

Attachment – Mosman Archaeological Sites Report - Summary

Background

At the Council Meeting of 3 May 2016, Council considered a report on the public exhibition of a Planning Proposal to amend Mosman Local Environmental Plan 2012 (MLEP 2012) to amend the heritage listing of Mosman's archaeological sites.

Sixteen non-Aboriginal archaeological sites were first included in the former MLEP 1998 in 2001 on the basis of the 1996 Mosman Heritage Review by Godden Mackay Heritage, and transferred into the current MLEP 2012 in 2012. These included former tram infrastructure, quarries and other relics of early European settlement in Mosman.

NSW planning legislation now defines an archaeological site as a heritage item, and this has a number of implications, including the need to more definitively identify the location of archaeological sites listed in an LEP. In 2015 heritage consultants Austral Archaeology were engaged by Council to provide this information, and a Planning Proposal to amend MLEP 2012 was subsequently publicly exhibited during November-December 2015.

Council resolved to amend MLEP 2012 under section 59 of the *Environmental Planning and Assessment Act 1979* (the Act) in respect of 13 archaeological sites located on public land, but to defer its consideration of proposed amendments affecting privately-owned land, being:

- Item A484: Former tram terminus including enclosing sandstone walls (Avenue Road)
- Item A485: Former stone quarry (Avenue Road)
- Item A488: Site of former Harnett's quarry (Royalist Road)

Two submissions were received from or on behalf of affected landowners in Royalist Road in reference to Item A488 raising concerns about the heritage listing including a lack of documentary evidence, whether rigorous thresholds of the NSW Heritage Council for listing were met, and the discriminatory nature of listing on private landowners.

The report noted that the intent of the research undertaken in 2015 was only to determine the exact location and extent of archaeological sites that had been listed in Mosman's LEPs for the past 15 years, not to ascertain their reason for listing in the first place. However, in light of submissions received and considering the broader implications of archaeological heritage listing under the changed NSW planning system, particularly for private landowners, it was reasonable that a review of the heritage significance of Items A484, A485 and A488 under current NSW Heritage Council criteria be undertaken.

Subsequent to the Council's resolution, Austral Archaeology was engaged to undertake this work. This report presents the consultant's findings, commentary in respect of those findings, and a recommendation to amend Council's planning policies in respect of the three sites.

Heritage Assessment of Items A484, A485 and A488

This attachment provides a summary of the study *Archaeological Significance Assessment* dated 22 February 2017 prepared by Austral Archaeology which considers the following heritage items currently listed in Schedule 5, Part 3 of Mosman Local Environmental Plan 2012 (MLEP 2012):

- Item A484: Former tram terminus including enclosing sandstone walls (Avenue Road)
- Item A485: Former stone quarry (Avenue Road)
- Item A488: Site of former Harnett's quarry (Royalist Road)

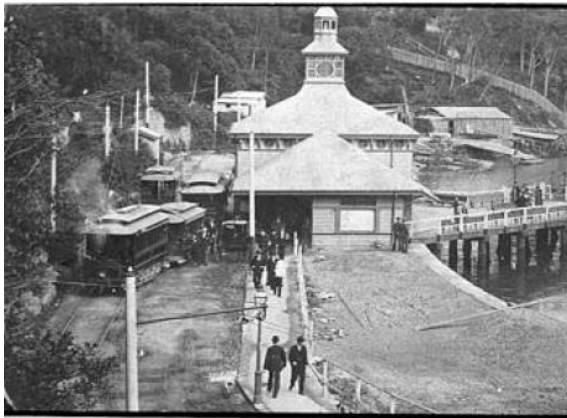


Location Map

Item A484: Former tram terminus including enclosing sandstone walls (Avenue Road)

Historical Background

Construction of a new tramline service extending from Spit Junction to Mosman Bay began in November 1895, and officially opened in March 1897. The layout of the tram terminus at the southern end of Avenue Road originally comprised a single track with scissor crossover. In 1902 the sandstone escarpment was quarried out to allow for a balloon loop track, however in response to an increasing occurrence of incidents and near-incidents, in 1935 the layout was changed back to a single track with scissor crossover. Trams stopped serving the wharf in 1955 when a regular bus service was introduced.



Left: south facing view showing Mosman May Wharf c.1897 and trams on single track turning into scissor crossing at the terminus

Right: post 1902 showing tram turning on the new balloon loop and excavated wall

The site today

The site of the former tram terminus is located within the road reserve of Avenue Road and used as a turning circle for buses and other vehicles. The enclosing sandstone wall is highly visible, as shown in the images below.



