will also affect plant health and vitality. Direct damage by trenching within tree root zones can threaten tree stability, water and nutrient uptake, and increase vulnerability to disease. Guidelines should be established for tree protection, including management of works within tree root zones and requirements for physical barriers around tree protection zones.

ACTIONS and GUIDELINES:

Tree Maintenance

- A Tree Management plan should be prepared to monitor tree health, assess maintenance intervals and identify maintenance works. This should be carried out by a qualified arborist and should aim at being pro-active rather than re-active with the objective being the preservation of tree health, extension of safe, useful life expectancies and the sustaining of the site's mature trees while replacement planting becomes established.
- A regular maintenance regime should be established with works being carried out by a suitably experienced and qualified arborist (Certificate IV or higher). Any pruning is to be in accordance with AS 4373-1996 *Pruning of Amenity Trees*.

Tree Protection

- Tree Protection Zones (TPZs) are to be enforced during any development works in accordance with Tree Protection Requirements.

- Establish a protocol or relevant referral mechanism with regard to significant trees, to identify where TPZs are required prior to the commencement of any works.
- Existing soil levels are to be retained within TPZs. This implies no excavation or open trenching within TPZs. Services should be augered at a depth of 1200mm.
- A qualified arborist should approve any works that may alter soil moisture or oxygen regimes within TPZs, including fill, excavation, compaction, the addition of paving, or changes to irrigation and drainage provision.
- Care should be taken to ensure no mechanical damage is inflicted on the trunk, branches or root systems of trees.

Tree Removal

- Trees are to be monitored by an appropriately qualified and experienced arborist to determine when removal is required.
- Trees identified as requiring removal should be removed as soon as is practicable and should be replaced in line with policies listed below.
- Trees deemed to be senescent or structurally unsound (and therefore unsafe) by the arborist are to be removed, with replacement carried out in line with the policies listed below.
- Trees may also be removed to secure on-going and sustained amenity of the site, and retention of heritage character.

Tree Replacement

- A Tree Replacement Policy should be prepared and implemented with the aim of establishing a mixed age tree population.
- Wherever possible replacement tree planting should be based on a zonal treatment ensuring that a mature tree canopy is retained throughout the site.

Issue	Policy
Tree Diversity	The existing <i>limited</i> tree diversity of the site should be maintained within the institutional landscape zone. Tree revegetation activities within the wider bushland setting should only be undertaken with locally indigenous taxa, grown from locally sourced seed.
Cypress Rows	The Cypress rows are the dominant landscape feature within the institutional landscape. As their significance is derived from a row planting, rather than individual specimens, it is recommended that each row should be removed and replaced with the same species as a group. Replacement should be staged to ensure entire rows are replaced in a staged manner (where possible), to ensure a mature Cypress row is extant at any one time, and all rows will not reach over-maturity at the same time in the future.
Norfolk Island	This pair of trees should be managed as a pair, their contribution to the

pinces, Building 8	landscape partially derived from their relative symmetry and association with the façade of Building 8.
Significant Trees	Other trees identified as of significance within the site can be managed as individual specimens. Again, tree replacement should be undertaken in a considered and staged manner to ensure a mix of age and size within the institutional landscape. These include the Norfolk Island pine and Moreton Bay figs associated with Building 71, and the tree plantings within the former Isolation Hospital precinct.

5.40 Conservation Policy 33 – Landscape – Turf Management

POLICY STATEMENT:

A turf maintenance program should be prepared that addresses weed control, fertilizing, cutting frequency and height, soil aeration and re-seeding, and the applicable standards to be applied to each of these tasks.

RATIONALE and DISCUSSION:

The objective of this policy is to retain turfed lawns in good condition. Landscape qualities of the Quarantine Station which contribute to its significance include the open turfed areas which afford uninterrupted views within and beyond the site, the exemplar being the large expanse of turf of the Parade Ground.

ACTIONS and GUIDELINES:

- Establish a turf management program which accommodates different maintenance regimes in different zones of the landscape, including the high quality Parade Ground versus informal turf areas of Burgess Park.
- Drought tolerant cultivars should be used for re-seeding / rejuvenation where required.

5.41 Conservation Policy 34 – Landscape – Hard Landscape Features

POLICY STATEMENT:

Hard landscape features, including historic routes, tracks and paths, should be managed to conserve their historic values including alignments and fabric where appropriate. More generally, hard landscape features should also be maintained in good condition and in compliance with OH & S where applicable. New hard landscaping should be guided by an endorsed Landscape Plan.

RATIONALE and DISCUSSION:

Historic access routes throughout the site reflect the evolution and continuous use of the Quarantine Station. The significance of access routes is derived from their routing and location, rather than materials used for construction.

Generally, access roads and paths are maintained at a serviceable level using materials appropriate to the institutional setting. Coles Track is a service access route, suitable only for off road vehicles.

