

33-37 Herbert Street, St Leonards

Historical Archaeological Assessment

Report to Aqualand St. Leonard
Development Pty Ltd

April 2026



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EXECUTIVE SUMMARY

Project overview

Artefact Heritage and Environment have been engaged by Aqualand St. Leonard Development Pty Ltd (the Applicant) to prepare a Historical Archaeological Assessment for the development proposal at 33-37 Herbert Street, St Leonards (the study area). The development proposal would include the construction of a mixed-use development. The development proposal has been declared State Significant Development (State Significant Development–8851 1459) under the *Environmental Planning and Assessment Act 1979*.

This Historical Archaeological Assessment provides a detailed assessment of archaeological potential and significance, identifies potential development impact on significant archaeological resources and provides recommendations for the mitigation of potential impacts.

Approval pathway

The development proposal has been declared State Significant Development (State Significant Development–8851 1459) under the *Environmental Planning and Assessment Act 1979*. The Secretary’s Environmental Assessment Requirements issued on 21 August 2025 outline that Environmental Heritage, including a Historical Archaeological Assessment, would be required to inform the Environmental Impact Statement for the development proposal. This report meets the Historical Archaeological Assessment requirement for Item 23 of the project Secretary’s Environmental Assessment Requirements:

SEAR	Supporting Documentation	Response / Location in Report
23. Environmental Heritage Where there is potential for direct or indirect impacts on environmental heritage, provide a Statement of Heritage Impact and Archaeological Assessment (where required), in accordance with the relevant guidelines.	- Statement of Heritage Impact - Archaeological Assessment	This report meets the Archaeological Assessment requirement for Item 23 of the project SEARs.

The Historical Archaeological Assessment is submitted to the Department of Planning, Housing and Infrastructure in support of the State Significant Development application.

Summary of findings

This Historical Archaeological Assessment has made the following conclusions:

- The study area is not listed on any statutory or non-statutory heritage registers
- The study area is located within 500 m of eight Willoughby Local Environmental Plan 2012 listed items:

Heritage items:

- Industrial building (including surviving industrial elements) (LEP no. I1)
- House (including original interiors) (LEP no. I154)
- Commercial building (LEP no. I1033)
- Orthotics Building (LEP no. I244)

- Resident Medical Officers (RMO) Building-known as Vanderfield Building (including original interior) (LEP no. I242)
- Pavillion Wing Building, Block 1A (including original interiors) (LEP no. I241)
- Pavillion Wing Building, Block 1B (including original interiors) (LEP no. I240)
- Anstro, Body Protein Building (including original interiors) (LEP no. I243).

Heritage Conservation Areas:

- Naremburn (LEP no. C8).
- The development proposal would not be located within a heritage item curtilage. For this reason, the development proposal would not cause any physical impacts to any built heritage items or Heritage Conservation Areas, resulting in **no physical impact**
- The study area has **Nil-Low** potential to contain archaeological resources that would not reach the threshold for significance at a Local level
 - The study area is unlikely to contain archaeological relics as defined by and protected under the NSW *Heritage Act 1977*
- Due to the Nil-Low potential for intact and *in situ* archaeological resources within the study area, it has been assessed that the proposal would result in **Neutral** impacts to significant historical archaeological resources
 - No impacts to State significant archaeology are expected during the proposal.

Recommendations and mitigation measures

Based on the development proposal and the findings of this Historical Archaeological Assessment, it is recommended that the following mitigation measures are implemented prior to and during the development proposal which requires bulk excavation works.

Heritage Management Ref.	Mitigation Measure	Description
Historical Archaeology		
NAH1	Unexpected Finds Procedure	This assessment has identified that the study area has no potential to contain archaeological 'relics' and Nil-Low potential for archaeological works. Therefore, the project must continue under an Unexpected Finds Procedure. Example Unexpected Finds Procedure content is outlined below for consideration during preparation of the Unexpected Finds Procedure: • If archaeological resources are identified during any stage of the project, works in the area must cease, the area adequately protected, and a suitably qualified archaeologist notified so as to carry out more detailed investigation and assessment • If the archaeological assessment determined that the remains are 'relics' in the meaning of the Heritage Act, the Department of Climate Change, Energy, the Environment and Water must be notified about the discovery of relics in accordance with Section 146 of the NSW <i>Heritage Act 1977</i>. Further approval/s may be required to allow the works to proceed.

General

A heritage induction should be prepared for the project:

NAH2

Heritage
Induction

- All staff involved in the proposed works, including design professionals and tradespeople, must receive a heritage induction prior to the commencement of works. The heritage induction should cover the historical values of the site and the potential for the project to encounter significant archaeological resources, and its potential impact on the surrounding heritage items
- The induction should make contractors aware of the recommendations and mitigation methods included in this report, including the procedure to follow in the event that an unexpected archaeological find is encountered. Clear lines of communication must be established for the reporting of any such finds and for procedures to be rapidly implemented.

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LIST OF ABBREVIATIONS

Abbreviations used in this report include:

AHC	Australian Heritage Commission
CHS	Comprehensive Heritage Study
CMP	Conservation Management Plan
DCP	Development Control Plan
EPBC Act	Environment Protection and Biodiversity Conservation Act 1999
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
HCA	Heritage Conservation Area
HDCP	Hornsby Development Control Plan 2013
HLEP	Hornsby Local Environmental Plan 2013
HNSW	Heritage New South Wales
HSC	Hornsby Shire Council
ICOMOS	International Committee on Monuments and Sites
LEP	Local Environmental Plan
LGA	Local Government Area
NLA	National Library of Australia
NPWA	National Parks and Wildlife Act 1974
NPWS	National Park and Wildlife Service
SHR	State Heritage Register
SLNSW	State Library of NSW
SREP	Sydney Regional Environmental Plan
SREP-20	Sydney Regional Environmental Plan No. 20 Hawkesbury-Nepean River (No. 2-1997)

1.0 INTRODUCTION

1.1 Project background

Artefact Heritage and Environment (Artefact Heritage) have been engaged by Aqualand St. Leonard Development Pty Ltd (the Applicant) to prepare a Historical Archaeological Assessment for the development proposal at 33-37 Herbert Street, St Leonards (the study area). The development proposal would include the construction of a mixed-use development, as detailed in Section 5.2.

The development proposal has been declared State Significant Development (SSD–8851 1459) under the *Environmental Planning and Assessment Act 1979* (EP&A Act). The Secretary’s Environmental Assessment Requirements (SEARs) issued on 21 August 2025 outline that Environmental Heritage, including a HAA, would be required to inform the Environmental Impact Statement (EIS) for the development proposal. This report has been prepared to meet the HAA requirement for Item 23 of the project SEARs:¹

Table 1: SEAR Item 23 for the project

SEAR	Supporting Documentation	Response / Location in Report
23. Environmental Heritage Where there is potential for direct or indirect impacts on environmental heritage, provide a Statement of Heritage Impact and Archaeological Assessment (where required), in accordance with the relevant guidelines.	- Statement of Heritage Impact - Archaeological Assessment	This report meets the Archaeological Assessment requirement for Item 23 of the project SEARs.

1.2 Study area

The study area is located at 33 (Lot 1 and 2 DP 744175) and 37 (Lot 1 DP 115615) Herbert Street, St Leonards, NSW (Figure 1). The study area is within the Willoughby LGA and the Parish of Willoughby, within the County of Cumberland. The study area is within the boundaries of the Metropolitan Local Aboriginal Land Council (LALC) and is within the land of the Cammeraygal people. The study area is approximately 5,918.7 m² (0.59 hectares) of commercially developed land bounded by Ella Street to the north, the North Shore railway corridor to the east, residential development to the south, and Herbert Street to the west.

¹ NSW Government, Planning Secretary’s Environmental Assessment Requirements, Application number: SSD-88511459, Project name: 33-37 Herbert Street St Leonards HAD Housing.

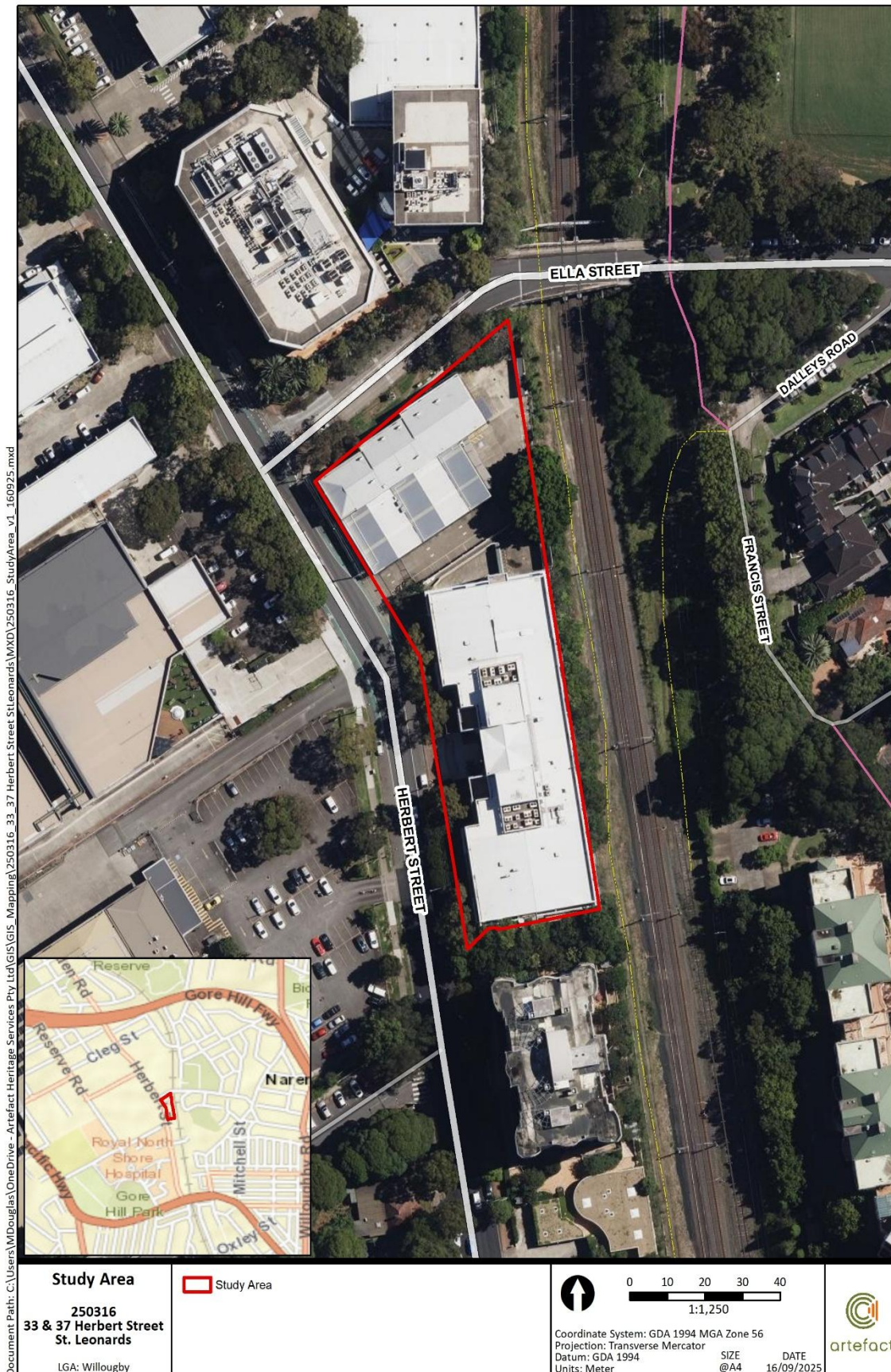


Figure 1: Location of the study area

1.3 Approach and methodology

This HAA provides a detailed assessment of archaeological potential and significance, identifies potential development impact on significant archaeological resources arising from the works, and offers recommendations to mitigate any impacts while enabling the required project outcomes.

This report has been prepared in consideration of relevant state and federal heritage legislation, including the following:

- *Environmental Protection and Biodiversity Conservation Act 1999*
- *NSW Heritage Act 1977* (Heritage Act)
- *NSW EP&A Act*

This report was informed by a review of the following existing documentation:

- Heritage NSW databases including the SHR, Local Environmental Plans (LEPs) and Section 170 (s170) Heritage & Conservation Register listings, and non-statutory heritage databases such as the Register of the National Trust and the National Trust of Australia (NSW)
- Existing heritage studies and reports for the study area and locality
- Background historical literature including local history studies and resources, primary historical records and aerial photography.

The methodology and terminology used in the preparation of this report has been informed by the relevant heritage guidelines and standards, including:

- *Burra Charter* (Australian ICOMOS)
- *Assessing heritage significance: Guidelines for assessing places and objects against the Heritage Council of NSW criteria* (Department of Planning and Environment, 2023)
- *Guidelines for preparing a statement of heritage impact* (Department of Planning and Environment, 2023)
- *Material Threshold Policy* (Department of Planning and Environment, 2022)
- *Guidelines for preparing an Archaeological Assessments*
- *Historical Archaeology Code of Practice*.

1.4 Authorship

This report was prepared by Amanda Bie Wojcik (Graduate Heritage Consultant) and Jonny Love (Senior Heritage Consultant). The Aboriginal historical background was prepared by Dr Stephen Gapps (Senior Associate – Historian), with mapping input provided by Mike Douglas (GIS Officer). Sarah-Jane Zammit (Senior Associate, Built Heritage) provided technical input and Jenny Winnett (Technical Director) managed Quality Assurance review.

A summary of the authors, contributors and their roles are provided below in Table 2.