The enclosing sandstone wall at the southern end of Avenue Road

The current heritage listing in Schedule 5, Part 3 of MLEP 2012 identifies this item as being located within the road reserve at the end of Avenue Road, although research undertaken by Austral Archaeology in 2015 noted that the extent of the listing could also apply to some adjacent privately owned land.

Statutory Context

Applicable Heritage Registers	Finding
National Heritage List	NOT listed
Commonwealth Heritage List	NOT listed
Register of the National Estate	NOT listed
State Heritage Register	NOT listed
Section 170 Heritage and Conservation Register	NOT listed
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	NOT listed
Mosman Local Environmental Plan 2012	LISTED as a local heritage item (archaeological site)
Register of the National Trust NSW	NOT listed
Royal Australian Institute of Architects (RAIA) 20 th Century Register	NOT listed
Art Deco Society's Art Deco Building Register	NOT listed

Assessment of Significance

Criterion for Assessment : NSW Heritage Council's <i>Assessing Significance for Historical Archaeological Sites and Relics</i> (2009)	Finding
(a): an item is important in the course, pattern, of NSW's cultural or natural history (or the local area)	DOES NOT meet criterion
(b): an item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the local area)	DOES NOT meet criterion
(c): an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area)	DOES NOT meet criterion on an archaeological standpoint, however DOES meet criterion at the local level from an historical context for the aesthetic and technical values represented by the existing enclosing sandstone wall associated with the former tram terminus and the site's extensive views across Mosman Bay
(d): an item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons (or the local area)	DOES NOT meet criterion
(e): an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the local area)	DOES NOT meet criterion
(f): an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the local area)	DOES NOT meet criterion
(g): an item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places or cultural or natural achievements (or the local area)	DOES NOT meet criterion

Study Recommendation

- Remove Item A484 from Schedule 5, Part 3 Archaeological sites of MLEP 2012.
- Include the enclosing sandstone wall located with the road reserve of Avenue Road as a general heritage item in Schedule 5, Part 1 Heritage items of MLEP 2012.

This recommendation is supported.



Extent of the excavated sandstone wall associated with the former tram terminus within the southern end of Avenue Road

Item A485: Former stone quarry (Avenue Road)

Historical Background

The Avenue Road quarry was opened by Robert Flew and his sons in 1889. It was one of many quarries operated by the Flew family during the late 19th and early 20th centuries in the Mosman district. Sandstone extracted from the quarry was almost entirely utilised for the construction of houses in Mosman and the lower North Shore. In 1911 Mosman Council purchased the quarry for the purpose of providing ballast for forming and repairing roads and gutters, however, following ongoing complaints from residents about the operation and state of the quarry, it was abandoned in 1919 then used as a rubbish dump. In 1923 the quarry was sold and converted into tennis courts, and in the 1940s it was developed for apartments and houses.

The site today

The site of the former quarry, nos. 65A to 71 Avenue Road, is zoned R3 Medium Density Residential under MLEP 2012 and occupied by multi dwelling housing and residential flat buildings comprising 30 dwellings. The excavated sandstone wall of the former quarry is evident to the rear of the properties, although it is not highly visible from Avenue Road itself.



*Left and middle: The quarry face to the rear of 65A Avenue Road
Right: The quarry rock face along the north of 71 Avenue Road*

Nos. 67, 67A and 69 Avenue Road located within the quarry site are listed in MLEP 2012, Schedule 5, Part 1, as heritage items I18 and I10 respectively for the architectural style of the buildings located on these sites. The heritage inventory sheet historical notes reference the location of the buildings within a former quarry.