Paving solutions for the site should be selected and implemented to be serviceable and practical, but should also recognize the institutional nature of the site and offer appropriately scaled and utilitarian finishes in preferences to more ornamental or domestic type materials.

Future hard landscape works, including proposals for seating, lighting, signage, fencing, paths, edges, etc, should also be guided by an endorsed Landscape Plan, derived from the recommendations of this CMP.

ACTIONS and GUIDELINES:

Access Roads

- Retain asphalt finish maintained in good order with cracking and breakage repaired as required to meet maintenance and OH & S expectations.

Paths

- Retain existing, utilitarian path surfaces. These are appropriate finishes for their landscape setting.

Edges

- Retain unadorned, kerb-less edge treatment to internal access roads and paths, where practicable. Exceptions would be kerbs along the main access drive and in defined car parking areas to prevent overspill onto turf or beneath adjacent trees.

Historic roads & tracks

- The existing physical alignments of Franklands Road, Ochiltree Road and Police Point Access routes should be maintained.
- Bitumen paving, concrete kerbs/gutters and footpaths may be replaced or upgraded, although an appropriate and consistent palette of materials should be adopted and

implemented. Surface materials generally should be hard wearing and utilitarian in nature, reflecting the institutional character of the site. Overlay decorative surface finishes should be avoided.

- Removal or restriction of vehicle traffic on Bogle and Bates roads is encouraged because of their high visual exposure and proximity to significant views and historic buildings.
- Coles Track should be retained as an unsealed service access route.
- The removal and/or realignment of roads, footpaths and parking areas should also be subject to a heritage impact assessment.

Landscape Plan

- A Landscape Plan should be prepared which graphically illustrates where introduced hard elements should be located, and prescribes appropriate treatments.

5.42 Conservation Policy 35 – Landscape – Vehicle Impacts**POLICY STATEMENT:**

Landscape areas should be protected from wear, damage and soil compaction from vehicles.

RATIONALE and DISCUSSION:

Uncontrolled vehicle parking can negatively impact on landscape elements in a number of ways. The weight of a vehicle reduces soil oxygen levels and water movement through soils, impacting on the health and growth of trees, shrubs and turf.

Direct physical damage to tree trunks and turf surfaces, as well as fencing and other landscape elements will inevitably occur over time if parking zones are not formalised. Unrestricted car parking reduces the visual character of the landscape on a day-to-day basis.

[See also the Conservation Policy 'public/Visitor Access' at Section 5.31]

ACTIONS and GUIDELINES:

- All vehicles should be parked in designated parking areas.
- There should be no parking on turfed areas except in special circumstances and, following expert assessment, repair procedures should be implemented to restore soil structure and turf health.
- Parking should not be permitted within the Tree Protection Zone of any tree; compaction can reduce oxygen and water movement through soils and negatively impact on root health and tree performance.

5.43 Conservation Policy 36 – Landscape – Maintenance Review

POLICY STATEMENT:

An annual inspection should be carried out for all components of the landscape, both soft and hard landscaping to determine the extent to which maintenance standards are being met and to identify any damage or required repairs, tree removals, shrub removal or pruning.

A 10 year works program should be prepared addressing garden maintenance and development with details of proposed projects, scheduling and estimated costs.

RATIONALE and DISCUSSION:

The objective of this policy is to protect landscape areas from wear, damage and soil compaction and to assess the appropriateness of current resourcing and work programs.

Failures to achieve appropriate standards of work or to complete tasks should be considered in the context of resources available to the site.

ACTIONS and GUIDELINES:

- Undertake annual landscape maintenance reviews.
- Prepare a 10 year works program to address garden maintenance.

5.44 Conservation Policy 37 – Historical Archaeology

POLICY STATEMENT:

The presence of significant archaeological material and sub-surface remains within the former Quarantine Station is an extremely important resource which adds to an understanding of the history, use and physical evolution of the site. It should be managed according to the policies and protocols included in this Plan.

[EPBC Act Schedule 5A (h)]

RATIONALE and DISCUSSION:

This section outlines policies and protocols designed to protect and manage the known and unknown/potential non-Aboriginal historic archaeological resource while enabling site re-use and development to proceed. The aim of these is to achieve the best possible management and protection of non-Aboriginal historic archaeological remains through the provision of a clear and simple set of protocols that cover a wide range of contingencies and provide for development and use of the area in the long-term.

The non-Aboriginal historic archaeology of the former Quarantine Station at Point Nepean is an extremely valuable and non-renewable resource of National significance. It potentially includes remains dating from prior to the establishment of the Quarantine Station, the period when the area was used as a Quarantine facility and later Army use of the site.¹²³ The archaeological resource at the former Quarantine Station consists of known archaeological values, such as the limekilns and cottage ruins, and unknown or potential values, such as the remains of non-extant buildings and features, rubbish dumps, roads and other remains, the existence and location of which is speculative. Known and unknown non-Aboriginal historic archaeological remains are protected under both State and Commonwealth legislation. In Victoria, all archaeological elements and remains which are older than 50 years, including those not yet identified or included in the Victorian Heritage Inventory, are protected by the *Heritage Act*, and no person can knowingly excavate or disturb an archaeological site without obtaining a consent from the Executive Director of Heritage Victoria.