Table 2: Summary of authors and contributors

Authors and Contributors	Qualifications	Experience	Tasks
Jenny Winnett (Technical Director)	Bachelor of Arts (Honours I), University of Sydney and University of Glasgow	17+ years	• Quality control • Technical support
Mike Douglas (GIS Officer)	Bachelor of Arts North American Archaeology Master of Science Geology Master's Certificate in GIS Science	20+ years	• Preparation of mapping • GIS support
Sarah-Jane Zammit (Senior Associate)	PhD Candidate, Masters in Heritage Conservation, Masters in Architecture, Bachelor of Arts in Architecture	14+ years	• Report preparation • Technical input and support
Dr Stephen Gapps (Senior Associate–Historian)	Bachelor of Arts (Hons), History Master of Applied History PhD History	20+ years	• Background Histories
Jonny Love (Senior Heritage Consultant)	Bachelor of Archaeology Master of Research (MRes) (Archaeology)	4+ years	• Project management • Archaeological survey • Report preparation
Amanda Bie Wojcik (Graduate Heritage Consultant)	Bachelor of Archaeology	1+ years	• Background research • Report preparation

1.5 Limitations

This report uses historical documentation prepared by third-party heritage professionals. Desktop historical research has been undertaken to supplement this existing information.

The maps in this report are for informational purposes only and are not suitable for and were not prepared for legal, engineering, or surveying purposes. Users of this information should review or consult the primary data and information sources to ascertain the usability of the information. The register searches undertaken for this report are current only to the date a particular register was searched. In the normal course of events, items are added to or removed from heritage registers and users of this report should check that sites have not been added to or removed from a particular register since the date the register was searched.

The significance assessment made in this report is a combination of both facts and interpretation of those facts in accordance with a standard set of assessment criteria. It is possible that another professional may interpret the historical facts and physical evidence in a different way. A summary of the statutory requirements regarding heritage is provided in this report. This is made on the basis of Artefact's experience of working with the NSW heritage system and does not purport to be legal advice.

It should be noted that legislation, regulations and guidelines change over time and users of this report should satisfy themselves that the statutory requirements have not changed since the report was written.

This report does not assess Aboriginal cultural heritage.

2.0 LEGISLATIVE CONTEXT

2.1 Statutory context

In relation to historical archaeology, the site/study area is subject to the following statutory and non-statutory controls:

- *Heritage Act 1977 (NSW)*²
- *Environmental Planning and Assessment Act 1979*³
 - *Willoughby Local Environmental Plan 2012*
 - *North Sydney Local Environmental Plan 2013.*

2.2 Heritage Act 1977

The NSW *Heritage Act 1977* (Heritage Act) provides protection for items of 'environmental heritage' in NSW. 'Environmental heritage' includes places, buildings, works, relics, movable objects or precincts considered significant based on historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic values. Items considered to be significant to the State are listed on the SHR and cannot be demolished, altered, moved or damaged, or their significance altered without approval from the Heritage Council of NSW.

2.2.1 'Relics' Provision

The Heritage Act provides additional protection for archaeological remains through the operation of the 'relics' provisions. The primary aim of an archaeological significance assessment is to identify whether an archaeological resource, deposit, site or feature is of cultural value and therefore, considered to be a 'relic'.⁴

The Heritage Act defines a relic as any deposit, artefact, object or material evidence that:

-
- a. *relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and*
 - b. *is of local or State significance*
-

The Heritage Council and Heritage NSW have also produced guidelines which defines relics as an object, artefact, or chattel. The Heritage Council of NSW defines chattel as:⁵

² NSW Heritage Act 1977 <https://legislation.nsw.gov.au/view/html/inforce/current/act-1977-136>.

³ *Environmental Planning and Assessment Act 1979* <https://legislation.nsw.gov.au/view/html/inforce/current/act-1979-203>.

⁴ Office of Environment and Heritage (OEH) (former), Heritage Division, 2009. Assessing Significance for Archaeological Sites and 'Relics', 4.

⁵ Heritage Council of New South Wales, Assessing Significance for Historical Archaeological Sites and 'Relics', accessed <https://www.environment.nsw.gov.au/-/media/OEH/Corporate-Site/Documents/Heritage/assess-significance-historical-archaeological-sites-relics.pdf> (6 December 2023).

A relic can, in some circumstances, become part of the land and be regarded as a fixture (a chattel that becomes permanently affixed to land).

In accordance with Section 139, it is an offence to disturb or excavate land, where this may affect a relic, without an excavation permit under section 140 of the Heritage Act, unless an excavation permit exception is issued for works that are minor in nature, require monitoring or test excavation.⁶

The discovery of unexpected relics, must be reported to Heritage Council under Section 146 of the Act:

(a) within a reasonable time after he or she first becomes aware or believes that he or she has discovered or located that relic, notify the Heritage Council of the location of the relic, unless he or she believes on reasonable grounds that the Heritage Council is aware of the location of the relic, and

(b) within the period required by the Heritage Council, furnish the Heritage Council with such information concerning the relic as the Heritage Council may reasonably require.

In addition to relics, remnants of historical structures may possess research value and are considered to be 'works'. 'Works' may be buried, and therefore archaeological in nature, however, exposure of a 'work' does not necessarily trigger a requirement to obtain an excavation permit under the Heritage Act. Works are typically fixed to the land and are generally structural remains.

Examples of 'works' include:

- Former road surfaces or pavement and kerbing.
- Evidence of former drainage infrastructure
- Building footings associated with former infrastructure facilities.

The Heritage Council of NSW, or its Delegate, issues Excavation Permits under Section 141 of the Heritage Act for relics not listed on the SHR, or Approvals under Section 63 for impacts to archaeology within SHR curtilages. An application for an Excavation Permit or Approval must be supported by an Archaeological Research Design (ARD) and Archaeological Assessment prepared in accordance with the NSW Heritage archaeological guidelines. Minor works that would have a minimal impact on archaeological relics may be granted an Exception under Section 139 (4) of the Heritage Act.

If the proposal is subject to Division 4.7 or Division 5.2 (SSD or State Significant Infrastructure) provisions of the EP&A Act, Excavation Permits or Approvals are 'turned off' for works. However, the reporting and notification provisions of the Heritage Act (Section 146) continue to apply.

2.2.2 State Heritage Register

The SHR was established under Section 22 of the Heritage Act and is a list of places and objects of particular importance to the people of NSW, including archaeological sites. The SHR is administered

⁶ Refer to order published in the NSW Government Gazette
https://gazette.legislation.nsw.gov.au/so/download.w3p?id=Gazette_2022_2022-59.pdf.

by Heritage NSW and includes a diverse range of over 1,500 items, in both private and public ownership. To be listed, an item must be deemed to be of heritage significance for the whole of NSW. For works to an SHR item, a Section 60 application must be prepared for works that are not exempt under Section 57(2) of the Heritage Act. However, it should be noted that where projects are managed under a State Significant Development (SSD) or State Significant Infrastructure (SSI) approval pathway, the normal requirements for approval under Section 60 of the Heritage Act are not applicable, with the exception of notification requirements.

To carry out activities within the curtilage of an item listed on the SHR, approval must be gained from the Heritage Council by securing a Section 60 permit. In some circumstances, under Section 57(2) of the Heritage Act, a Section 60 permit may not be required if works are undertaken in accordance with the NSW Heritage branch document Standard Exemptions Guidance Document.

There are **no** items listed on the SHR within the study area.

A summary of SHR listed items within 500 m of the study area is outlined below:

- Gore Hill Memorial Cemetery (SHR no. 01491) (State).

2.2.3 Section 170 registers

Under the Heritage Act all government agencies are required to identify, conserve and manage heritage items in their ownership or control. Section 170 (s170) requires all government agencies to maintain a Heritage and Conservation Register that lists all heritage assets and an assessment of the significance of each asset. They must also ensure that all items inscribed on its list are maintained with due diligence in accordance with State Owned Heritage Management Principles approved by the Government on advice of the NSW Heritage Council. These principles serve to protect and conserve the heritage significance of items and are based on NSW heritage legislation and guidelines.

There are **no** heritage items listed on a s170 heritage register within the study area.

2.3 Environmental Planning and Assessment Act 1979 (NSW)

The *Environmental Planning and Assessment Act 1979* (EP&A Act) establishes the framework for cultural heritage values to be formally assessed in the land use planning and development consent process. The EP&A Act requires that environmental impacts are considered prior to land development; this includes impacts on cultural heritage items and places as well as archaeological sites and deposits.

The EP&A Act also requires that local governments prepare planning instruments (such as Local Environmental Plans and Development Control Plans [DCPs]) in accordance with the EP&A Act to provide guidance on the level of environmental assessment required.

- The study area is within the boundaries of the Willoughby LEP 2012
- The study area is within the vicinity of the North Sydney LEP 2013.

When a project is approved as an SSD or SSI under s5 of the EP&A Act, the conditions and provisions of other state and local instruments are turned off and approved works are undertaken in accordance with relevant Instruments of Approval.

2.3.1 Willoughby Local Environmental Plan 2012

The study area is within the boundaries of the Willoughby LEP 2012. Heritage items listed on the Willoughby LEP 2012 are managed in accordance with the provisions of Section 5.10 Heritage Conservation of this LEP. Under Clause 5 of this section of the Willoughby LEP 2012:⁷

The consent authority may, before granting consent to any development:

(a) on land on which a heritage item is located, or

(b) on land that is within a heritage conservation area, or

(c) on land that is within the vicinity of land referred to in paragraph (a) or (b),

require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.

There are **no** items listed under Schedule 5 of the Willoughby LEP 2012 within the study area.

A summary of heritage items and Heritage Conservation Areas (HCAs) listed under Schedule 5 of the Willoughby LEP 2012 within 500 m of the study area is outlined below:

Heritage items:

- House (including original interiors) (LEP no. I154) (Local)
- Industrial building (including surviving industrial elements) (LEP no. I1) (Local)
- Gore Hill Memorial Cemetery (LEP no. I148) (State)
- Pavilion Wing Building, Block 1B (including original interiors) (LEP no. I240) (Local)
- Orthotics Building (including original interiors) (LEP no. I244) (Local)
- Resident Medical Officers (RMO) Building—known as Vanderfield Building (including original interiors) (LEP no. I242) (Local)
- Pavilion Wing Building, Block 1A (including original interiors) (LEP no. I241)
- Anstro–Body Protein Building (including original interiors) (LEP no. I243) (Local).

HCAs:

- Naremburn (LEP no. C8).

2.3.2 North Sydney Local Environmental Plan 2013

The study area is within the vicinity of the North Sydney LEP 2013. Heritage items listed on the North Sydney LEP 2013 are managed in accordance with the provisions of Section 5.10 Heritage Conservation of this LEP.

⁷ NSW Government, NSW Legislation, Willoughby Local Environmental Plan 2012, 5.10: Heritage Conservation.

A summary of heritage items listed under Schedule 5 of the North Sydney LEP 2013 within 500 m of the study area is outlined below:

- Commercial building (LEP no. I1033) (Local).

2.4 Summary of heritage listings

A search of all relevant heritage registers was undertaken in October 2025. The study area is not located within the curtilage of any heritage listed items. A summary of the heritage listings within 500 m of the study area is outlined in Table 3. Heritage item curtilages and their location relative to the study area is illustrated in Figure 2.

Table 3: Summary of statutory register search results within 500 m of the study area

Item name	Listing ID	Significance	Distance to study area
SHR and Willoughby LEP 2012			
Gore Hill Memorial Cemetery	SHR no. 01491 LEP no. I148	State	~480 m southwest
Willoughby LEP 2012			
<u>Heritage items</u>			
House (including original interiors)	LEP no. I154	Local	~155 m east
Industrial building (including surviving industrial elements)	LEP no. I1	Local	~315 m northwest
Pavilion Wing Building, Block 1B (including original interiors)	LEP no. I240	Local	~295 m south
Orthotics Building (including original interiors)	LEP no. I244	Local	~325 m south
Resident Medical Officers (RMO) Building—known as Vanderfield Building (including original interiors)	LEP no. I242	Local	~365 m south
Pavilion Wing Building, Block 1A (including original interiors)	LEP no. I241	Local	~340 m south
Anstro—Body Protein Building (including original interiors)	LEP no. I243	Local	~330 m south
<u>HCA's</u>			
Naremburn	LEP no. C8	Local	~295 m southeast
North Sydney LEP 2013			
Commercial building	LEP no. I1033	Local	~395 m south



Figure 2: Heritage item curtilages within 500 m of the study area

3.0 HISTORICAL BACKGROUND

3.1 Aboriginal histories

3.1.1 Sydney region

Many Aboriginal people, like other Indigenous or First Nations people around the world, say they have been living on Country for ‘time immemorial’ – that they have always been here, and their origins lie in the creation of the land and animals. As Elder Aunty Jenny Munro expresses:

‘...from time immemorial, we believe as Aboriginal people, Australia has been here from the first sunrise, our people have been here along with the continent, with the first sunrise. We know our land was given to us by Baiami, we have a sacred duty to protect that land’

Over the last few decades, archaeologists’ knowledge of deep human time in Australia has expanded from just a few thousand years in the 1950s, to 25,000 years in the 1960s, then 40,000 years, to now around 60,000 years or more.⁸

Archaeological evidence of Aboriginal people living in the Sydney region from Shaw’s Creek west of the Dyarubbin (Nepean) River is dated at around 14,000 years ago and numerous other sites in the area have been dated at around 15,000 ago. While Cranebrook Terrace, near Penrith in Western Sydney, has been dated to 41,700 years and a site near Parramatta at 30,000 years old, there is growing consensus among archaeologists and historians that people have lived across the Sydney region from around 50,000 years ago.⁹

Prior to colonisation, Aboriginal people in the relatively resource rich Sydney region lived in extended family groups estimated at around 30 to 50 people. These groups were associated with certain territories or places that gave clan members particular social and economic rights and obligations. Each of the estimated 30 clans in the Sydney region had a name often associated with a place or resource such as the Cabro (Gabra) gal (people) at modern day Cabramatta. Clan groups moved around a defined area in response to changing seasons and the availability of food and other resources. European observers mistakenly took this as a nomadic lifestyle, when in fact they moved around a ‘limited and deeply known’ area.

