Stage 1.

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ARCHAEOLOGICAL MANAGEMENT PLAN, PORT MACQUARIE.


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For
Hastings Council

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CONTENTS.

ACKNOWLEDGMENTS ........................................................................................................... v

1. INTRODUCTION ........................................................................................................... 1
   1.1. Background ........................................................................................................ 1
   1.2. Purpose ............................................................................................................. 1
   1.3. Location of study area ..................................................................................... 2
   1.4. Study limitations ............................................................................................ 3
   1.5. Author identification ...................................................................................... 3

2. HISTORICAL OUTLINE OF PORT MACQUARIE ......................................................... 4

3. THE CULTURAL SIGNIFICANCE OF THE ARCHAEOLOGICAL SITES IN PORT MACQUARIE .......................................................................................................................... 6
   3.1. Definition of archaeological significance ..................................................... 7
   3.2. Social importance: educational or public significance .................................. 8
   3.3. The assessment of archaeological sites ......................................................... 9
   3.4. Statement of cultural significance for archaeological sites at Port Macquarie ................................................................................................................................. 9
   3.5. Summary of statement of cultural significance for archaeological sites at Port Macquarie ................................................................................................................................. 12

4. CONSERVATION OBJECTIVES ................................................................................... 13

5. PROTECTION OF THE ARCHAEOLOGICAL RESOURCE: LEGAL OBLIGATIONS .......................................................................................................................... 14
   5.1. The legislation ................................................................................................... 14
   5.2. The archaeological management plan in its legal context ................................ 14
   5.3. Protection of archaeological resources in the study area ............................... 15
   5.4. The NSW Heritage Act and historical archaeology ........................................ 16
   5.5. Hastings Local Environment Plan, 1987 ........................................................ 17
   5.6. North Coast Regional Environmental Plan, 1988 .......................................... 19
   5.7. Evidence of Aboriginal occupation and settlement ...................................... 19
   5.8. Commonwealth legislation ............................................................................ 20
   5.9. Penalties ......................................................................................................... 20
6. GUIDELINES FOR THE ADMINISTRATION AND MANAGEMENT OF THE ARCHAEOLOGICAL RESOURCE ............................................................... 21
   6.1. Circumstances in which archaeological investigations are required. ............................................................................................................... 21
   6.2. Archaeology in the street ........................................................................... 22
   6.3. Types of construction which minimise the disturbance of archaeological sites ............................................................................................. 22
   6.4. The links between the planning processes and heritage legislation. ............................................................................................................ 23
   6.5. The conservation of important archaeological sites ..................................... 24
   6.6. The incorporation of archaeological features into new developments. ...................................................................................................... 25
   6.7. The promotion of the benefits of archaeology and other heritage issues. ........................................................................................................ 25
   6.8. Recommendations for changes to the study area or scope of study. ..................................................................................................................................... 26
   6.9. Recommendations for the conservation of sites outside the scope of this study. .................................................................................................. 27
   6.10. Recommendations relating to other heritage registers. ................................ 27
   6.11. Recommendations for changes to the LEP and other planning instruments. ...................................................................................................... 27
   6.12. The achievement of the Archaeological Management Plan ...................... 28

7. THE VARIOUS TYPES OF ARCHAEOlogical INVESTIGATION ................ 29
   7.1. Conservation plans. ...................................................................................... 29
   7.2. Historical and archaeological assessment. .................................................. 30
   7.3. Archaeological site survey and / or the recording of building materials of standing structures. .............................................................. 30
   7.4. Archaeological excavation .......................................................................... 31
   7.5. Archaeological watching brief or monitoring programme. .......................... 32