As outlined in Chapter 3, information obtained from historic maps and documents, archaeological survey and sub-surface testing data, the location of recorded sites and the results of previous archaeological investigations was used to create a zone map of differential archaeological potential for the former Quarantine Station. This zone map divides the entire site into areas of high, medium and low potential for the identification of non-Aboriginal historic archaeological remains (see Chapter 3).

Within each of these zones a series of 'triggers' and corresponding protocols have been established for any ground-disturbing work. The purpose of these is to enable a streamlined approach to the management of non-Aboriginal historic archaeological heritage that provides clarity for land managers combined with appropriate management of the archaeological resource.

ACTIONS and GUIDELINES:

- Wherever possible, all significant non-Aboriginal historic archaeological structures and/or features identified within the boundaries of the former Quarantine Station should be retained *in situ*. This position is consistent with Heritage Victoria policies.

- Interference with or damage to archaeological structures, features, deposits or other remains, including archaeological investigations, is subject to statutory controls and relevant permits must be obtained prior to these works proceeding.
- The archaeological resource is non-renewable and generally best protected when left undisturbed. Therefore:
 - Where possible and appropriate, non-invasive exploratory techniques, such as the use of Ground Penetrating Radar, should be employed as tools in archaeological investigations.
 - Archaeological investigations should be limited to those:
 - o undertaken in association with unavoidable ground-disturbance activities proposed by the land manager and following the protocols listed below, and/or
 - o driven by specific research questions that have been developed in consultation with Heritage Victoria.
- Specific management plans, addressing issues of site stabilisation, visitor access, ongoing maintenance, archaeological and historic investigation and site interpretation, should be prepared for a number of key sites. These include:
 - H7821-126: Cottage 1, labourer's/Skelton's Newton's Cottage
 - H7821-127: Cottage 2, labourer's cottage off Ochiltree Road
 - H7821-052: Quarantine Station Limekiln 1
 - H7821-053: Quarantine Station Limekiln 2
- Where additional structural remains are identified, either as surface finds or during the process of excavation:
 - Their significance should be assessed by an appropriately qualified archaeologist in consultation with Heritage Victoria.
 - Where the remains are determined to be sufficiently significant, a report or specific site management plan should be prepared that details recommendations for site stabilisation, visitor access, ongoing maintenance, archaeological and historic investigation and site interpretation (where appropriate).
- Any portable archaeological artefacts and objects, including those currently housed at the site and any materials identified during future works, must be appropriately managed by the development of an artefact management policy. This should address issues such as:
 - Cataloguing all materials with reference to the Heritage Victoria *Archaeological Artefacts Management Guidelines*. Detailed information should be included on identification, fabric and province, where possible.
 - Ensuring that the artefacts and objects are packed, labelled and stored according to the Heritage Victoria *Archaeological Artefacts Management Guidelines*.
 - Providing a secure storage facility, preferably on-site, that meets Heritage Victoria's standards.

- Ensuring that displayed objects are appropriately treated, curated and interpreted. This should be undertaken in consultation with Heritage Victoria.
- Providing access to the materials to researchers.

[See also the policy on 'Movable Heritage: Artefacts and Objects' at Section 5.18.]

- All on-site workers, including contractors and their employees, should undergo a comprehensive induction into the non-Aboriginal historic archaeological values of the former Quarantine Station. This induction, which will be prepared by an appropriately qualified archaeologist, will include information on:
 - The non-Aboriginal historic archaeology of the former Quarantine Station.
 - The appropriate protocols to be followed for the zone(s) of archaeological potential within which they are working.
 - The legislative responsibilities of the land manager and their employees and sub-contactors for known and unknown non-Aboriginal historic cultural heritage.
 - The identification of non-Aboriginal historic archaeological features and materials.
 - The contact details of the land manager's designated contact person responsible for non-Aboriginal historic archaeological issues at the former Quarantine Station.

[See also the policy on 'Training and Skills Development' at Section 5.15.]

- Further archival and possibly archaeological investigations should be undertaken in order to:
 - Further refine the location of non-extant buildings and features
 - Identify any thus far historically unknown buildings or features
 - Provide additional information about the form, function and history of extant and on-extant buildings and features
 - Provide contextual information for any identified archaeological structures, features, deposits and/or other materials

PROTOCOLS

- The land manager should create a GIS layer showing the zones of differing archaeological potential, as defined in this document, and non-Aboriginal historic archaeological sites on the Victorian Heritage Inventory.
 - This layer should be updated if new sites within the former Quarantine Station are identified and added to the Victorian Heritage Inventory and/or further research refines the location of non-extant buildings.
 - All proposed ground-disturbing works must be assessed against this GIS layer in order to determine which set of protocols must be followed.
- The land manager should nominate a 'designated contact person' to deal with non-Aboriginal historic heritage issues at the former Quarantine Station. This person should:
 - Be familiar with the policies and protocols outlined in this document.