Statutory Context

Applicable Heritage Registers	Finding
National Heritage List	NOT listed
Commonwealth Heritage List	NOT listed
Register of the National Estate	NOT listed
State Heritage Register	NOT listed
Section 170 Heritage and Conservation Register	NOT listed
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	NOT listed
Mosman Local Environmental Plan 2012	LISTED as a local heritage item (archaeological site)
Register of the National Trust NSW	NOT listed
Royal Australian Institute of Architects (RAIA) 20 th Century Register	NOT listed
Art Deco Society's Art Deco Building Register	NOT listed

Assessment of Significance

Criterion for Assessment : NSW Heritage Council's <i>Assessing Significance for Historical Archaeological Sites and Relics</i> (2009)	Finding
(a): an item is important in the course, pattern, of NSW's cultural or natural history (or the local area)	DOES NOT meet criterion on an archaeological standpoint, however DOES meet criterion for its associations with individuals, groups or events at the local level
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(c): an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area)	DOES NOT meet criterion
(d): an item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons (or the local area)	DOES NOT meet criterion on an archaeological standpoint, however DOES meet criterion for its associations with individuals, groups or events at the local level
(e): an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the local area)	DOES NOT meet criterion
(f): an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the local area)	DOES NOT meet criterion
(g): an item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places or cultural or natural achievements (or the local area)	DOES NOT meet criterion

Study Recommendation

- Remove Item A485 from Schedule 5, Part 3 Archaeological sites of MLEP 2012.
- Include the visible extent of the excavated quarry wall within nos. 65A, 69 and 71 Avenue Road as a general heritage item in Schedule 5, Part 1 Heritage items of MLEP 2012.

This recommendation is supported only in part. Refer to the Council report.

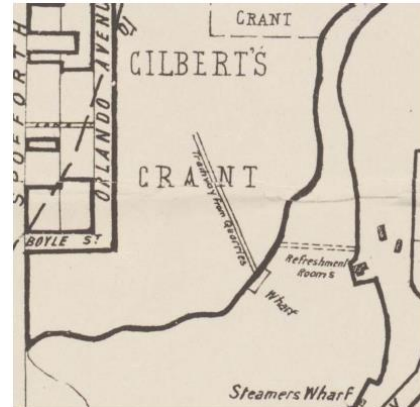


Extent of the excavated quarry wall within nos. 65A, 69 and 71 Avenue Road

Item A488: Site or former Harnett's quarry (Royalist Road)

Historical Background

Harnett's quarry was established in 1878 by Richard Harnett and Alexander Stuart on 16 acres of land on the western ridge above Mosman Bay, and operated by Robert Flew. Although located high on a ridge, the deep harbour of Mosman Bay was ideal to transport the stone throughout the colony. This was facilitated by the construction of a counterbalanced tramway between the quarry and wharf below. The quarry was seen as a potential catalyst for the development of Mosman as a residential suburb, and by 1889 the quarry closed as the land was seen as more valuable for housing.



*Left: East facing lithograph showing the quarry during its operation with tram tracks to wharf
Right: Excerpt from 1878 plan showing location of the quarry, tram and wharf*

The site today

The site of the former quarry, between Royalist Road and Harnett Avenue, is now occupied by residential development and zoned R3 Medium Density Residential under MLEP 2012. The western extent of the former quarry is evident by the excavated sandstone wall within nos. 11, 13 and 15 Royalist Road, the accessway from Royalist Road to these properties and part of Royalist Road itself, although it is not highly visible from Royalist Road itself. The land is occupied by multi-dwelling housing and a dwelling house (no. 13 is a vacant site). Part of the quarry wall has been carved out possibly to provide a suitable width for vehicle access to the apartments.



*Left: North facing view along the upper lip of the quarry wall
Right: North facing view of the base of the quarry-face from within the accessway to no. 11 Royalist Road.*

Statutory Context

Applicable Heritage Registers	Finding
National Heritage List	NOT listed
Commonwealth Heritage List	NOT listed
Register of the National Estate	NOT listed
State Heritage Register	NOT listed
Section 170 Heritage and Conservation Register	NOT listed
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	NOT listed
Mosman Local Environmental Plan 2012	LISTED as a local heritage item (archaeological site)
Register of the National Trust NSW	NOT listed
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(e): an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the local area)	DOES NOT meet criterion
(f): an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the local area)	DOES NOT meet criterion
(g): an item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places or cultural or natural achievements (or the local area)	DOES NOT meet criterion

Study Recommendation

- Remove Item A488 from Schedule 5, Part 3 Archaeological sites of MLEP 2012.
- Include the visible extent of the excavated quarry wall within nos. 11, 13 and 15 Royalist Road, the accessway from Royalist Road to these properties and part of Royalist Road itself, as a general heritage item in Schedule 5, Part 1 Heritage items of MLEP 2012.

This recommendation is supported only in part. Refer to the Council report.



Extent of the excavated quarry wall within nos. 11, 13 and 15 Royalist Road, the accessway from Royalist Road to these properties and part of Royalist Road itself