8. THE SITE SURVEY OF HISTORICAL AND ARCHAEOLOGICAL SITES AT PORT MACQUARIE. ................................................................. 34
   8.1. Site survey ................................................................................................... 34
       8.1.1. Numbering of sites. ........................................................................... 34
       8.1.2. Categories of visible archaeological remains. ................................... 34
       8.1.3. Assessment of the condition of below ground archaeological remains. 35
   8.2. The brief description of archaeological remains ........................................ 36
8.3. The extent of historical research for each site .......................... 36
8.4. The assessment of archaeological sites. ................................. 37
8.5. Recommendations for the conservation of archaeological sites ....................................................... 38
8.6. Explanation of inventory forms. ............................................. 39

9. THE REVIEW OF THE ARCHAEOLOGICAL MANAGEMENT PLAN ................................. 42
   9.1. What is involved in a review? .................................................. 42

10. THE ARCHAEOLOGICAL ZONING PLANS ..................................................... 44

BIBLIOGRAPHY ........................................................................................................... 45
   General bibliography ........................................................................................... 45
   Sources for historical research ............................................................................ 46
   Primary Sources ............................................................................................... 46
   Maps, Archives Office of New South Wales .............................................. 46
   Maps, Mitchell Library, State Library of New South Wales ...................... 48
   Pictorial sources, Mitchell Library, State Library of New South Wales .... 48
   Pictorial Sources, Hastings and District Historical Society ....................... 48
   Manuscript sources, Archives Office of New South Wales ...................... 48
   Manuscript sources, Hastings Council ......................................................... 49
   Printed Books .................................................................................................. 49

APPENDIX 1. STUDY BRIEF ...................................................................................... 50

APPENDIX 2. INVENTORY OF GRANTEES OF TOWN ALLOTMENTS IN PORT MACQUARIE ............................................................... 58
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The author would like to thank


Department of Planning: Tracy Ireland.

Historical research: Hastings and District Historical Society.
1. To find a particular site and the effect of this study upon it?

Refer to Volume 1, Plan Number 2. Inventory Plan, showing Inventory Numbers 1-279, and s. 1-26 for sites in streets or roads. Locate the inventory number of your site.

If you wish to find a particular street, refer to Plan Number 1. Study area, before locating inventory number.

Refer to Volume 2 to locate the inventory entry, which refers to your site.

Refer to Volume 1, Plan Number 10. Archaeological Zoning Plan, for a quick reference to the management recommendations for each site.

2. Explanation of the inventory sheet and its headings?

Refer to Volume 1, Chapter 8. The site survey of historical and archaeological sites at Port Macquarie.

3. Explanation of the recommendations and the procedures, which should be followed?

Refer to Volume 1, Chapter 6. Guidelines for the administration and management of the archaeological resource, and Chapter 7. The various types of archaeological investigation.

Refer to Volume 1, Plan Number 10. Archaeological Zoning Plan, for a quick reference to the management recommendations for each site.
4. Why are archaeological sites important?

First refer to Volume 1, Section 3.4. Statement of cultural significance for archaeological sites at Port Macquarie, and Section 3.5. Summary of statement of cultural significance for archaeological sites at Port Macquarie.

For more technical information on how archaeological significance is assessed, refer in general to Volume 1, Chapter 3. The cultural significance of the archaeological sites in Port Macquarie.

5. What are your legal obligations?

Refer to Volume 1, Chapter 5. Protection of the archaeological resource: legal obligations.

6. How will Hastings Council manage archaeological sites in Port Macquarie?

Refer to Volume 1, Chapter 6. Guidelines for the administration and management of the archaeological resource.

Refer to Volume 1, Plan Number 10. Archaeological Zoning Plan, for a quick reference to the management recommendations for each site.
1. INTRODUCTION.

1.1. Background.

Stage 1 of this report, namely Volumes 1 and 2, was commissioned by Hastings Council on 9 May 1994.

Port Macquarie was one of only two penal settlements for the secondary punishment of convicts in New South Wales. It has the potential to make a substantial contribution to our knowledge of transportation and penal settlement, as well as later coastal and regional town development.