- Have a general understanding of the legislation relevant to non-Aboriginal historic archaeological heritage.
- Co-ordinate the proposed ground-disturbing works assessment process outlined in Figure 79.

AREAS WITHIN 10M OF A REGISTERED ARCHAEOLOGICAL SITE

- A permit to disturb must be obtained from Heritage Victoria prior to the commencement of any ground-disturbing works within 10m of a site on the Victorian Heritage Inventory. This permit will have attached conditions, which may include recommendations for modifications to location, extent or nature of the proposed ground-disturbing works, requirements for archaeological investigation prior to the commencement of works, archaeological monitoring during works, reporting, artefact management and the payment of a conservation bond.
- A qualified archaeologist should be engaged to assist the land manager with the preparation of any permit applications.
- A qualified archaeologist must be engaged to undertake any archaeological investigations specified within the conditions attached to the permit(s) issued by Heritage Victoria.

AREAS OF HIGH ARCHAEOLOGICAL POTENTIAL

- Prior to the commencement of any ground-disturbing works in these areas, with the exception of the exempted activities listed below and those within 10m of the registered archaeological site, a qualified archaeologist must be engaged to undertake an archaeological assessment of the location and possible impact upon non-Aboriginal historical cultural heritage of the proposed works. The archaeologist will:
 - Develop a methodology for archaeological investigation in consultation with the land manager and Heritage Victoria. Where this methodology involves archaeological excavation, the archaeologist will:
 - o Apply for an excavation permit from Heritage Victoria.
 - o Undertake historical research to explain and contextualise any finds.
 - o Present the results of all archaeological investigations as a report or series of reports, which will be submitted to Heritage Victoria.
 - o Create or update Heritage Victoria site cards, as necessary.
 - o At a minimum, process and analyse all artefacts to the standards outlined in Heritage Victoria's *Archaeological Artefacts Management Guidelines*.
 - The archaeologist will advise the land manager about permit requirements and assist the land manager in applying for any permits that may be required.

AREAS OF MODERATE ARCHAEOLOGICAL POTENTIAL

- All ground-disturbing works in areas of moderate archaeological potential, with the exception of the exempt activities listed below and those within 10m of the registered archaeological site are to be monitored by a qualified archaeologist.
- If evidence of structures or intact deposits is identified during monitoring, the archaeologist will:

- Develop a methodology for archaeological investigation in consultation with the land manager and Heritage Victoria. Where this methodology involves excavation, the archaeologist will:
 - o Apply for an excavation permit from Heritage Victoria.
 - o Undertake historical research to explain and contextualise any finds.
 - o Present the results of all archaeological investigations as a report or series of reports, which will be submitted to Heritage Victoria.
 - o Create or update Heritage Victoria site cards, as necessary.
 - o At a minimum, process and analyse all artefacts to the standards outlined in Heritage Victoria *Archaeological Artefacts Management Guidelines*.
- The archaeologist will also advise the land manager about permit requirements and assist the land manager in applying for any permits that may be required.

AREAS OF LOW ARCHAEOLOGICAL POTENTIAL

- For ground-disturbing works in areas of low-archaeological potential, with the exception of those within 10m of a registered archaeological site, and exempted works in areas of high and moderate archaeological potential, as defined below, the following contingency protocols apply:
 - If evidence of structures or intact deposits is identified during works:
 - o All work must cease in the location, as to continue and damage potential non-Aboriginal historical archaeological materials constitute an offence under the relevant heritage legislation.
 - o The area must be protected with a barrier.
 - o The designated contact person must be notified.
 - o The designated contact person must arrange for a qualified archaeologist to make an inspection of the find.
 - If the structures or deposits are deemed to be significant, then the archaeologist will:
 - o Develop a methodology for archaeological investigation in consultation with the land manager and Heritage Victoria. Where this methodology involves archaeological excavation, the archaeologist will:
 - Apply for an excavation permit from Heritage Victoria.
 - Undertake historical research to explain and contextualise any finds.
 - Present the results of all archaeological investigations as a report or series of reports, which will be submitted to Heritage Victoria.
 - Create or update Heritage Victoria site cards, as necessary.
 - At a minimum, process and analyse all artefacts to the standards outlined in Heritage Victoria *Archaeological Artefacts Management Guidelines*.

- o The archaeologist will advise the land manager about permit requirements and assist the land manager in applying for any permits that may be required.