Given the devastating impact of violent dispossession and disease upon Aboriginal people in the Sydney region during colonisation, the precise identification of language groups and historical traditional lands or Country for a given area is often difficult today. However, it is widely accepted that the Cammeraygal people lived in the St Leonards area.

⁸ Belshaw, Nickel & Horton, 2020. ‘Histories of Indigenous Peoples and Canada’; Griffith, 2018, *Deep Time Dreaming*, p. 112; Karskens, The Colony. A history of early Sydney, 2009, p 25. Munro in Currie, *An Aboriginal history of Willoughby*, 2008, p. 4.

⁹ Attenbrow, 2010, *Sydney’s Aboriginal past*, pp 18-20; Nanson, Young & Stockton, 1987, ‘Chronology and palaeoenvironment of the Cranebrook Terrace’, p. 77; Williams, et al., 2017, ‘The Cranebrook Terrace revisited’, pp 100-109; Attenbrow, 2012, ‘Archaeological evidence of Aboriginal life in Sydney’. See Williams et al., 2012, ‘A terminal Pleistocene open site on the Hawkesbury River’ for comparison of site ages along Dyarubbin. Karskens, Burnett & Ross are confident that ‘Aboriginal people were living on Dyarubbin/ the Nepean River as long as 50,000 years ago’ (2017, ‘Traces in a Lost Landscape’, p. 4).

3.1.2 From Cammeraygal to Garigal – Aboriginal people from the north shore to Broken Bay

The present-day suburbs of Sydney's North Shore including Chatswood sit on ridgelines and spurs with creeks and rivers that over millennia gouged their way through sandstone and ran into Sydney Harbour. Other waterways fed from the ridgelines empty into Middle Harbour and the Lane Cove River. Before the British colonists arrived and began clearing the trees, these creeks and rivers had created sheltered environments for plants and animals. It was in these areas where Aboriginal people lived for thousands of years, with the often exposed ridgelines and sandstone outcrops more likely to have been travelling and hunting routes and ceremonial areas.

Along with the creeks and rivers, the coastline to the north of Sydney offered areas of abundant saltwater resources from present day Manly through the Northern Beaches up to the southern shores of Broken Bay. A variety of fish were caught and rock oysters, cockles, mussels and clams were also consumed, opened either with a thumbnail or stone oyster hammer. Shell middens can still be seen in many places on the north shore and Northern Beaches.

Inland, there were fruits, seeds, nuts, grains and nectars and rhizomes and tubers would have been important components of the staple diet for Aboriginal people. Some parts of plants would have required special preparation to remove any poisons, but the seeds of all native grasses are edible. The Melaleuca tree's paper-like bark was used as shelter, wrapping, containers and fire lighting.¹⁰

While the coastal foreshores, beaches and coves were prolific food sources, the forests inland were less used. David Collins noted that 'the woods, exclusive of the animals which they occasionally find in their neighbourhood, afford them but little sustenance; a few berries, the yam and fern-root, the flowers of different banksia, and at times some honey, make up the whole vegetable catalogue'.¹¹ Collins overstates the distinction, but there was certainly a difference between inland Country and the economies of Aboriginal groups like the Cammeraygal, whose territories included foreshores.

In 1791 John Hunter described how Aboriginal burning the ground on the north side of the harbour, opposite the settlement', was a practice 'constantly' done when the weather was dry. 'Firestick farming' was the practice of burning land to create new green shoots and thereby attract kangaroos for hunting, but fire was also used to control undergrowth and prevent larger bushfires (Figure 3).¹²

Men used wooden spears and women wooden digging sticks - two of the most important possessions of Aboriginal people in the pre-colonial past. The other vitally important items for coastal women were fishing lines and fish hooks. Watkin Tench was especially impressed: 'the fish hooks are chopped with stone out a particular shell, and afterwards rubbed until they become smooth...considering the quickness with which they are finished the excellence of the work, if it be inspected, is admirable' (Figure 4).¹³

Due to the predominance of relatively soft sandstone in the northern Sydney region, hard stone used for axes and scrapers in particular, was traded from areas such as the basalt gravel beds along the Nepean River. Trading was extensive and far-reaching. Silcrete from an outcrop near present day Plumpton Ridge on the Cumberland Plain in Sydney's west and mudstone from the Hunter Valley or near Warragamba dam have been found in Sydney's north. Numerous grinding grooves for

¹⁰ Currie 2008: 10-15.

¹¹ Collins 1789.

¹² Hunter 1793: 361.

¹³ Tench 1789: 284.

sharpening stone can still be found in the northern suburbs of Sydney in close proximity to water sources or waterholes.¹⁴

In the present-day Willoughby LGA, the earliest archaeological evidence of occupation appears around 6,000 years ago, at around the time sea levels stabilized to near present day levels. A small quantity of stone artefacts from an excavation of a midden site at Castle Cove in Middle Harbour were analysed and have been dated to around 1,650 years ago. Quartz, quartzite and silcrete were being modified for use as tools and one quartzite artefact found had a retouched edge and traces of resin indicating hafting onto a wooden handle. The shellfish retrieved from this site were mainly Sydney cockles, rock oysters, hairy mussels and the spiny oysters.¹⁵

Along the ridges particularly behind the Northern Beaches there are large flat sandstone outcrops that still today have many significant engravings. Many, such as the cluster of engravings at 'Whale Rock' near Mona Vale Road, are located in prominent locations over the surrounding area with views to the north and south, demonstrating the connection between the 'Saltwater people' of the area and the surrounding region. Their locations on the ridge lines and the inclusion of mounds (footprints) suggests connections between the engravings that have been called 'ancestral pathways'.¹⁶

Today, there is significant remaining historical and archaeological evidence of the presence of Aboriginal people across the Northern Sydney region. An extensive Aboriginal pathway on the north shore probably became the route of the Pacific Highway of today and there was a 'well-marked pathway' that led from Manly via Chatswood to Pittwater. Warringah (Warringah) – noted in the 19th century as Middle Cove - is one of many Aboriginal words that remain in place names in the area. Others such as Turranburra have been replaced (Lane Cove River) but the names survive in historical records.¹⁷

Rock images in the northern Sydney region include kangaroos, wallabies and emus. People and spiritual beings are also commonly represented along with tools and weapons such as spears, shields, digging sticks and boomerangs. Large engravings of the great sky spirit Baiami, his wife Birrahgnooloo and his son, alternatively known as his brother, Daramulan, can be found across the Sydney region with remarkable sites within the Ku-ring-gai Chase National Park.

Charcoal and ochre artworks are often found in rock overhangs and shelters, where they often remain well preserved. Drawings and stencils in charcoal and red, white and yellow ochre are common at sites in the lower north shore. These include white ochre fish and hand stencils, a red ochre eel, charcoal drawings of spirit figures and many others the subjects of which are no longer distinguishable. A source of high quality red and white ochre is known at North Head; however, exactly what sources were used by which clans is not known. Trading of high-quality ochre was common between clans and previous studies have shown that, like stone and other geographically specific resources, ochre can be traded over long distances.¹⁸

In the Warringah, Willoughby, Lane Cove and North Sydney Local Government areas alone there are today approximately 1,000 Aboriginal sites including middens, rock engravings, axe grinding grooves, carved trees and stone arrangements. Several engravings depicting sharks can be found in the lower north shore of Sydney, suggesting that these animals may have been particularly important to the Cammeraygal, and may have been a food source. Whales, fish and stingrays are also commonly depicted in rock engravings in the surrounding North Shore and Northern Beaches areas.

¹⁴ Currie 2008: 15.

¹⁵ Attenbrow 2005: 19; Currie 2008: 15-16.

¹⁶ Kellerher Nightingale 2015: 34; Symons and Welsh 2021, Pers. Comm.

¹⁷ Currie 2008 :69; Karskens 2015; Larmer 1898 [1832]: 223-229.

¹⁸ Currie 2008: 50.

In fact, as North Sydney Historian Ian Hoskins notes, 'North Sydney's foreshore areas have some of the finest cultural sites on the lower north shore' with hand stencils and drawings still visible in caves and rock shelters. Two major engravings on Berry Island depict a large sea creature – possibly a fish or a whale. Nearby this is a small hollowed out rock basin with grinding grooves and an engraving on a sandstone platform near Balls Head shows a large whale or fish with a human figure inside. According to a Bundjalung man from the north coast of NSW the man inside the whale 'is a clever fella' and the whale engraving was 'a place of ceremonies, a place where the whales were sung into the shore'.¹⁹

3.1.2.1 Cammeraygal

After the massive dispossession of Country by the British colonists from 1788 and the smallpox epidemic of 1789, traditional Aboriginal society was decimated. Few historical records by early colonisers are accurate or reliable, often misunderstanding Aboriginal culture and land tenure. 'Cammeray' is the name of the area to which the people belonged, and the addition of 'gal' refers to the people from that place. The Cammeraygal clan group may have taken their name from the *camy*, a common term for a spear in the Sydney area (they were regarded as a fierce and war-like clan).

While it is difficult to determine precisely, the Cammeraygal people have been associated with Country around what is now known as Willoughby, Lane Cove, Ku-ring-gai and North Sydney Council areas as well as Mosman. Governor Arthur Phillip rather vaguely noted that the Cammeraygal (Gammeraigal) inhabited 'the north west side of Port Jackson'. North Sydney Historian Ian Hoskins notes this is 'now thought to extend from Cremorne in the east, to Woodford Bay in the west, and probably to Middle Harbour which forms a natural boundary to the north'. Phillip also referred to a group called the Wallumedegal as occupying the 'opposite shore' (to Sydney Cove). Hoskins and others consider the Wallumedegal clan group to have extended from Lane Cove westward to Parramatta and the Borogegal clan to have lived around Bradleys Head. Further to the north, it seems the Garigal lived on the southern edges of Broken Bay.²⁰

There has long been confusion around the language spoken on the north shore of Sydney Harbour (as elsewhere across Sydney, the colonists often misinterpreted Aboriginal people or failed to ask pertinent questions). As Jessica Currie notes in her history of the area around Willoughby, *Bo-ra-ne Ya-goo-na Par-ry-boo-go. Yesterday Today Tomorrow*, 'it has been long accepted that the Cammeraygal clan are part of the Guringai language nation, however, there are also claims that the Darug language extended through this area.' The 2015 Aboriginal Heritage Office report 'Filling a void – Guringai language review' notes that the first use of the word 'Guringai' was in 1892 and was based on a Hunter Valley group 'Gringai or Guringay' in an attempt to fill a void in language information to the north of Sydney. More recent research has identified Karikal or Garigal as the clan group associated with the southern side of Broken Bay. The term 'Kuringai' (Guringai) has now been rejected by the Aboriginal Heritage Office and other researchers.²¹

As Currie also notes, 'as the Aboriginal population in the Willoughby area was severely diminished following the British occupation in 1788, oral accounts of the Cammeraygal available to us today are all but non-existent.' Today, much of what we know about the traditional lives of Aboriginal people on the north shore of Sydney Harbour comes from the often imprecise and limited pens of colonial diarists such as Watkin Tench and David Collins.²²

¹⁹ Hoskins 2015: 6-7.

²⁰ Hoskins 2019: 3; Currie 2008: 33.

²¹ AHO 2015: 40-41; Currie 2008: 3; Attenbrow 2010: 22-25; Collins 1798: 453; Smith 2006: 10.

²² Currie 2008, p. 3.



Figure 3: Sketch by Joseph Lycett of Aboriginal men hunting wildlife and 'cleaning Country'²³

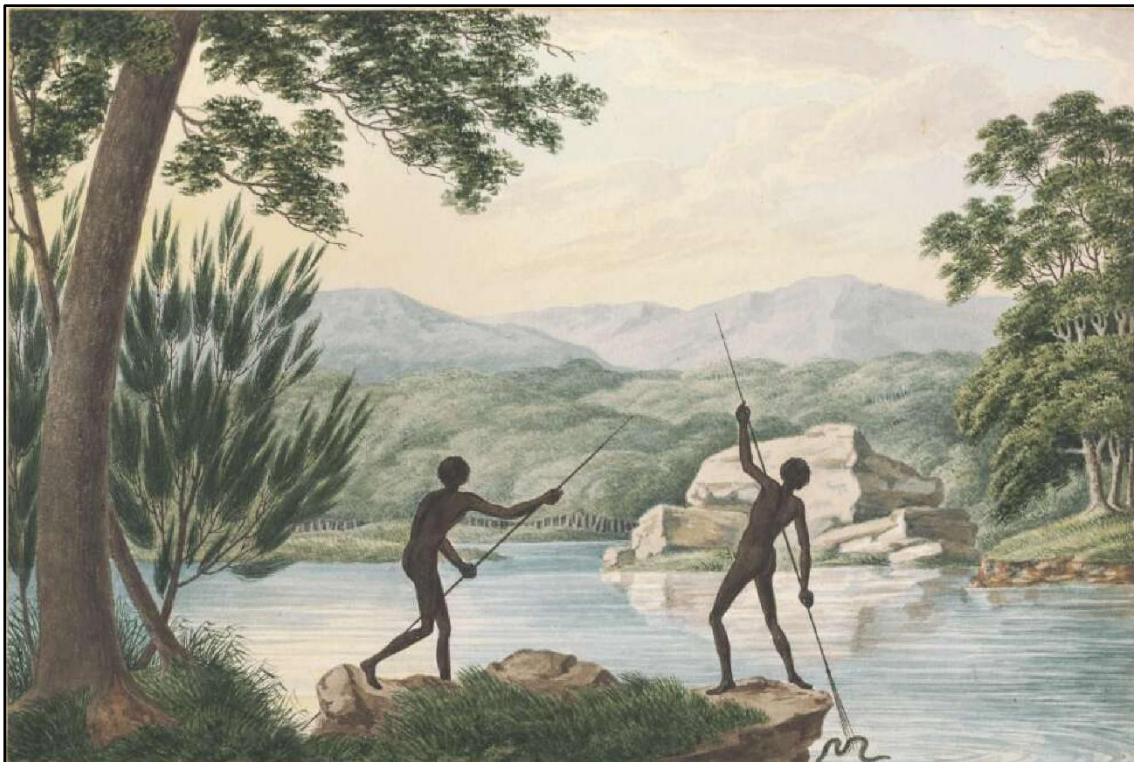


Figure 4: Sketch by Joseph Lycett of two Aboriginal men spearing eels, c. 1817²⁴

²³ The University of Newcastle, The Lycett Album ca. 1820: Aboriginal People of Newcastle and Lake Macquarie in European Colonial Art.