The recommendation for an Archaeological Management Plan for Port Macquarie was made in the Hastings Heritage Study, completed in 1991. The Heritage Study resulted in an amendment to the Hastings LEP 1987, implemented on 6 August 1993, which included special provisions for the ‘Development of a Place of Potential Archaeological Significance’.

1.2. Purpose.

The objectives of the Archaeological Management Plan are to:

1. Identify and locate all archaeological sites (Volume 2)
2. Assess the cultural significance and survival of all archaeological sites (Volume 2).
3. Provide a framework for the management and conservation of the archaeological sites, within the framework provided by both planning and heritage legislation (Volumes 1 and 3).
4. Provide a framework for archaeological investigation through the development of archaeological research themes, and through historical and archaeological research (Volume 3).
5. Promote the benefits of archaeology to the community (Volumes 1 and 3).

A copy of the brief for the Archaeological Management Plan is found in Appendix 1.

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1.3. Location of study area.

Port Macquarie is located on the North Coast of New South Wales, 412 kilometres north of Sydney. The study area comprises that part of the town of Port Macquarie which forms the centre of historic settlement.

The study area is bounded by the Pacific Ocean, the Hastings River and Kooloonbung Creek on the east, north and west respectively. It is bounded on the south by Wrights Creek, then Gordon, Murray and Church Streets to Owen Street, thence by a line in an easterly direction to Oxley Beach (Figure 1.1).
1.4. Study limitations.

The study was constrained solely by the extent of historical research that could be reasonably undertaken within the bounds of preparing the Archaeological Management Plan. It is considered that sufficient historical research has been completed in order to provide an assessment of cultural significance for each site.

The historical documentation provides a gap between the 1840s and 1890s, which cannot be bridged without thoroughly assessing each site at the level required for an historical and archaeological assessment (See Archaeological Management Plan, Volume 1. Section 7.2). Such detailed research is beyond the scope of this study.

1.5. Author identification.

The Archaeological Management Plan was prepared by a multi-disciplinary team:

Edward Higginbotham, Historical Archaeologist,
Terry Kass, Historian, and
Vince Murphy, Heritage Planner.
2. HISTORICAL OUTLINE OF PORT MACQUARIE.

Port Macquarie was occupied in 1821 as a place of secondary punishment, to receive convicts who had transgressed the law for a second time, after transportation to New South Wales. The settlement was originally laid out in 1821 by Surveyor James Meehan. Its convict population peaked in 1825, but was then progressively run down until 1830, when the Hastings Valley was opened up to free settlement. A government establishment remained until 1847, housing "specials" in a newly built gaol, forming a centre for public works in the district.

To anticipate the arrival of free settlers in 1831, the town was resurveyed on a new and regular alignment, which survives intact to the present day. The new street pattern swept away many of the buildings of the former penal establishment.

The population of Port Macquarie.

Table 2.1. The population of Port Macquarie, 1836-1991 (Moyes & Mant, 1993:2).
Much of the Hastings Valley was taken up in large landholdings and did not develop the close network of small farms, characteristic of other North Coast river valleys. Sugar was tried unsuccessfully, although timber getting had a greater impact later in the nineteenth century. The small population, coupled with a reliance on a narrow range of products, hampered extensive development of the Valley and of Port Macquarie itself.

Nonetheless, in accordance with many other country towns, there was a brief spurt of growth in the 1880s, but it soon tapered off in the 1890s depression. During that brief decade of growth, a municipality was formed on 27 March 1887. Even the boom in dairying had little effect upon the town, as suitable land was more extensive in other valleys of the North Coast. Finally the North Coast Railway bypassed the town, running through Wauchope instead.

The plight of the town changed with its emergence as a recreational, but seasonal destination in the late nineteenth and early twentieth centuries. However, it laid the foundation for later growth. The increase in car ownership enabled the area to develop first as a tourist destination, then later as a place to live, work or retire. From the late 1920s onwards, highway and road improvements gradually made the town more accessible. Finally in 1952 a fully paved road linked Port Macquarie with Sydney, enabling growth to take on an increasing momentum.