EXEMPTIONS

- Ground disturbing works which are exempt from the above protocols, with the exception of those within 10m of a registered archaeological site, include:
 - Replacement/upgrade/repair of existing sub-surface infrastructure, where the previous alignment is known and will be followed and the area of potential impact has therefore previously been disturbed.
 - Sub-surface disturbance measuring less than 50 square centimetres or 1 metre in length.
- Where ground-disturbing works within these categories take place in any part of the site, the contingency protocols listed for areas of low archaeological potential apply.
- These protocols have been summarised in a flow-chart (see Figure 79), the steps of which must be followed by the land manager when evaluating the potential impact of any planned ground-disturbing works upon non-Aboriginal historic archaeological materials at the former Quarantine Station.

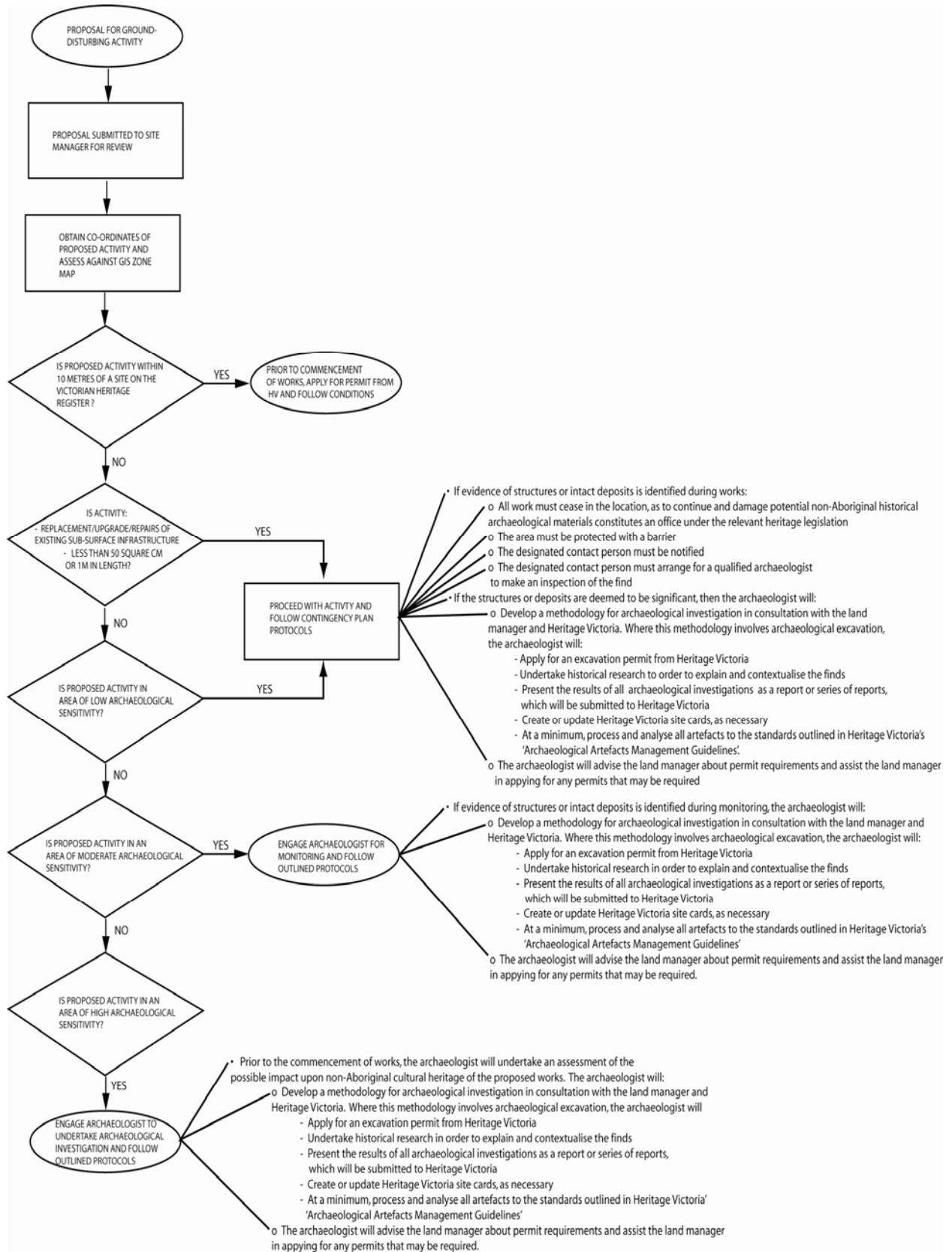


Figure 79 Flow chart outlining the protocols to be followed when undertaking any ground-disturbing works at the former Quarantine Station.