²⁴ Two Aboriginal Australian men fishing for eels, New South Wales, ca. 1817 [picture]/[Joseph Lycett], accessed <https://nla.gov.au/nla.obj-138499671/view> (24 April 2024).

3.2 Early European settlement

3.2.1 Sydney region – a British colony

The establishment of the British colony of New South Wales in 1788 marked the start of a penal settlement. Following the American War of Independence, Britain, grappling with social turmoil amid profound agricultural, industrial, and societal transformations, confronted the predicament of overcrowded prisons and prison ships. In the absence of a suitable destination for transporting convicts, the discovery and annexation of the east coast of Australia by Lieutenant James Cook in 1770 gained renewed significance. Sir Joseph Banks, a prominent botanist who had accompanied Cook on the voyage, ardently advocated for "Botany Bay" as an ideal location for a new British settlement and convict colony. Motivated by strategic and commercial considerations, the British government resolved to undertake this new settlement initiative.²⁵

The inaugural settlement, established in Sydney, comprised approximately 850 convicts, along with their Marine guards and officers, under the leadership of Governor Arthur Phillip. Arriving at Botany Bay in the "First Fleet" of nine transport ships accompanied by two small warships in January 1788, the settlers found the area unsuitable for habitation. For this reason, the British chose to establish the settlement at Sydney Cove (known as Port Jackson) where the first Governor's House was constructed (Figure 5 and Figure 6).

3.2.2 Sydney region – Aboriginal land with a British colony

The local Aboriginal people were increasingly displaced from Country following this European settlement and devastated by violent clashes and new diseases including what Aboriginal people called smallpox or galgala. Despite the massive death and disruption to Aboriginal lives across Sydney from the smallpox disease, in 1790s resistance warfare against the colonizers began largely under the leadership of the famous warrior Pemulwuy. At one-point settlers gathered 'what arms they could' and 'seven or eight' Aboriginal people were 'killed on the spot' in what was the first recorded massacre of Aboriginal people in the British colony. This 'constant sort of war' as one colonist described it, continued until Governor Macquarie ordered the now infamous military campaign across the Sydney region that ended in the Appin Massacre of April 17th, 1816.²⁶

Sydney Aboriginal society was not static and did not cease after contact with Europeans. Both material and cultural traditions of Aboriginal Sydney continued after the devastation to Aboriginal society, sometimes for example, by incorporating non-Aboriginal materials in traditional elements such as using glass and ceramics to make spear points and other tools. Twenty-nine engraved and pigment art sites have been dated to the period after European arrival. Some creation stories told to R. H. Mathews by Gandangarra people in 1901 were carried on for generations and survive today.²⁷

²⁵ Parliament of New South Wales, '1788 to 1810' - Early European Settlement, accessed <https://www.parliament.nsw.gov.au/about/Pages/1788-to-1810-Early-European-Settlement.aspx#:~:text=The%20first%20settlement%2C%20at%20Sydney,warships%2C%20in%20January%2C%201788> (12 December 2023).

²⁶ Gapps, 2018, *The Sydney Wars*, pp 125-155, 226-255.

²⁷ Irish & Gowan, 2013, '*Where's the evidence? The archaeology of Sydney's Aboriginal history*', p. 61. There are several sites in Western Sydney where flaked glass has been recorded, for example at Prospect and Oran Park (Artefact Heritage, 2022, 'Aspect Industrial Estate', p. 18). See also Goward, 2011, 'Aboriginal glass artefacts of the Sydney region'; Smith & Jennings, 2011, 'The petroglyphs of Gundungurra Country', P. 241.

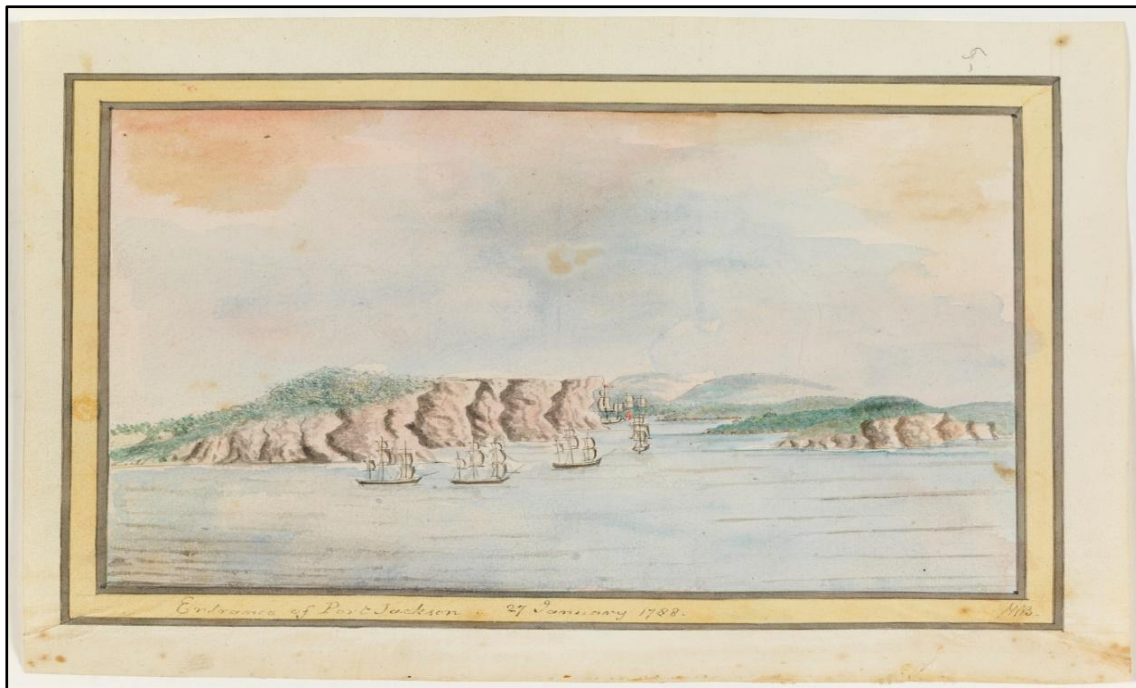


Figure 5: The British colony at the entrance of Port Jackson, 1788²⁸

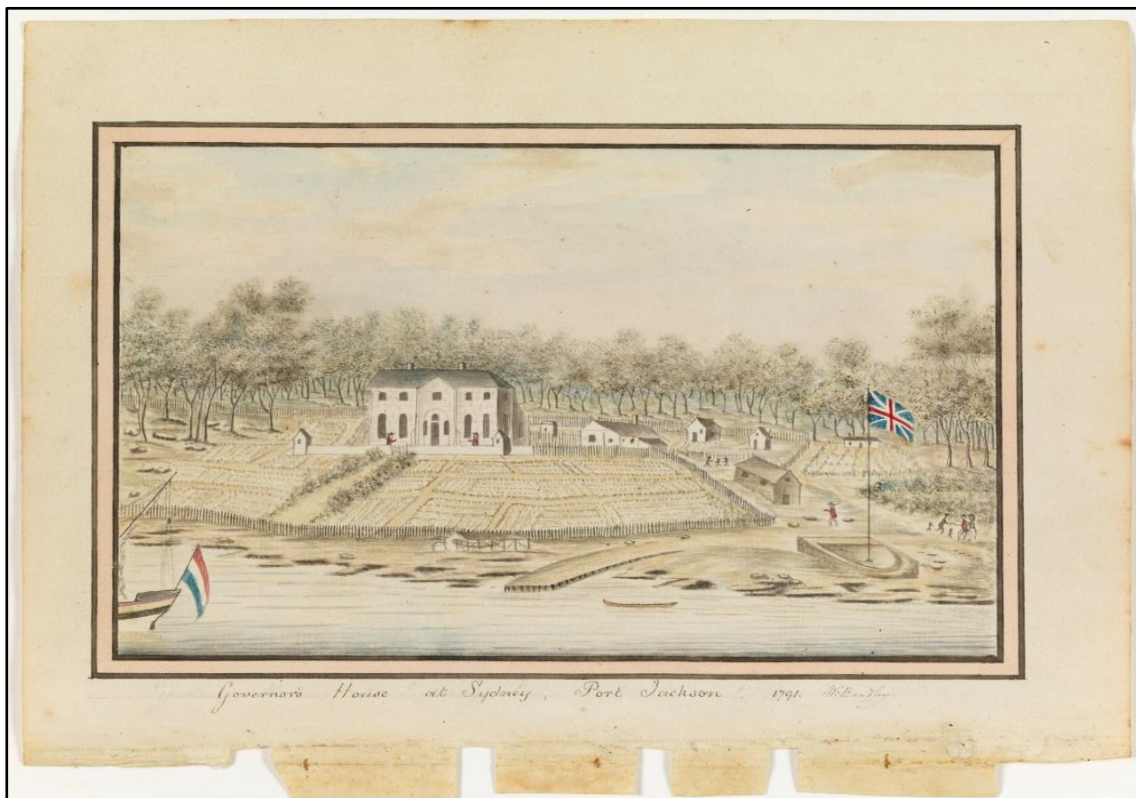


Figure 6: Governor's House at Sydney, 1791²⁹

²⁸ State Library New South Wales, William Bradley drawings from his journal 'A Voyage to New South Wales', ca. 1802, accessed <https://archival.sl.nsw.gov.au/Details/archive/110316551> (24 April 2024).

²⁹ State Library New South Wales, William Bradley drawings from his journal 'A Voyage to New South Wales', ca. 1802, accessed <https://archival.sl.nsw.gov.au/Details/archive/110316551> (18 December 2023).

3.2.3 Early European development in the St Leonards area

In 1828, following the destruction of property deeds in a fire, Sir Thomas Mitchell was tasked with reviewing James Milson's land claim on Sydney's north shore. While preparing his report, Mitchell also pinpointed a suitable location for a future township—land that had not yet been allocated through grants. His proposal outlined a plan for streets, subdivisions, a public reserve, and a major road extending northward toward Broken Bay.³⁰

Despite its detail, Mitchell's plan was ultimately set aside. By 1836, growing interest from petitioners seeking to purchase land prompted a complete resurvey of the area. Within two years, the foundational road layout of the town centre was in place, based on a traditional 10-chain grid. Streets such as Berry, Mount, Blue, and Lavender ran east-west, while Miller and Walker streets extended north-south. The designated township area was a compact rectangle of Crown land situated just north of Hulk Bay (later renamed Lavender Bay).³¹ This land formed the southern edge of a reserve intended for Sydney's expansion. In 1838, 48 half-acres building lots were made available for purchase across three sections.³²

That same year, the Township of St Leonards was officially gazetted. It is widely believed that Major Mitchell named it after the town of St Leonards near Hastings in England during his 1828 survey. Another, less likely theory suggests the name honours British statesman Thomas Townshend, Baron Sydney of Chislehurst, who was granted the title Viscount Sydney of St Leonards upon retiring in 1789—his name also being the origin of Sydney Cove.³³

After 1843, Crown land sales occurred sporadically, with significant activity in the 1850s, particularly to the north and northeast of the original reserve. In total, 35 sections were sold during that decade, contributing to the township's expansion. Subdivisions in the late 1850s and 1860s anticipated a period of growth, offering a variety of lot sizes that encouraged the construction of cottages, terraces, villas, and mansions.³⁴

3.2.3.1 Gore Hill Memorial Cemetery (SHR no. 01491)

In 1867, the Surveyor General directed licensed surveyor John Armstrong to consult with Tunks and assess potential sites for a general cemetery. Armstrong subsequently submitted a plan for a 14-acre parcel of Crown Land at Gore Hill. The proposal included designated burial areas for various religious denominations, proportionate to their representation in the population, as well as space for a general cemetery, future expansion, and a central roadway. Despite some local opposition, the plan received approval from the Minister for Lands (Figure 7).³⁵

The following year, Tunks appealed to the Secretary of Lands for protection of the site after repeated incidents of timber cutting and removal. He noted that several existing trees "...ought to be left standing for the purpose of shade and ornamentation...".³⁶ In response, Willoughby Council agreed to safeguard the land until trustees could be appointed.³⁷

³⁰ Masson, L., 2010, "North Sydney", *The Dictionary of Sydney*.

³¹ Griffin, J., 1928, "North Sydney Diamond Jubilee Souvenir & Programme", *North Sydney Municipal Council*, North Sydney, p. 33.

³² Masson, L., 2010, "North Sydney", *The Dictionary of Sydney*.

³³ Masson, L., 2010, "North Sydney", *The Dictionary of Sydney*.