By definition a summary of the history of Port Macquarie can only provide an introduction to a broad area of study. A more detailed treatment may be found in the Archaeological Management Plan, Volume 3, and in the bibliography.
3. THE CULTURAL SIGNIFICANCE OF THE ARCHAEOLOGICAL SITES IN PORT MACQUARIE.

The importance of the archaeological sites identified by this study will be assessed in general terms according to their cultural significance. Cultural significance means aesthetic, historic, scientific or social value for past, present or future generations, as defined by the Burra Charter of Australia ICOMOS.¹ This study will not describe all aspects of cultural significance, but will concentrate on the archaeological significance of each site.

The criteria for the assessment of cultural significance have been standardised by the Department of Planning in its guidelines for the State Heritage Inventory.² They are summarised below:

Nature of significance.

**Historic.** Importance in the density or diversity of cultural features illustrating the human occupation and evolution of the landscape (Historical Geography), or importance in relation to a figure, event, phase or activity of historic influence (historical association).

**Aesthetic.** Importance in demonstrating a high degree of creative or technical achievement for the time.

**Social.** Importance as places highly valued by the community for reasons of social, cultural, religious, spiritual, aesthetic or educational associations.

**Scientific.** Importance for the potential to yield information contributing to the wider understanding of the history of human occupation.

**Other.** Importance for some other special cultural value.

² Department of Planning, 1990.
Archaeological Management Plan, Port Macquarie.

Degree of significance.

**Rare.** Uncommon or exceptional.

**Representative.** Typical or characteristic.

**Associative.** Links and connections to other places. Part of a group.

Level of significance.

The terms Local, Regional, or State refer to the appropriate management context. The management context is determined by comparing similar items or places in the locality, region or state. The locality means the Local Government Area, the Region means the region identified in the State Historical Guidelines, and the State refers to New South Wales as a whole.

3.1. Definition of archaeological significance.

'Archaeological significance requires an item to have the potential to define or expand knowledge of earlier human occupation, activities or events through archaeological research'. This is the definition used by the Department of Planning in its *Heritage Assessment Guidelines.* It is further defined as the extent to which a site may contribute knowledge, not available from other sources, to current themes in historical archaeology and related disciplines.

In the assessment of archaeological significance, several factors or criteria have to be taken into account. Questions include:

1. Does the site contribute knowledge not available from other sources? In this respect, the preservation of the site, the availability of comparative sites, and the extent of historical documentation should be considered.

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1 Department of Planning, 1990.
2 This definition is based upon the following references; Bickford & Sullivan, 1984, 19-26; Sullivan, & Bowdler, 1984, passim.
2. Does this knowledge contribute meaningfully to current research themes in historical archaeology and related disciplines? The relevance and importance of this contribution should be assessed in terms of its application to the site alone, or between sites, or on a regional or wider basis.

It is clear that the determination of archaeological significance is closely related to the development of current research themes in historical archaeology. Some of the more obvious research themes are introduced below, thereby providing the historical archaeologist with a basis from which future research and site assessment may proceed.

3.2. Social importance: educational or public significance.

It is also necessary to clarify the significance of a site in terms of its ability to ‘demonstrate a way of life, taste, custom, process or function of particular interest.’\(^1\) This may be described as its educational or ‘public significance’. It is placed under the heading of social importance in the current guidelines.\(^2\)

The cultural landscape, the patchwork of human development, possesses this social significance, because of its educational value. The information provided by the physical evidence complements historical documentation, but is often the only means whereby the ordinary member of the public may appreciate his or her surroundings.

Where an artifact, an archaeological feature or site only survives underground, it takes archaeological excavation to reveal its educational importance, as well as recover its archaeological significance. If the relics or sites are conserved in some way, then the social significance of the archaeological remains is recognised, and may therefore be interpreted and communicated to the public.

\(^1\) Kerr, 1982, p. 4. This factor was given greater emphasis by J. S. Kerr in the assessment of cultural significance in the second edition of his book, Kerr, 1985.