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Barcode	Control Symbol		Title	Date range
408542	Drawer 124	Folder 2 Part 1	Point Nepean – quarantine station [Part 1 of 3]	c.1916 – c.1961
11520423	Drawer 124	Folder 2 Part 2	Point Nepean – quarantine station [Part 2 of 3]	c.1916 – c.1972
11520425	Drawer 124	Folder 2 Part 3	Point Nepean – quarantine station [Part 3 of 3]	c.1916 – c.1972
408505	Drawer 124	Folder 3	Point Nepean – quarantine station, hospital and isolation	c.1914 – c.1919
394234	Drawer 124	Folder 4	Nepean – proposed buildings	c.1941 – c.1941
408531	Drawer 124	Folder 5	Point Nepean – quarantine station, administration block	c.1946 – c.1946
408479	Drawer 124	Folder 6 Part 1	Point Nepean – Portsea quarantine station [Part 1 of 2]	c.1886 – c.1927
12233186	Drawer 124	Folder 6 Part 2	Point Nepean – Portsea quarantine station [Part 2 of 2]	c.1886 – 1927
408536	Drawer 124	Folder 8	Point Nepean – quarantine station, cadet mess	c.1916 – c.1919
408515	Drawer 124	Folder 9	Point Nepean – quarantine station, cadet mess	c.1856 – c.1919
408487	Drawer 124	Folder 10	Point Nepean – quarantine station, kitchen + hospitals 3 & 4	c.1914 – c.1916

Barcode	Control Symbol		Title	Date range
408494	Drawer 124	Folder 11	Point Nepean – quarantine station, medical superintendent's quarters	c.1889 – c.1927
408521	Drawer 124	Folder 12	Point Nepean – quarantine station	c.1899 – c.1963
30117093	Drawer 124	Folder 15	Point Nepean – quarantine station, jetty slipway + boathouse	c.1866 – c.1958

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1969472	2A	Letter and photograph of the first cremation at the quarantine station, Point Nepean (1 photograph and 1 page)	1890-1934
1183102	3	Quarantine Station – Portsea – Quarantine general	1915-1949
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ENDNOTES

Chapter 1

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- 2 Department of Environment, Water, Heritage and the Arts, National Heritage List, Place No. 105680.

Chapter 2

- 3 Overview provided by Parks Victoria, July 2008.
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- 9 Charles N Hollinshed, *The Nepean Peninsula in the Nineteenth Century* 1959, p. 165. See also Jane Harrington, *An archaeological and historical overview of limeburning in Victoria*, 2000.
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- 15 Quoted in Shane Power, *Maritime Quarantine and the Former Quarantine Station, Point Nepean: an Assessment of Cultural Significance*, 1984, p. 88.
- 16 Shane Power, *Maritime Quarantine and the Former Quarantine Station, Point Nepean: an Assessment of Cultural Significance*, 1984, p. 88 – in note 17, Power comments that 'Prior to the 1860s documentary sources refer to "Sanitary Station". After this period the term "Sanatory" is