³⁴ Masson, L., 2010, "North Sydney", *The Dictionary of Sydney*.

³⁵ Tallents, C., 2013, "Draft Final Plan of Management – Gore Hill Cemetery".

³⁶ Nicol, R., 2002, "Gore Hill Cemetery (entry)". *Australian Garden History Society*.

³⁷ Heritage NSW, 2025, "Gore Hill Memorial Cemetery". *SHI database no. 5051524*. Accessed online at: <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=5051524>.

The Gore Hill Cemetery (SHR no. 01491) was then established in 1868 on the resumed 14-acre site, with the first known burial taking place in 1877. The last burial happened in 1974, and the grounds are still open for the deposition of ashes.³⁸

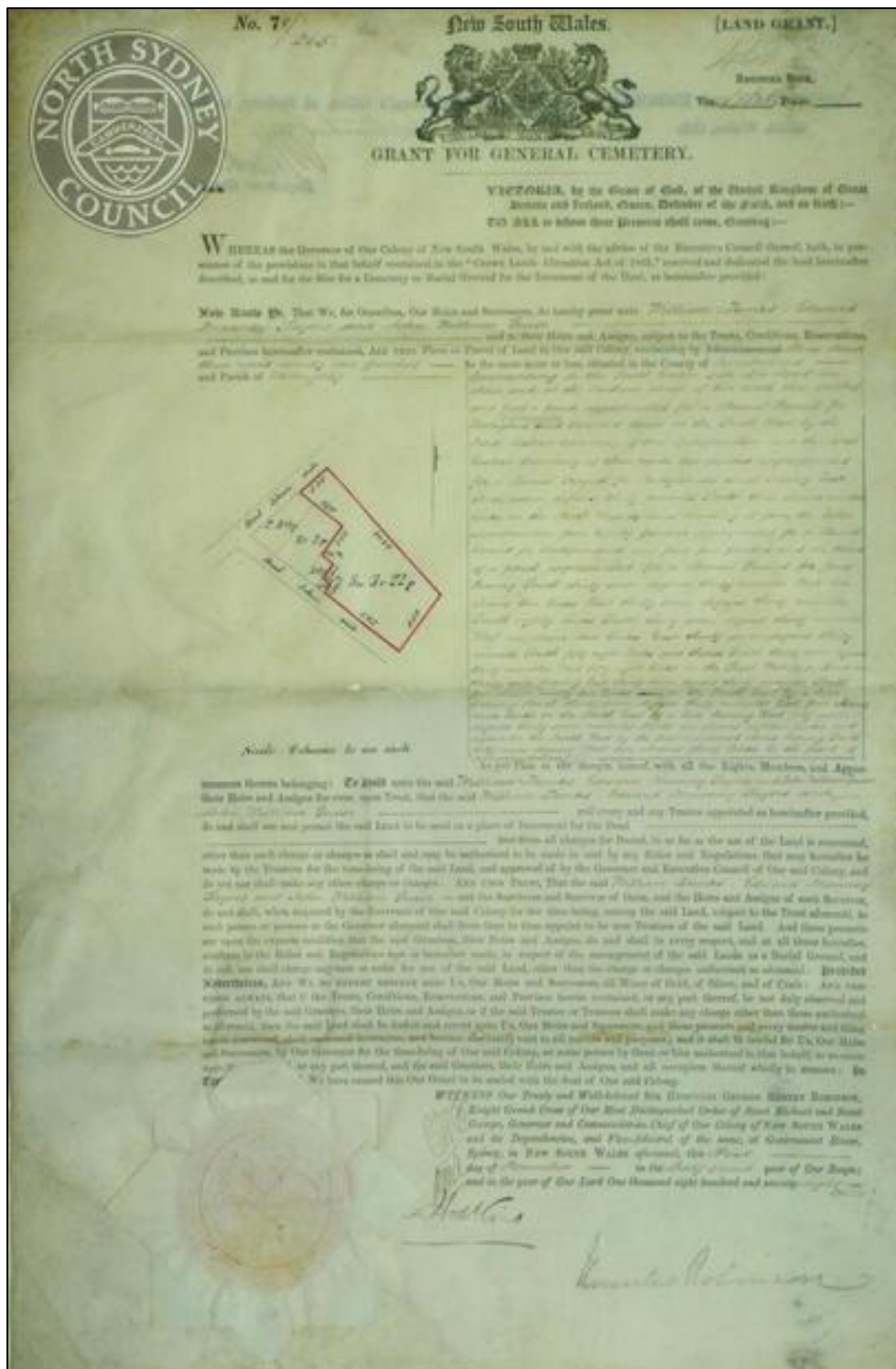


Figure 7: Grant for General Cemetery (Gore Hill), 1878 (Source: Stanton Library, North Sydney Heritage Centre)

³⁸ Fallowfield, R., 2008, "Artarmon", *The Dictionary of Sydney*.

3.2.3.2 Brick industry in Artarmon and St Leonards

The Gore Hill Brick Works was originally owned by the Land Company of Australasia. In 1873, E. R. Lanceley acquired the Oswin Brickworks. Nearly two decades later, in 1892, he partnered with fellow brickmakers John B. Magney and O. W. Weynton. On the western side of Herbert Street, across from the study area, they leased the Gore Hill Brickworks, eventually purchasing the site in 1901 (Figure 8). The two facilities—Gore Hill (known as No. 1 Yard) and Oswin Brickworks (No. 2 Yard)—were linked by a tramway to facilitate the transport of bricks. The enterprise was renamed the North Sydney Brick and Tile Company and rapidly expanded to occupy approximately seventy acres. Between 1958 and 1959, operations at Gore Hill ceased, and the land was subdivided and sold. The company relocated to Baulkham Hills in the late 1950s, where it continued until its closure in 2002.³⁹

3.2.3.3 The Royal North Shore Hospital

The demand for a local hospital in the North Shore led to the fundraising for the development of a small hospital in 1887. Sir Henry Parkes was the one to lay the foundation stone of the North Shore Cottage Hospital in Willoughby Road. However, with the rapidly growing population within the area, the cottage hospital was deemed too small. In 1903, The Royal North Shore Hospital was opened in its current location at St Leonards, comprising of two wards and an administration block. From 1948 onwards, the hospital went through expansions and modifications, with the opening of the North Shore Private Hospital in 1988.⁴⁰

3.2.3.4 The St Leonards Railway Station

The development of the North Shore railway and the St Leonards railway station in 1890 brought further development to the area to keep up with the population growth (Figure 9). St Leonards was the terminus station of the North Shore Line from Hornsby, with the line being extended in 1893 to Milsons Point (Figure 10).⁴¹

In 1989, the station was temporarily relocated to the south of the Pacific Highway to allow for the redevelopment of the St Leonards Station. The station was only reopened in 2000, as part of The Forum shopping plaza development.⁴²

³⁹ Willoughby City Library, n.d., "North Sydney Brick and Tile Co".

⁴⁰ Fallowfield, R., 2008, "Artarmon", *The Dictionary of Sydney*.

⁴¹ NSW rail, n.d., "St Leonards Station". Accessed online at: <https://www.nswrail.net/locations/show.php?name=NSW:St+Leonards>

⁴² Railway Digest, 2000, "St Leonards and Liverpool Station Openings". *April 2000 page 10*.



Figure 8: 1949 map of the North Sydney Brick and Tile Co with the study area outlined
(Source: State Library of NSW)

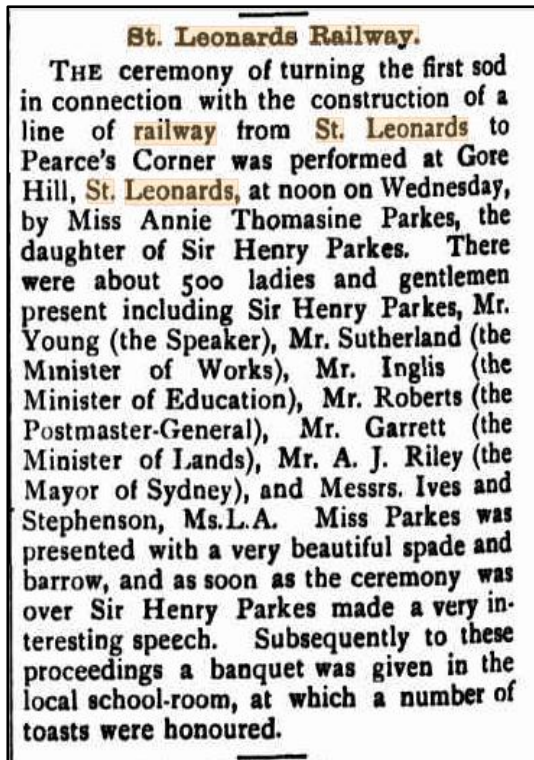


Figure 9: Newspaper column on the construction of St Leonards Railway in 1887. (Source: Goulburn Evening Penny Post, Sat 13 Aug 1887)



Figure 10: North Shore railway terminus (St Leonards) c.1890s (Source: National Library of Australia)

3.2.4 The study area throughout the nineteenth century

The study area was likely originally part of the land grants to Thomas Baker and Henry Lamb, each of whom received 25 acres within the approximate location of the study area (indicated in Figure 11 and Figure 12). Maps from 1899 and early 1900s indicate a road going through the study area, which was a former level crossing (Figure 13).



Figure 11: 1834 Parish of Willoughby with the study area outlined in blue (Source: Historical Land Records Viewer)

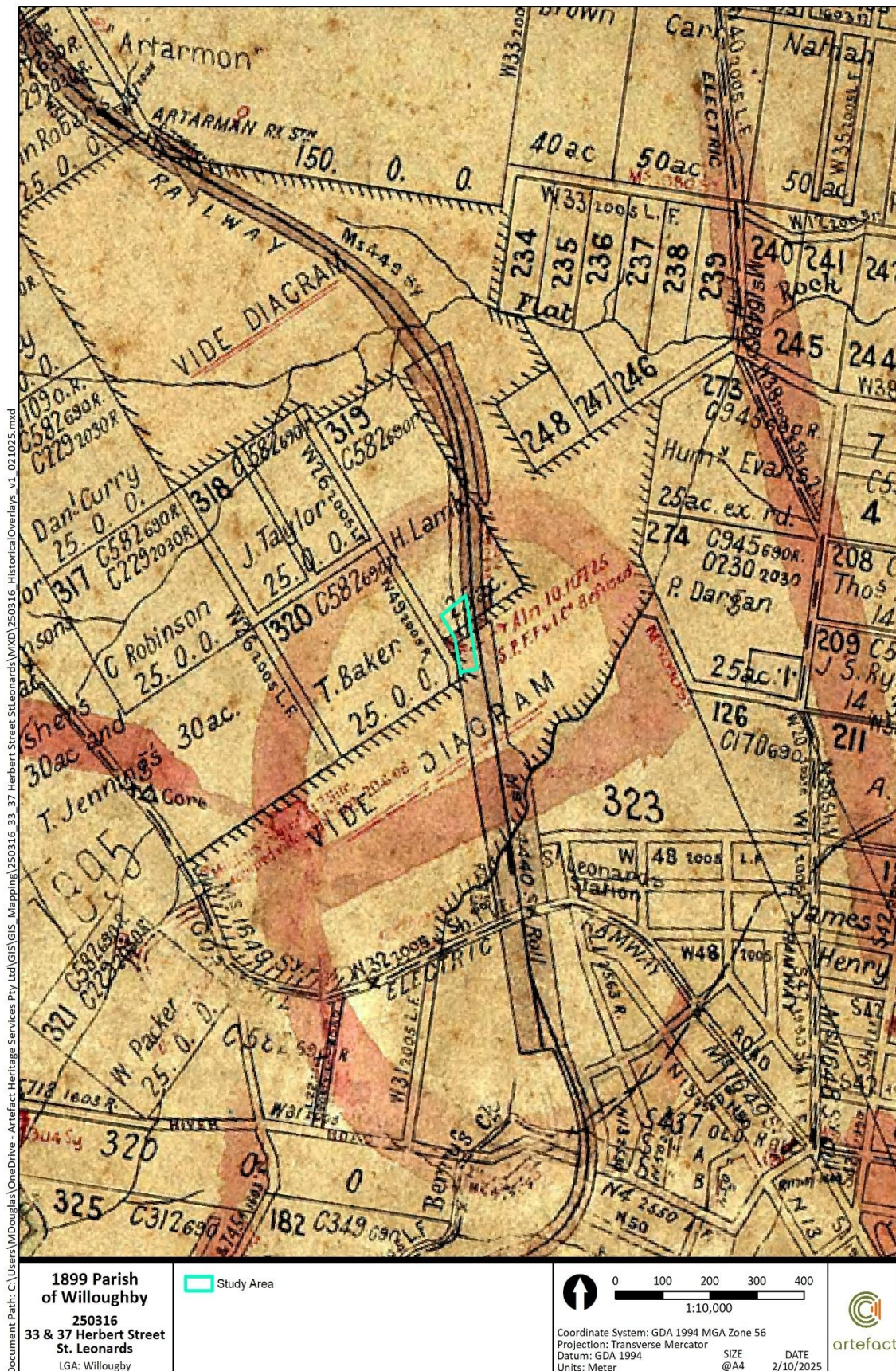


Figure 12: 1899 Parish of Willoughby map with the study area in blue (Source: Historical Land Records Viewer)