\(^2\) Pearson, 1984. 32; Department of Planning, 1990.
3.3. The assessment of archaeological sites.

The site survey has enabled the assessment of the archaeological sites on a twofold basis, as follows:

1. Condition and survival of archaeological evidence.
2. Archaeological significance.

Given the limited extent of historical research able to be completed for each site, it is understandable that only the broadest recommendations are provided on a site by site basis. In The Conservation Plan, J. S. Kerr pointed out the dangers of an incorrect or partial assessment of the cultural significance of a site, based on incomplete analysis. By recommending the thorough assessment of sites prior to disturbance, the Archaeological Management Plan overcomes this difficulty.

3.4. Statement of cultural significance for archaeological sites at Port Macquarie.

The following statement of cultural significance is prepared in accordance with the principals of The Burra Charter. While repeating the essential elements of the statement of significance as prepared for the Hastings Heritage Study, the following assessment concentrates on those aspects which have a direct relationship to the assessment of archaeological significance.

For the cultural significance of individual sites, reference should be made to the Archaeological Management Plan, Volume 2, Inventory of Sites.

1. The penal settlement.

Port Macquarie has the potential to contribute to historical archaeology in several areas, notably in the study of penal settlements designed for secondary punishment. Port Macquarie was established for this purpose in 1821, but closed in 1830 to make way for free settlers. As a penal settlement it may be compared with the first settlements at Sydney, Parramatta and Norfolk Island, all of which were commenced

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1 Kerr, 1985, 13.
2 Kerr, 1985, 8-11, 22-32.
Archaeological Management Plan, Port Macquarie.

in 1788. Port Macquarie shares many institutions and public buildings in common with these first settlements.

In terms of secondary punishment it may be compared with Newcastle (1804 - 1824) in New South Wales, and Moreton Bay in Queensland. At Moreton Bay, the settlement commenced at Brisbane Town in 1824, while the agricultural establishment at Eagle Farm opened in 1829. It had a relatively short life and was closed in 1838. A progression can be seen from Newcastle to Port Macquarie and finally Moreton Bay, in order to maintain the isolation of the penal settlements from the expanding free population.

Elsewhere, Norfolk Island was re-opened in 1825 for secondary offenders, while a whole series of institutions were operated in Tasmania, including Macquarie Harbour (1821 - 1833), Maria Island (1825 - 1832), and Port Arthur (1830 - 1877).

Port Macquarie therefore represents one of a small number of penal settlements in Australia. It may be expected to provide a major contribution to the comparative study of these sites, but may also be considered relevant to the study of colonialism and penal settlement on an international basis.

2. The early 19th century development of the town.

The early 19th century development of the town shared many features in common with other similarly dated towns in New South Wales. A more unusual factor is the continuation of some of the institutions of the penal settlement, including the new gaol for 'specials', the use of convict labour in public works, together with the Lumber Yard and later Asylum.

Port Macquarie is therefore one of a small group of early 19th century towns in New South Wales. It may be expected to contribute to our understanding of urban development, especially in terms of its unusual features, namely its penal origins and maritime location.

3. The late 19th or 20th century development of the town.

The late 19th or 20th century development of the town shares features in common with other settlements in Hastings Local Government Area, but also in the North Coast Region as a whole. It may be expected to contribute to our understanding of the factors causing development or stagnation, including population, trade, industry and communications, among others.
4. Convict labour and public works.
The penal establishment and continuation of a convict presence in the first two
decades of town development to 1847 may be expected to make a major contribution
to our understanding of the nature of convict labour and other public works
undertaken by convict labour. Examples include the Cut, the Causeway and Bridge on
Gordon Street, but also the archaeological sites of the Granary and Treadmill.

Similar evidence is only available from a limited number of sites in New South
Wales, notably in the vicinity of the penal settlements described above.