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- used. The reason for this change of terminology/spelling has not been investigated. "Quarantine Station" seems to have been used from the 1880s'.
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- 21 Close examination of handwritten annotations to the drawing indicate that the works to the stone store involved replacement of roofing and all rainwater goods.
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- 37 *The Argus*, 26 February 1864, p. 5.
- 38 Chief Medical Officer, *Report on the Sanitary Station for the year 1864*, No. 35, Legislative Assembly, Victorian Parliamentary Papers, 1864-65. A contract for the heating closet/disinfecting apparatus was awarded to Enoch Chambers on 30 December 1863 to the value of £703.00. However instructions were to only carry out work – at least initially to the value of only £449.00 – with the remaining work to be undertaken in the 1864-65 financial year.
- 39 Votes and Proceedings, 12th March 1863, Legislative Assembly, Victorian Parliamentary Papers, 1862-63.
- 40 Royal Commission 1865, Legislative Assembly, Victorian Parliamentary Papers, 1864-65, cited in Shane M Power, *Maritime Quarantine and the Former Quarantine Station, Point Nepean: an Assessment of Cultural Significance*, 1984, p. 92.
- 41 Report of Commission on the Sanatory Station, Legislative Assembly, Victorian Parliamentary Papers, 1864-65.
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- 43 Richard Heales (1821-1864) was Premier of Victoria from November 1860 to November 1861.
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- 48 Shane M Power, *Maritime Quarantine and the Former Quarantine Station, Point Nepean: an Assessment of Cultural Significance*, 1984, p. 96.
- 49 Details taken from the Summary contract books, VPRS 972, Public Record Office of Victoria.
- 50 This item was located in correspondence files held by the National Archives of Australia. Reference CA3168, Series B3169, Sanatory Station – Portsea – Quarantine, general 1873 & 1874. The last page of the hand-written inventory is annotated with 'Total £3500' and 'JW' in a different coloured ink along with the date '1/9/75'. Although the last number is actually somewhat indistinct – it could be part of a 3 or a 5 – it is more likely to be a '5' given that James Walker, the Superintendent at the time produced a substantial *Report on the Sanatory Station for the year 1875* to the Legislative Assembly (see Victorian Parliamentary Papers, 1875-76). His annotation seems to have been the finalization of a report compiled in the latter half of 1873, around the time that the hospitals were undergoing repairs. For some unknown reason the drying house erected in 1864 is not listed on the inventory but is shown on the formal report.
- 51 This may have been based on the earlier 1873 inventory.
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- 52 This is the stone store which commenced construction in 1853, after the "Ticonderoga" incident.
- 53 This is the timber hospital building, which commenced construction in 1853, and superseded by the five stone hospital buildings.
- 54 Chief Medical Officer, *Report on the Sanitary Station for the year 1875*, No. 9, Legislative Assembly, Victorian Parliamentary Papers, 1875-76.
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- 56 J H Welch, *Hell to Health: the History of Quarantine at Port Phillip Heads 1852-1966*, 1969, pp. 58-59.
- 57 Royal Commission 1872, Legislative Assembly, Victorian Parliamentary Papers, 1872, cited in Shane M Power, *Maritime Quarantine and the Former Quarantine Station, Point Nepean: an Assessment of Cultural Significance*, 1984, p. 93.
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- 59 *The Australasian Sketcher*, 28 January 1882, p. 23.
- 60 Letter from James Walker, Superintendent, to the Chief Medical Officer, 25 May 1874, National Archives of Australia, CA3168, Series B3169, Sanatory Station – Portsea – Quarantine, general 1873 & 1874.
- 61 *The Argus*, Monday 26 April, 1897, quoted in J H Welch, *Hell to Health: the History of Quarantine at Port Phillip Heads 1852-1966*, 1969, p. 77.
- 62 J H Welch, *Hell to Health: the History of Quarantine at Port Phillip Heads 1852-1966*, 1969, pp. 76-84.
- 63 Shane M Power, Stuart Robinson and Allen Trumbull-Ward, *Analysis of the heritage significance of the Commonwealth holdings at Point Nepean / Portsea: Environmental Report*, 1985, p. 60.
- 64 Brick had been extensively used since the 1880s by the Victorian Railways with the Newport Railway workshops (1886) and Goods Shed no. 2 (1889-1890) being examples. The Public Works Department subsequently adopted the material and the Melbourne City Baths (1903-04), with which the bath house bears some similarity in roof form, and the former Melbourne Hospital, later the Queen Victoria Hospital (1911-12) are examples of its use.
- 65 Details taken from the Summary contract books, VPRS 972, Public Record Office of Victoria.
- 66 *The Australasian*, 16 January 1909, p. 149.
- 67 The Commonwealth is registered as the proprietor of the land which is under the Torrens system and contained in Crown Grant Volume 5758 Folio 598. The land was transferred to the Commonwealth with effect from 1 March 1901 with the Crown Grant being signed on 15 December 1931.
- 68 A drawing housed in the National Archives of Australia dated February 1916 is annotated 'walls of old portion of building to be carried up to additional height required in brickwork'. Refer National Archives of Australia, CA3168, Series B3434.
- 69 Peter Curson and Kevin McCracken, 'An Australian perspective of the 1918-1919 Influenza Pandemic', in *NSW Health Bulletin*, Vol.17, no. 7-8, July-August 2006, pp. 103-107.
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- 70 J H Welch, *Hell to Health: the History of Quarantine at Port Phillip Heads 1852-1966*, 1969, p. 86.
- 71 Citation, Commonwealth Heritage List, 'Point Nepean Quarantine Station (former)', identifier 105611.
- 72 Citation, Commonwealth Heritage List, 'Point Nepean Quarantine Station (former)', identifier 105611.
- 73 Citation from the Australian Heritage Places Inventory, 'Point Nepean Defence Sites and Quarantine Station Area', identifier 105680.
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- 75 J H Welch, *Hell to Health: the History of Quarantine at Port Phillip Heads 1852-1966*, 1969, pp. 84-86.
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Chapter 3

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- 80 'Point Nepean Remembered', by Val Pepper, Administration Officer at Norris Barracks, 1991-1996, see www.parkweb.vic.gov.au/resources/mresources/nepean/pn_news_july.pdf
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- 87 A Murphy and J Buttrose, *Portsea Defence Land Master Planning Project: Archaeological Technical Status Desktop Assessment*, 2002, p. 10.
- 88 Note that Surveyor-General Hoddle's 1852 list of limeburners with properties inside the area to be set aside for the Quarantine Station includes Daniel Sullivan, but not Patrick Sullivan or William Cannon, indicating that the area originally suggested was to the east of that eventually gazetted. That Patrick Sullivan was the brother whose property was within what became the Quarantine Station is supported by Captain Ferguson's 1852 report to Lieutenant-Governor La Trobe which stated of Patrick Sullivan that 'I arranged with him to remove to the next station which is