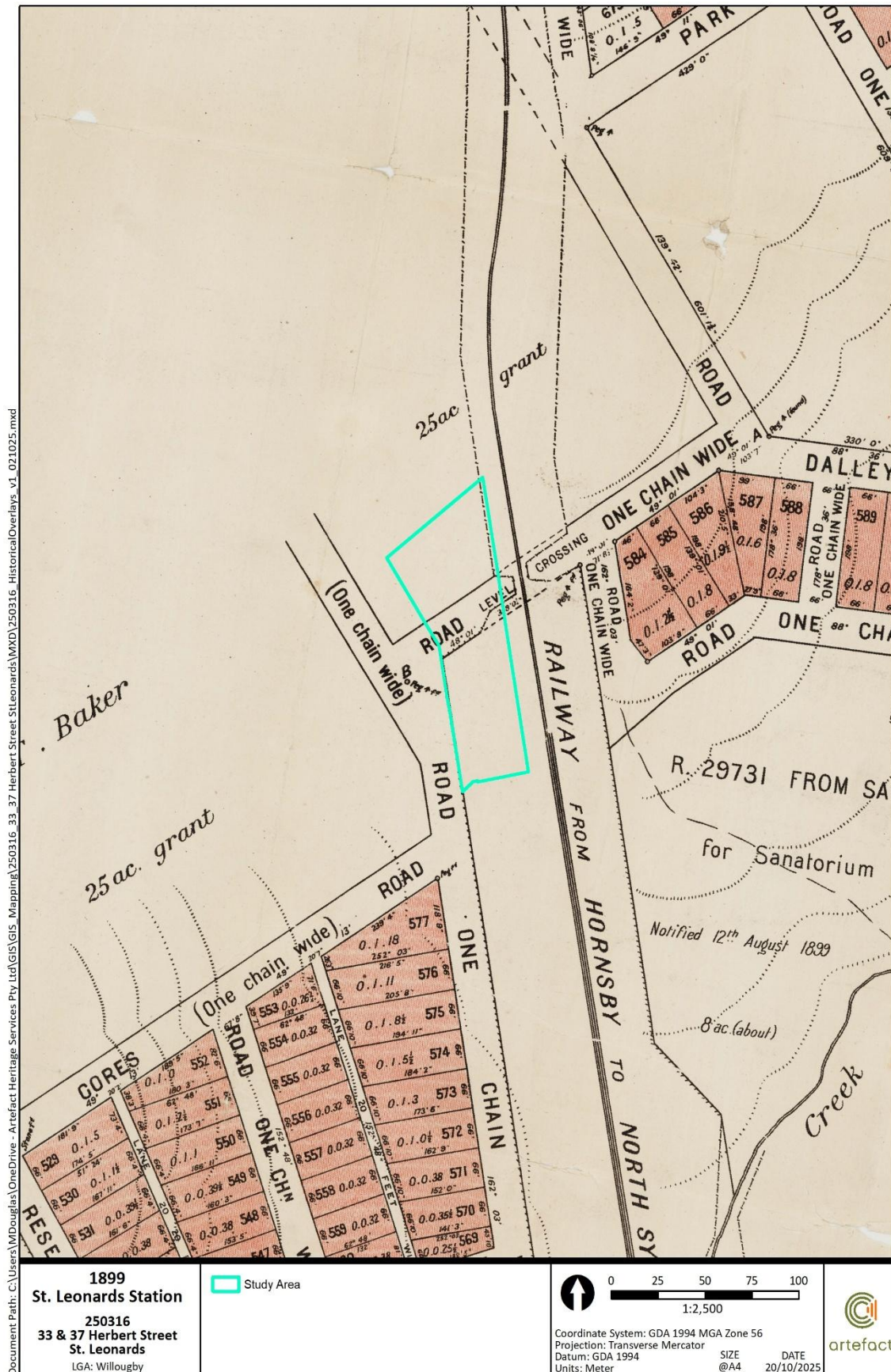


Figure 13: 1899 St Leonards map, showing the former access road through the study area (Source: State Library of NSW)

3.2.5 The study area throughout the twentieth and twenty-first centuries

By the beginning of the twentieth century, the St Leonards area had become a flourishing district for industrial, commercial and residential activities. With an ever-growing population and businesses expanding to the area to fulfill their demands, a major focus on development took place after the establishment of the cemetery, hospital, the rapidly expanding railway system and major industries in the area. A painting from the 1910s reveals that the study area however, had only been cleared and subdivided at this stage (Figure 14). A map of Sydney from 1917 still shows the former access road cutting through the study area (Figure 15). Aerial imagery from the 1930s shows the study area largely undeveloped still, with the access road (Ella Street) in its current location, north of the study area, also evidenced in a 1936 Map of Sydney (Figure 16 and Figure 17).

Development within the study area started around the 1940s, as evidenced by aerial imagery from 1943 (Figure 18). A large lightweight warehouse structure can be observed on the northern section of the study area, with smaller structures and paths on the southern section. This remained unchanged throughout the 1950s (Figure 19). A photograph taken in the 1950s from the railway corridor shows two lightweight structures and brick kilns in the background; these structures are likely the ones within the study area (Figure 14). By the mid-1960s, another large structure was added to the northern section and additional smaller structures were added on the southern section; all adjoining the existing buildings (Figure 21). This layout remained largely unchanged throughout the 1970s and the 1980s, with the addition of a concrete pavement throughout the study area (Figure 22 and Figure 23). In the 1990s, the smaller structures on the southern section were demolished for the construction of the current large three-storey building, 33 Herbert Street (Figure 24). The warehouses on the northern section of the study area have remained unchanged since (Figure 25). The three-storey building has underground parking and has contributed to significant ground disturbance to the study area.

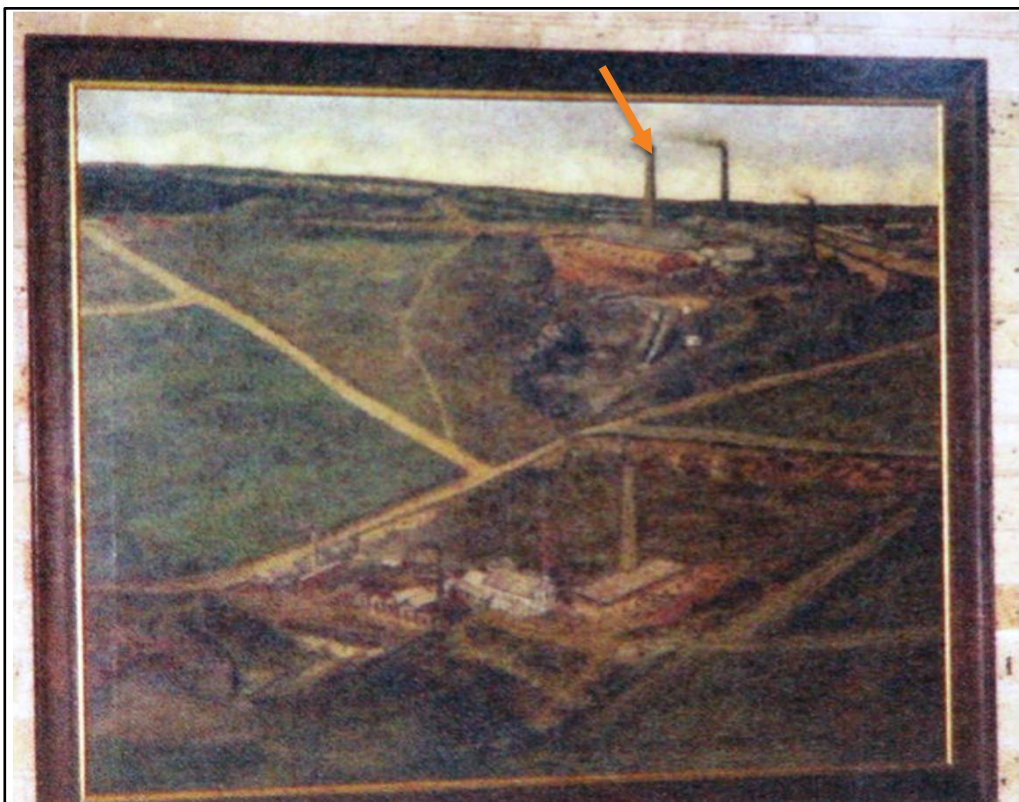


Figure 14: Painting of Lanceley's brickworks (North Sydney Brick and Tile Company at Gore Hill, 1910s); the study area can be faintly seen in the background as undeveloped (Source: Willoughby City Library)



Figure 15: 1917 Map of Sydney with the study area outlined in blue (Source: National Library of Australia)



Figure 16: 1930 aerial imagery with the study area outlined in blue (Source: Spatial Collaboration Portal)



Figure 17: 1936 Map of Sydney with the study area outlined in blue (Source: National Library of Australia)



Figure 18: 1943 aerial imagery with the study area outlined in blue (Source: Spatial Collaboration Portal)



Figure 19: 1955 aerial imagery with the study area outlined in blue (Source: Spatial Collaboration Portal)

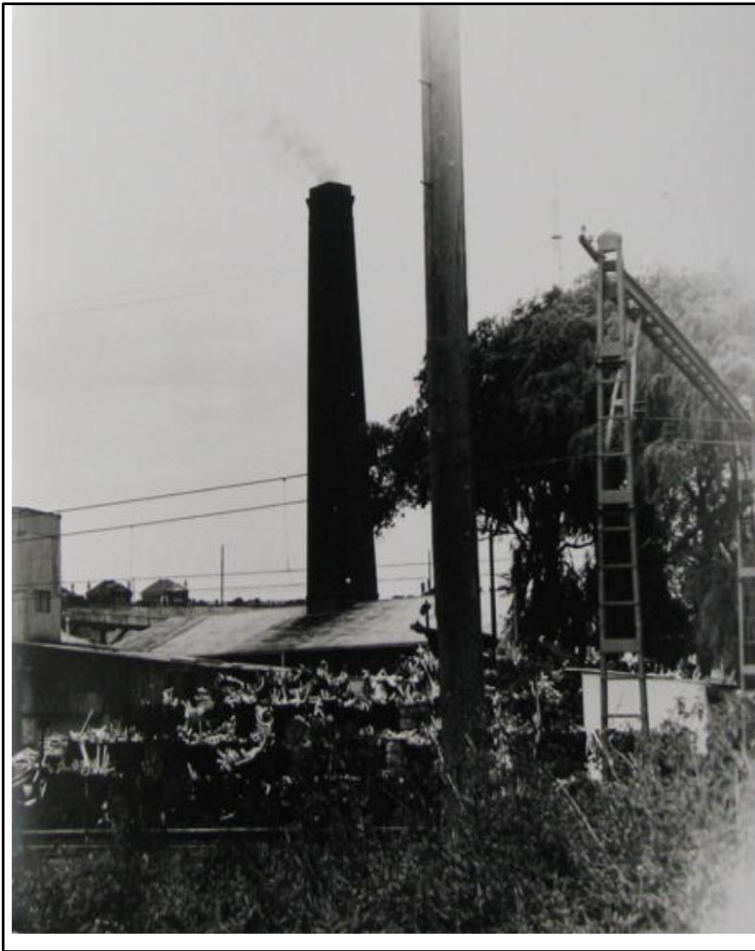


Figure 20: Photos taken from the railway corridor potentially towards the study area and the brick kilns 1950s (Source: Willoughby City Library)



Figure 21: 1965 aerial imagery with the study area outlined in blue (Source: Spatial Collaboration Portal)



Figure 22: 1970 aerial imagery with the study area outlined in blue (Source: Spatial Collaboration Portal)



Figure 23: 1986 aerial imagery with the study area outlined in blue (Source: Spatial Collaboration Portal)



Figure 24: 1994 aerial imagery with the study area outlined in blue (Source: Spatial Collaboration Portal)



Figure 25: 2005 aerial imagery with the study area outlined in blue (Source: Spatial Collaboration Portal)

3.3 Phases of historical development and land use

The land use of the study area has been divided into four general phases of historical activity, which are outlined in Table 4 below:

Table 4: Phases of historical activity

Phase	Description
Phase 1 (1828-1860s)	Initial occupation of the North Shore and the establishment of the St Leonards Township
Phase 2 (1860s-1930s)	Residential, commercial and industrial boom of St Leonards; land clearance and subdivision of the study area
Phase 3 (1930s-1990s)	The access road which ran through the study area was moved c.1930s Initial development within the study area – lightweight warehouses on the northern sections and smaller structures on the southern section
Phase 4 (1990s-present)	Ongoing development within the study area, including the construction of the current large three-storey building with underground parking

4.0 PHYSICAL CONTEXT

4.1 Site Inspection

A physical inspection of the study area was undertaken on 5 December 2025 by Amanda Bie Wojcik (Graduate Heritage Consultant) and Katherine Douglas (Heritage Consultant) to record the site from a historical archaeological perspective. The inspection was undertaken on foot and a photographic record was made.

4.1.1 Study area

The study area is approximately 5,918.7m² (0.59 hectares) of commercially developed land, comprising of three structures, bounded by Ella Street to the north, the North Shore Railway corridor to the east, residential development to the south, and Herbert Street to the west. It is characterised by relatively flat land with gentle rises towards the south and northeast. Flat Rock Creek, a non-perennial minor water course is located approximately 650m northeast of the study area.

The land contains three industrial and commercial structures which have been terraced into the natural terrain. A basement-level carpark, in ground water and electrical services were also identified throughout the study area. The railway corridor abuts the study area immediately to the east, while other commercial and industrial structures as well as roads are located to the north, west and south. These have all cut into the natural landscape and caused substantial ground disturbance.

4.1.2 Heritage items

The study area is within the vicinity of the following heritage items, as detailed in Section 0:

Heritage items (Willoughby LEP 2012)

- House (including original interiors) (LEP no. I154) (Local)
- Industrial building (including surviving industrial elements) (LEP no. I1) (Local)
- Gore Hill Memorial Cemetery (LEP no. I148) (State)
- Pavilion Wing Building, Block 1B (including original interiors) (LEP no. I240) (Local)
- Orthotics Building (including original interiors) (LEP no. I244) (Local)
- Resident Medical Officers (RMO) Building—known as Vanderfield Building (including original interiors) (LEP no. I242) (Local)
- Pavilion Wing Building, Block 1A (including original interiors) (LEP no. I241)
- Anstro–Body Protein Building (including original interiors) (LEP no. I243) (Local).