5. The government administration or improvement of maritime trade and
communications.
Port Macquarie is likely to make a major contribution to our understanding of the
government administration or improvement of maritime trade and communications. It
possesses a large number of sites, more than most other important ports of New South
Wales. Obvious examples include the riverworks and the Pilot Station, but historical
and archaeological evidence reveals the presence of wharves, pilot’s quarters and
other structures and institutions from the earliest days of the penal settlement.

6. The nature and importance of maritime trade.
Port Macquarie is also able to contribute to our knowledge of the nature and
importance of maritime trade. From 1821 onwards, communications with the outside
world depended on shipping. This dependence is reflected in the focus of maritime
development on the Hastings River and Kooloonbung Creek. Comparable sites are
found in the other important ports on the North Coast.

7. The religious beliefs and burial practices of the community.
Port Macquarie is unusual in possessing two burial grounds, dating from the
commencement of the penal settlement in the 1820s. The Old Cemetery on Gordon
Street is highly significant for its fine group of monumental masonry and also for the
evidence it reveals about the historic community. The Church of Saint Thomas is one
of the finest in Australia. Comparable sites are limited to the oldest settlements in
New South Wales.

8. The nature and importance of mineral extraction and other industries.
Many of the industries, so important in the past, have left little trace. Timber, dairy
farming and extractive industries all played a role. Sites relating to each are located in
the town, including sawmills, wharves used for the shipping of dairy produce, and an
oxide mine. While the development of these industries may have been overshadowed
Archaeological Management Plan, Port Macquarie.

elsewhere on the North Coast, nonetheless archaeology is likely to make a major contribution to our knowledge of the role of industry in the development of Port Macquarie and of the North Coast in general.

3.5. **Summary of statement of cultural significance for archaeological sites at Port Macquarie.**

The cultural significance of archaeological sites at Port Macquarie may be summarised as follows:

<table>
<thead>
<tr>
<th>Nature: Historic. Scientific (archaeological).</th>
<th>Degree Rare</th>
<th>Representative</th>
<th>Associative</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. The penal settlement (Rare, State/National).</td>
<td>State or National.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. The early 19th century development of the town (Rare, Regional).</td>
<td>Regional.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3a. The late 19th or 20th century development of the town (Representative, Regional).</td>
<td>Regional.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3b. The late 19th or 20th century development of the town (Representative, Local).</td>
<td></td>
<td>Local.</td>
<td></td>
</tr>
<tr>
<td>4. The nature of convict labour or public works undertaken by convict labour (Rare, State).</td>
<td>State.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. The government administration or improvement of maritime trade and communications (Rare, Regional).</td>
<td>Regional.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. The nature and importance of maritime trade (Rare, Regional).</td>
<td>Regional</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. The religious beliefs and burial practices of the community, from the penal settlement onwards (Rare, State).</td>
<td>State</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. The nature and importance of mineral extraction and other industries to the region (Rare, Regional).</td>
<td>Regional.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Archaeological Management Plan, Port Macquarie.

4. CONSERVATION OBJECTIVES.

The basic objectives of the Archaeological Management Plan are the conservation and the recovery of the significance of the archaeological resource in Port Macquarie. To achieve these objectives, the Archaeological Management Plan should:

1. ensure that there is a link between the Heritage Act and the planning processes of the local council. This document will assist the council in determining if archaeological issues are involved and will establish appropriate management principles. It will also assist the applicant in the preparation of any archaeological assessment.

2. ensure the conservation of significant sites in Port Macquarie. Sites in the town range in importance from those at a national or international level, through to those of only local importance. The Archaeological Management Plan should identify those sites, which are worthy of conservation, by taking into account their cultural significance, surviving condition and other factors.

3. encourage the incorporation of archaeological sites and features into new development or as part of the urban setting. This process has already been initiated with sites like the brick lined well or cistern at the Historic Well Motel, but more generally with the juxtaposition of historic buildings and more recent development at Port Macquarie. A more active approach should be fostered by this study.

4. explain the importance and benefits of archaeology to the community in terms of tourism, recreation, education and other heritage values.