- occupied by his brother' (see J H Welch, *Hell to Health: the History of Quarantine at Port Phillip Heads 1852-1966*, 1969, p. 23).
- 89 J H Welch, *Hell to Health: the History of Quarantine at Port Phillip Heads 1852-1966*, 1969, p. 27.
- 90 Shane Power, *Maritime Quarantine and the Former Quarantine Station, Point Nepean: an Assessment of Cultural Significance*, 1984, pp. 109 & 111.
- 91 J H Welch, *Hell to Health: the History of Quarantine at Port Phillip Heads 1852-1966*, 1969, p. 27.
- 92 Shane Power, *Maritime Quarantine and the Former Quarantine Station, Point Nepean: an Assessment of Cultural Significance*, 1984, p. 253.
- 93 Shane Power, *Maritime Quarantine and the Former Quarantine Station, Point Nepean: an Assessment of Cultural Significance*, 1984, p. 109.
- 94 Shane Power, *Maritime Quarantine and the Former Quarantine Station, Point Nepean: an Assessment of Cultural Significance*, 1984, p. 199.
- 95 Shane Power, *Maritime Quarantine and the Former Quarantine Station, Point Nepean: an Assessment of Cultural Significance*, 1984, p. 191.
- 96 Shane Power, *Maritime Quarantine and the Former Quarantine Station, Point Nepean: an Assessment of Cultural Significance*, 1984, pp. 121 & 254.
- 97 Shane Power, *Maritime Quarantine and the Former Quarantine Station, Point Nepean: an Assessment of Cultural Significance*, 1984, p. 254.
- 98 A Murphy and J Buttrose, *Portsea Defence Land Master Planning Project: Archaeological Technical Status Desktop Assessment*, 2002.
- 99 Andrea Murphy and Maddy Maitri, *Historic Archaeological Monitoring of Conservation Works at Norris Barracks, Point Nepean*, 2004.
- 100 Andrea Murphy and Maddy Maitri, *Historic Archaeological Monitoring of Conservation Works at Norris Barracks, Point Nepean*, 2004, p. 6.
- 101 Joanna Freslov, *Point Nepean Quarantine Station Archaeological Cultural Heritage*, draft, 2007.
- 102 For further discussion on the survey methodology see Christine Williamson, *Redevelopment of the Former Quarantine Station, Point Nepean: Cultural Heritage Management Plan*, 2008, pp. 73-76.
- 103 J H Welch, *Hell to Health: the History of Quarantine at Port Phillip Heads 1852-1966*, p. 64.
- 104 Harrington, *An archaeological and historical overview of limeburning in Victoria*, Melbourne, p.29.
- 105 See Jane Harrington, *An archaeological and historical overview of limeburning in Victoria*, Melbourne: Heritage Council Victoria, 2000.
- 106 See citation, 'North head Quarantine Station & Reserve', *Register of the National Estate*, database no. 002866; citation, 'North head Quarantine Station & Reserve', *New South Wales State Heritage Inventory*, database no. 5045740; and citation 'North Head, Manly', *Register of the National Estate*, database no. 101621.
- 107 Citation, 'Former Lytton Quarantine Station', *Queensland Heritage Register*, place id 601347.
- 108 Citation, 'Woodman Point Quarantine Station Complex', *Register of the National Estate*, database no. 010446.
- 109 Citation, 'Peel Island, Dunwich', *Register of the National Estate*, database no. 018822.

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- 110 Cape Pallarenda Conservation Park, Visitor Information pamphlet, Queensland National Parks and Wildlife Service.
- 111 Citation, 'Quarantine Station State Reserve, Barnes Bay', *Register of the National Estate*, database no. 017901.
- 112 *Torrens Island Quarantine Station, South Australia*, Fact Sheet #228, National Archives of Australia.
- 113 As per J S Kerr, *Conservation Plan*, 5th ed, p. 24.
- 114 A number of other Management Plans, for properties included in the National Heritage List, have also been referred to for guidance on conservation policies. They include the plan for the North Head Quarantine Station in Sydney.
- 115 Overview provided by Parks Victoria, July 2008.
- 116 Guidance on preparation of a heritage impacts statement can be found on most statutory heritage authority websites; the EPBC Act referral form also provides guidance (through its structure and headings), on the 'impacts' issues to be addressed.
- 117 The Heritage Victoria citation and registration documentation includes a permit policy and suite of permit exemptions for the Point Nepean Defence and Quarantine precinct.
- 118 This overview is taken from the DEWHA website, EPBC Act home page.
- 119 This overview is taken from the Heritage Council of Victoria website.
- 120 This overview is taken from the Australian Institute of Building website, and also the NSW Heritage Office website.
- 121 This overview is taken from the NSW Heritage Office website.
- 122 This overview is taken from the Victorian Department of Sustainability & Environment website.
- 123 Note that heritage legislation is only relevant to materials that are more than 50 years old and therefore most of the remains associated with the military use of the site are not afforded statutory heritage protection.