HCAs (Willoughby LEP 2012)

- Naremburn (LEP no. C8).

Heritage items (North Sydney LEP 2013)

- Commercial building (LEP no. I1033) (Local).

SHR

- Gore Hill Memorial Cemetery (SHR no. I154)

The study area and the heritage items are separated by distance, residential, commercial and industrial properties, and roads. Consequently, the view lines from the study area towards the heritage items were mostly obscured, particularly view lines to the northeast towards the closest SHR item (Gore Hill Memorial Cemetery, SHR no. I154) which is obscured by the extant buildings and changes in topography. The land surrounding the study area is relatively flat with structures around the same height (approximately 12-30 m above the ground).

4.1.3 Historical archaeology

No historical archaeological resources were identified within the study area during the site inspection, nor were any areas of potential. The study area has been subject to substantial historical development which would have cut into and removed any intact residual soils and any potential historical archaeological resources beneath the ground surface.

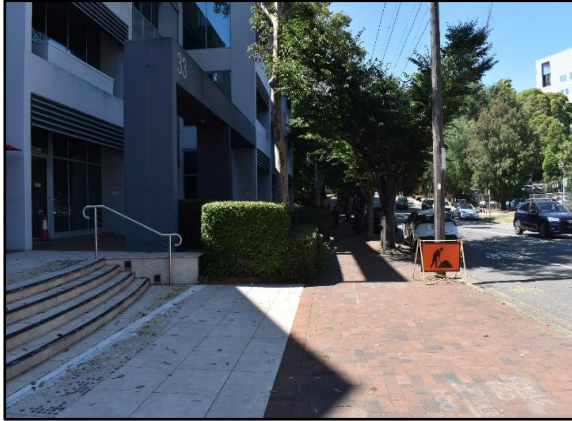


Figure 26: Views towards south from centroid of study area



Figure 27: Views towards north from centroid of study area



Figure 28: Carpark area at 37 Herbert St abutting the rail corridor



Figure 29: Eastern section of study area abutting the rail corridor facing north



Figure 30: Eastern section of study area abutting the rail corridor facing south



Figure 31: Basement-level carpark facing south



Figure 32: Basement-level carpark facing north



Figure 33: Views from rooftop towards Royal North Shore Hospital, southwest



Figure 34: Views from rooftop towards northwest



Figure 35: Views from rooftop towards west



Figure 36: Views from rooftop towards Naremburn Heritage Conservation Area, east



Figure 37: Views towards study area from Gore Hill Cemetery entrance

5.0 ASSESSMENT OF ARCHAEOLOGICAL POTENTIAL

5.1 Introduction

This archaeological assessment discusses the study area's potential to contain historical archaeological resources and evaluate their significance. The potential for the survival of archaeological remains is significantly affected by activities which may have caused ground disturbance. This assessment is therefore based on consideration of current ground conditions, and analysis of the historical development of the study area.

'Archaeological potential' refers to the likelihood that an area contains physical remains associated with an earlier phase of occupation, activity or development of that area. This is distinct from 'archaeological significance' and 'archaeological research potential'. These designations refer to the cultural value of potential archaeological remains and are the primary basis of the recommended management actions included in this document.

Heritage or 'cultural' significance is defined in the *'Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter)'* as: 'Aesthetic, historic, scientific, social or spiritual value for past, present and future generations'. Determining the cultural significance of a place or an item assists in identifying what characteristics of the place contribute to that significance. Archaeological significance provides the basis for defining of commensurate management measures associated with any work that may impact heritage and archaeological items of significance.

5.2 Archaeological potential

The archaeological potential of each site is presented in terms of the likelihood of the presence of archaeological remains, considering the land use history and previous impacts at the site. This evaluation is presented using the following grades of archaeological potential:

Table 5: Grading of archaeological potential

Grading	Rationale
Nil	No evidence of historical development or use, or where previous impacts would have removed all archaeological potential
Low	Research indicates little historical development, or where there have been substantial previous impacts, disturbance and truncation in locations where some archaeological remains such as deep subsurface features may survive
Moderate	Analysis demonstrates known historical development and some previous impacts, but it is likely that archaeological remains survive with some localised truncation and disturbance
High	Evidence of multiple phases of historical development and structures with minimal or localised twentieth century development impacts, and it is likely the archaeological resource would be largely intact

5.2.1 Land use summary

The European occupation of the study area has been divided into four phases of historical activity, which are outlined in Table 6 below:

Table 6: Land use summary

Phase	Discussion
Phase 1 (1828-1860s) The North Shore and the St Leonards Township	Historical activities - Initial settlement activities in the North Shore area - Establishment of St Leonards township - Increase in crown land sales - No known development within the study area.
	Potential archaeological resources - Evidence of land clearance and cultivation of land - Evidence of land division including postholes associated with fence lines and vegetation clearance.
	Development associated with Phases 3 and 4 would have highly disturbed or completely removed any archaeological resources from this phase.
Phase 2 (1860s-1930s) Residential, commercial and industrial boom of St Leonards; land clearance and subdivision of the study area	Historical activities - Establishment of the Gore Hill Cemetery, the North Sydney Brick and Tile Company (across from the study area), The Royal North Shore Hospital and St Leonards Station - Residential, commercial and industrial development within the township - Former access road running through the study area - The North Shore railway line is directly east of the study area.
	Potential archaeological resources - Evidence of subdivision including postholes associated with fence lines and vegetation clearance - Evidence of former road surfaces such as sandstone and asphalt.
	Development associated with Phases 3 and 4 would have highly disturbed or completely removed any archaeological resources from this phase.
Phase 3 (1930s-1990s) The access road which ran through the study area was moved c.1930s. Initial development within the study area – lightweight warehouses on the northern sections and smaller structures on the southern section	Historical activities - The road which ran through the study area was moved north (Ella Street) - Initial development took place in the south of the study area - Further land clearance 1943 aerial reveals significant development – lightweight warehouse on the northern section and smaller structures on the southern section 1960s – addition of another warehouse structure on the northern boundary and further smaller structures on the southern side - The exposed ground was paved with concrete.
	Potential archaeological resources Evidence of former road surfaces such as sandstone and asphalt

Phase	Discussion
	• Evidence of sub-surface services associated with earlier structures • Evidence associated with the earlier structures such as footings and postholes • Demolition of structures on the southern section. Development associated with Phase 4 would have highly disturbed or completely removed any archaeological resources from this phase.
	Historical activities
Phase 4 (1990s-present) Ongoing development within the study area, including the construction of the current large three-storey building with underground parking	• Construction of current three-storey building including underground parking lot. Potential archaeological resources • This phase is extant (not archaeological). Development of the extant three-storey building involved bulk excavation within the study area. As a result, any existing archaeological resources would have likely been disturbed or completely removed.

5.2.2 Previous relevant archaeological investigations

Whilst the study area has not been subject to previous investigations, there have been several historical archaeological assessments conducted in close proximity to the study area.

Comber Consultants, 2023, 524-542 Pacific Highway, St Leonards – Historical Archaeological Assessment. Report to Home Apartments⁴³

Comber Consultants (Comber) was engaged by Home Apartments to produce an HAA for development at 524-542 Pacific Highway, St Leonards. The report concluded that historical research and archaeological assessment indicated no heritage significance for the project's study area. As such, the project would proceed under an Unexpected Finds Procedure.

Curio Projects, 2023, Nicholson Place – Historical Archaeological Assessment⁴⁴

Curio Projects (Curio) was engaged to prepare an HAA for a development proposal at 46-52 Nicholson Street and 59-67 Christie Street, St Leonards. The report assessed that the project's study area contained nil-low potential for archaeological resources associated with eighteenth and nineteenth centuries, and moderate-high for resources associated with twentieth-century development. However, if encountered, these resources would not reach the threshold for significance. Curio concluded that the project would proceed under an Unexpected Finds Procedure.

Artefact, 2017, Crows Nest Substation Roof Replacement – Statement of Heritage Impact. Report to Ausgrid⁴⁵

Artefact was engaged by Ausgrid in 2017 to prepare a SoHI for the modifications at the Crows Nest Substation, located approximately 788m southeast from the study area. The report assessed the

⁴³ Comber Consultants, 2023, 524-542 Pacific Highway, St Leonards – Historical Archaeological Assessment. Report to Home Apartments.

⁴⁴ Curio Projects, 2023. *Nicholson Place – Historical Archaeological Assessment*.

⁴⁵ Artefact, 2017, Crows Nest Substation Roof Replacement – Statement of Heritage Impact. Report to Ausgrid.

significance of the substation to the suburb and the predicted impacts of the modification to its original fabric. The summary of potential archaeological impacts stated that there was potential for nineteenth century remains to be located near the works area. However, those remains were assessed as being of low significance and the potential for finding them was also assessed as low. Any potential archaeological remains were likely previously disturbed from construction work associated with the Sydney Harbour Bridge, or from sub-surface utility services.

Artefact, 2016, Sydney Metro City & Southwest Chatswood to Sydenham – Historical Archaeological Assessment & Research Design. Report to Jacobs / Arcadis / RPS⁴⁶

Artefact was engaged to prepare a Historical Archaeological Assessment and Research Design for the Sydney Metro City & Southwest Chatswood to Sydenham project, with the Crows Nest site located approximately 840m southeast from the study area. Potential archaeological remains assessed included late-19th to mid-20th century remains which are unlikely to reach any significance threshold. The site was also noted to have gone through different levels of ground disturbance as post-1950 commercial development is likely to have included grading and levelling across the whole area. Overall, the site was assessed as having nil potential for significant archaeological remains.

Summary of previous investigations

In summary, previous archaeological investigations undertaken in the surrounding areas concluded that there is low potential for archaeological remains associated with the late-19th to the mid-20th century. The potential remains were assessed as being of nil significance. Additionally, this area has been subject to development and ground disturbing activities, which have disturbed and/or removed potential archaeological resources.

5.2.3 Summary of historical archaeological potential

Based on the review of the information obtained from historical sources, previous archaeological works in the surrounding area and the current condition of the site, it can be concluded that the study area has **Nil-Low** potential to contain historical archaeological resources.

Historical records including mapping and aerial imagery demonstrate the study area was cleared land from the early nineteenth century until the mid-twentieth century, the time during which initial industrial and commercial development was undertaken within the study area. Any evidence associated with the road that ran through the northern section of the study area and the former structures on the southern section associated with the early industrial and commercial development during Phase 3 is unlikely to survive due to substantial disturbance caused by the development associated with Phase 4.

Summary

Table 7 below provides a summary of archaeological potential.

⁴⁶ Artefact, 2016, Sydney Metro City & Southwest Chatswood to Sydenham – Historical Archaeological Assessment & Research Design. Report to Jacobs / Arcadis / RPS.

Table 7: Historical archaeological potential summary

Phase	Archaeological potential
Phase 1 (1828-1860s) The North Shore and the St Leonards Township	Nil
Phase 2 (1860s-1930s) Residential, commercial and industrial boom of St Leonards; land clearance and subdivision of the study area	Nil
Phase 3 (1930s-1990s) The access road which ran through the study area was moved c.1930s. Initial development within the study area – lightweight warehouses on the northern sections and smaller structures on the southern section	Nil-Low
Phase 4 (1940s-present) Ongoing development within the study area, including the construction of the current large three-storey building with underground parking	Extant (not archaeological)

6.0 ASSESSMENT OF ARCHAEOLOGICAL SIGNIFICANCE

6.1 Basis for assessment

Heritage or 'cultural' significance is defined in the *'Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter)'* as: 'Aesthetic, historic, scientific, social or spiritual value for past, present and future generations'.

Determining the cultural significance of a place or an item assists in identifying what characteristics of the place contribute to that significance. The assessed significance forms the basis for identification of appropriate management measures associated with any work that may impact heritage and archaeological items of significance.

Assessing heritage significance (NSW Heritage Office, as amended 2001) was developed as part of the *NSW Heritage Manual* to provide the basis for an assessment of heritage significance of an item or place. The seven heritage criteria are outlined in Table 8 below:

Table 8: Heritage criteria for assessing significance

Heritage criterion	Description
A – Historical Significance	An item is important in the course or pattern of the local area's cultural or natural history.
B – Associative Significance	An item has strong or special associations with the life or works of a person, or group of persons, of importance in the local area's cultural or natural history.
C – Aesthetic or Technical Significance	An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.
D – Social Significance	An item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons.
E – Research potential	An item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history.
F – Rarity	An item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history.
G - Representativeness	An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places of cultural or natural environments (or the cultural or natural history of the local area).

The specific nature of archaeological resource necessitates that they be assessed independently from aboveground and other heritage elements because of the challenges associated with the often unknown nature and extent of buried archaeological remains and judgment is usually formulated based on anticipated attributes. To facilitate assessment of archaeological significance, the NSW Heritage Branch (now Heritage NSW) arranged the seven heritage criteria into four groups:

- Archaeological research potential (NSW Criterion E)
- Association with individuals, events or groups of historical importance (Criteria A, B, & D)
- Aesthetic or technical significance (Criterion C)
- Ability to demonstrate the past through archaeological remains (Criteria A, C, F & G).

The following significance assessment of the study area's potential archaeological remains is guided by 'Assessing Significance for Historical Archaeological Sites and 'Relics'.⁴⁷ A summary of the criteria is included in Table 9.

Table 9: Overview of NSW Heritage Office archaeological significance criteria

Heritage Branch archaeological significance criteria	Meaning
Archaeological Research Potential (NSW Heritage Criterion E)	Archaeological research potential is the ability of the archaeological evidence, through analysis and interpretation, to provide information about a site that could not be derived from any other source, written or otherwise, and which contributes to the archaeological significance of the site and its 'relics'. The integrity of a site, the state of preservation of archaeological material and deposits will also be relevant.
Association with individuals or groups of historical importance (NSW Heritage Criteria A, B, and D)	Archaeological remains may have particular associations with individuals, groups and events which may transform mundane places or objects into significant items through the association with important historical occurrences.
Aesthetic or technical significance (NSW Heritage Criterion C)	Whilst the technical value of archaeology is usually considered as 'research potential' aesthetic values are not usually considered to be relevant to archaeological sites. This is often because until a site has been excavated, its actual features and attributes may remain unknown. It is also because aesthetic is often interpreted to mean attractive, as opposed to the broader sense is sensory perception or 'feeling' as expressed in the <i>Burra Charter</i> . Nevertheless, archaeological excavations which reveal highly intact and legible remains in the form of aesthetically attractive artefacts, aged and worn fabric and remnant structures, may allow both professionals and the community to connect with the past through tangible physical evidence.

⁴⁷ Heritage Branch, Department of Planning 2009. Assessing significance for Historical Archaeological sites and 'Relics'.

Heritage Branch archaeological significance criteria	Meaning
Ability to demonstrate the past through archaeological remains (NSW Heritage Criteria A, C, F, and G)	Archaeological remains have an ability to demonstrate how a site was used, what processes occurred, how work was undertaken and the scale of an industrial practice of other historic occupation. They can demonstrate the principal characteristics of a place or process that may be rare or common. A site may best demonstrate these aspects at the time of excavation. It may also be possible to explain the nature of the site and demonstrate past practises via public interpretation with before, during, or after excavation.

6.2 NSW Heritage criteria for assessing significance related to archaeological sites and relics

The following assessment of significance addresses Phase 3, which is the only phase where archaeological potential would be expected. Agricultural remains and evidence of land clearance from Phases 1-2 are not expected to have survived through the archaeological record within the study area due to high ground disturbance through the construction of the warehouse structures, and the three-storey building and associated underground parking lot.

6.2.1 Archaeological research potential (NSW Criterion E)

Potential archaeological resources related to the former road surface removed circa 1930s and remnants of earlier structures in the southern section of the study area, such as footings and postholes, are assessed as having limited research potential due to their minimal capacity to yield new information on historical construction methods. Additionally, the likelihood of survival through the archaeological record is nil-low, particularly given the extensive disturbance caused by the construction of the existing three-storey building and underground parking facility.

Potential archaeological resources such as the footings and former pathways would only confirm historical sources (such as historical mapping) and offer no further research potential.

Based on the assessment of **Nil-Low** archaeological potential, the archaeological resource **does not** meet the threshold for significance under this criterion.

6.2.2 Association with individuals, events or groups of historical importance (Criteria A, B & D)

The study area is not located within a place historically associated with significant individuals, events, or groups. While it is situated near key heritage elements in the development of St Leonards, such as the Royal North Shore Hospital, St Leonards railway station and rail corridor, Gore Hill Memorial Cemetery, and the former North Sydney Brick and Tile Company, it does not share any direct historical associations. Consequently, any potential archaeological resources related to the former access road surface or structures within the study area are not considered to hold associative significance under these criteria.

The archaeological resource **does not** meet the threshold for significance under these criteria.

6.2.3 Aesthetic of technical significance (Criterion C)

Potential archaeological resources associated with the former access road surface are unlikely to be highly intact and/or legible due to the construction of the warehouses in the northern section of the study area, which would have highly disturbed or completely removed any archaeological resources associated with it.

Potential archaeological resources associated with the former structures on the southern section of the study area are unlikely to be highly intact and/or legible due to the construction of the three-storey building and associated underground parking lot, which would have highly disturbed or completely removed any archaeological resources such as footings and postholes.

Although it is recognised that exposed *in situ* archaeological remains may have distinctive/attractive visual qualities, only rarely are these considered 'important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW'.

Artefacts from the 1920s are unlikely to meet the threshold under this criterion. Even if substantially intact and *in situ* archaeological resources definitively associated with the former access road or the former structures are identified, the archaeological resource would not meet the threshold under this criterion.

6.2.4 Ability to demonstrate the past through archaeological remains (Criteria A, C, F & G)

Potential archaeological resources associated with the former access road and the former structures on the southern section of the study area would only serve as markers confirming historical sources, such as historical maps, and would not be able to provide further information that does not already exist in the archaeological record. Archaeological resources associated with the former access road are limited to sandstone and asphalt paving surfaces. Archaeological resources associated with the former structures are limited to brick/cement footings and postholes. It is unlikely that occupation deposits are present with their footprints due to modern construction techniques. Additionally, the limited archaeological resources are unlikely to be directly associated with any important aspects related to the industrial and commercial development of St Leonards.

Even if substantially intact and *in situ* archaeological resources associated with the former access road or the former structures in the southern section of the study area are identified, the archaeological resource **would not** reach the threshold under these criteria.

6.3 Summary of archaeological significance

Phase 1 (1828–1860s) and Phase 2 (1860s–1930s): Nil potential for archaeological resources; no significance.

Phase 3 (1930s–1990s): Nil–Low potential; extensive disturbance from road relocation and building works; any surviving archaeological resources would be unlikely to reach the threshold of significance.

Phase 4 (1990s–present): Existing development is extant (not archaeological); no significance.

6.4 Summary of historical archaeological potential and significance

These summary for archaeological potential and significance is outlined in Table 10 below.

Table 10: Summary of historical archaeological potential and significance

Phase	Archaeological Potential	Archaeological Significance
Phase 1 (1828-1860s)		
The North Shore and the St Leonards Township	Nil	No significance
Phase 2 (1860s-1930s)		
Residential, commercial and industrial boom of St Leonards; land clearance and subdivision of the study area	Nil	No significance
Phase 3 (1930s-1990s)		
The access road which ran through the study area was moved c.1930s. Initial development within the study area – lightweight warehouses on the northern sections and smaller structures on the southern section	Nil-Low	No significance
Phase 4 (1990s-present)		
Ongoing development within the study area, including the construction of the current large three-storey building with underground parking	Extant (not archaeological)	No significance

7.0 ASSESSMENT OF DEVELOPMENT IMPACT

7.1 Methodology

This section assesses the heritage impact of the proposed works on the potential archaeological resource within the study area. This report has been prepared using the Statement of Heritage Impact 2023,⁴⁸ prepared by the NSW Heritage Office, contained within the NSW Heritage Manual, as a guideline.

7.1.1 Grading of impacts

Specific terminology and definitions are used in this assessment to consistently identify the magnitude of the project's impact on heritage. Terminology and definitions are based on those contained in guidelines prepared by the International Council on Monuments and Sites (ICOMOS) and are outlined in Table 11 below:

Table 11: Terminology for assessing the magnitude of heritage impact

Magnitude	Definition
Major	Actions that would have a long-term and substantial impact on the significance of a heritage item. Actions that would remove key historic building elements, key historic landscape features, or significant archaeological materials, thereby resulting in a change of historic character, or altering of a historical resource. These actions cannot be fully mitigated.
Moderate	This would include actions involving the modification of a heritage, including altering the setting of a heritage item or landscape, partially removing archaeological resources, or the alteration of significant elements of fabric from historic structures. The impacts arising from such actions may be able to be partially mitigated.
Minor	Actions that would results in the slight alteration of heritage buildings, archaeological resources, or the setting of an historical item. The impacts arising from such actions can usually be mitigated.
Negligible	Actions that would result in very minor changes to heritage items.
Neutral	Actions that would have no heritage impact.

⁴⁸ NSW Heritage Office, Department of Planning and Environment 2023, Guidelines for preparing a statement of heritage impact.

7.2 Description of likely impacts

7.2.1 Project description

The SSDA seeks development consent for the following:

- Demolition of the existing buildings on site apart from the two-level, basement structure which is to be retained, adapted and reused for car parking
- Site excavation, and other preparatory site works
- Construction and operation of a part 13 storey and part 39 storey mixed use development comprising:
 - Approximately 413 dwellings including 46 affordable housing dwellings located on Levels 2 to 37 (excluding Level 4)
 - Shared amenities and landscaped communal open space on Level 4
 - Approximately 5,918m² of non-residential (commercial/ retail) GFA located on Ground and Level 1
 - Car parking spaces within the basement and podium; and
 - Ground floor loading and servicing.
- Associated landscaping works; and
- Augmentation of utilities and infrastructure.

Amend the Willoughby Local Environmental Plan (WLEP 2012) as follows:

- Rezone the subject site from E4 General Industrial to MU1 Mixed Use
- Establish maximum height of RL 209.3m AHD
- Amend maximum FSR from 1:1 to 7.15:1; and
- Establish non-residential FSR of 1:1.

7.3 Historical archaeological impact assessment

The proposed works will result in substantial impact to ground surfaces throughout the study area. However, as the study area has been assessed to contain nil-low potential, it is not anticipated that the development proposal will impact archaeological resources. If any archaeological resources are identified throughout the duration of works, the resources would likely have nil to low archaeological significance and would need to be managed under an Unexpected Finds Procedure.

Archaeological impact: The proposed works will result in **Neutral Impacts** to archaeological resources.

8.0 CONCLUSIONS AND RECOMMENDATIONS

8.1 Approval pathway

The development proposal has been declared SSD (SSD-8851 1459) under the EP&A Act. The SEARs issued on 21 August 2025 outline that Environmental Heritage, including a HAA, would be required to inform the EIS for the development proposal. This report meets the HAA requirement for Item 23 of the project SEARs:⁴⁹

Table 12: Item 23 of the project SEARs

SEAR	Supporting Documentation	Response / Location in Report
23. Environmental Heritage		
Where there is potential for direct or indirect impacts on environmental heritage, provide a Statement of Heritage Impact and Archaeological Assessment (where required), in accordance with the relevant guidelines.	- Statement of Heritage Impact - Archaeological Assessment	This report meets the Archaeological Assessment requirement for Item 23 of the project SEARs.

This HAA is submitted to the Department of Planning, Housing and Infrastructure in support of the SSD application.

8.2 Summary of findings

This Archaeological Assessment has made the following conclusions:

- The study area is not listed on any statutory or non-statutory heritage registers
- The study area is located within 500 m of eight Willoughby Local Environmental Plan 2012 listed items:

Heritage items:

- Industrial building (including surviving industrial elements) (LEP no. I1)
- House (including original interiors) (LEP no. I154)
- Commercial building (LEP no. I1033)
- Orthotics Building (LEP no. I244)
- Resident Medical Officers (RMO) Building-known as Vanderfield Building (including original interior) (LEP no. I242)
- Pavillion Wing Building, Block 1A (including original interiors) (LEP no. I241)
- Pavillion Wing Building, Block 1B (including original interiors) (LEP no. I240)
- Anstro, Body Protein Building (including original interiors) (LEP no. I243).

Heritage Conservation Areas:

⁴⁹ NSW Government, Planning Secretary's Environmental Assessment Requirements, Application number: SSD-88511459, Project name: 33-37 Herbert Street St Leonards HAD Housing.

- Naremburn (LEP no. C8).
- The study area has **Nil-Low** potential to contain archaeological resources that would not reach the threshold for significance at a Local level
 - The study area is unlikely to contain archaeological relics as defined by and protected under the NSW *Heritage Act 1977*
- Due to the Nil-Low potential for intact and *in situ* archaeological resources within the study area, it has been assessed that the proposal would result in **Neutral** impacts to significant historical archaeological resources
 - No impacts to State significant archaeology are expected during the proposal.

8.3 Recommendations and mitigation measures

Based on the development proposal and the findings of this Statement of Heritage Impact with Historical Archaeological Assessment, it is recommended that the following mitigation measures are implemented prior to and during the development proposal which requires bulk excavation works.

Table 13: Recommendations and mitigation measures

Heritage Management Ref.	Mitigation Measure	Description
Historical Archaeology		
		This assessment has identified that the study area has no potential to contain archaeological 'relics' and Nil-Low potential for archaeological works. Therefore, the project must continue under an Unexpected Finds Procedure. Example Unexpected Finds Procedure content is outlined below for consideration during preparation of the Unexpected Finds Procedure:
NAH1	Unexpected Finds Procedure	• If archaeological resources are identified during any stage of the project, works in the area must cease, the area adequately protected, and a suitably qualified archaeologist notified so as to carry out more detailed investigation and assessment • If the archaeological assessment determined that the remains are 'relics' in the meaning of the Heritage Act, the Department of Climate Change, Energy, the Environment and Water must be notified about the discovery of relics in accordance with Section 146 of the NSW <i>Heritage Act 1977</i>. Further approval/s may be required to allow the works to proceed.
General		
		A heritage induction should be prepared for the project:
NAH2	Heritage Induction	• All staff involved in the proposed works, including design professionals and tradespeople, must receive a heritage induction prior to the commencement of works. The heritage induction should cover the historical values of the site and the potential for the project

Heritage Management Ref.	Mitigation Measure	Description
		to encounter significant archaeological resources, and its potential impact on the surrounding heritage items • The induction should make contractors aware of the recommendations and mitigation methods included in this report, including the procedure to follow in the event that an unexpected archaeological find is encountered. Clear lines of communication must be established for the reporting of any such finds and for procedures to be rapidly implemented.

9.0 REFERENCES

Artefact, 2016, Sydney Metro City & Southwest Chatswood to Sydenham – Historical Archaeological Assessment & Research Design. Report to Jacobs / Arcadis / RPS.

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