5. provide scope for Council to encourage a pragmatic approach to archaeology, as well as to take the initiative and provide direction by its own good example.
5. PROTECTION OF THE ARCHAEOLOGICAL RESOURCE: LEGAL OBLIGATIONS.

5.1. The legislation

Protection of historical archaeological resources is provided in the following legislation:

1. NSW Heritage Act, 1977 (as amended), and
2. The Environmental Planning and Assessment Act, 1979 (EP&A Act) and the planning instruments operating pursuant to it, in particular:
   - Hastings Local Environment Plan, 1987 (LEP 87), and
   - The North Coast Regional Environment Plan, 1988 (REP 88).

Protection of Aboriginal sites and relics is provided in the National Parks and Wildlife Act 1974.

5.2. The archaeological management plan in its legal context.

The Archaeological Management Plan is an advisory document and does not otherwise affect or remove any statutory obligation or requirement.

The archaeological management plan has no legislative basis, but may be taken into account in the exercise of discretionary responsibilities under planning and other legislation. It should, for example, be considered in the assessment of building and development applications. The plan recommends the appropriate course of action for managing archaeological resources, having regard to the nature of those resources and the relevant legislative provisions.

The Archaeological Management Plan should be used alongside the Hastings Heritage Study in the management of the archaeological resources of Port Macquarie.

The high likelihood of a building or site in the study area having archaeological significance, means that it will be necessary to check the Inventory of the Archaeological Management Plan, as building and development applications are received. Similarly, government authorities, State and Commonwealth, should consider the Archaeological Management Plan, whenever works are proposed in the
study area. If a site or building has archaeological significance, the recommendations of the Archaeological Management Plan should be followed.

5.3. Protection of archaeological resources in the study area.

Under the EP&A Act Hastings Council is the consent authority for development in the study area. Most development and all building matters require Council approval. The Council is also responsible for works affecting its own land, including parks and road reserves.

Additional approvals may be required under the Heritage Act and other legislation.

If a building or site is not the subject of an Interim Conservation Order or a Permanent Conservation Order, any archaeological excavation, including archaeological monitoring, will require an excavation permit, pursuant to section 139 of the Heritage Act.

If the building or site is the subject of an Interim Conservation Order or a Permanent Conservation Order, then works require approval pursuant to section 60 of the Heritage Act.

(Proposals for archaeological excavation or development should be discussed with the staff of the Heritage Branch of the Department of Planning, who advise the Heritage Council).

Private individuals, or firms, do not require approvals under Commonwealth heritage legislation. This legislation applies only to activities of Commonwealth authorities.

An historical and archaeological assessment, or a conservation plan, are usually required to assess the impact of a development proposal on archaeological resources. Under clause 42 (3) of LEP 87 Hastings Council has the discretion to require a conservation plan for a heritage item affected by a development proposal. Such a plan is mandatory under clause 46 for works involving demolition, building or excavation in the study area.

State government authorities are sometimes exempt from Council consent requirements, in which case they have similar responsibilities under the Heritage Act.

5.4. The NSW Heritage Act and historical archaeology

The Heritage Act contains various legal measures to protect historical archaeological resources.

Where historical research has revealed the location of historic settlement, experience has shown that the discovery of relics is highly likely once the soil is disturbed. When relics are revealed the Heritage Council must be notified. This may involve delay until appropriate arrangements can be made to record the archaeological remains. As a result, developers and others are normally advised that excavation permits must obtained prior to undertaking works which involve excavation or the disturbance of historic sites. In this way most delays can be avoided.

The NSW Heritage Act defines a 'relic' as:

*any deposit, object or material evidence -
(a). which relates to the settlement of the area that comprises New South Wales, not being aboriginal settlement; and
(b) which is 50 or more years old*

Section 139 of the Heritage Act provides that:

*A person shall not disturb or excavate any land for the purpose of discovering, exposing or moving a relic, not being a relic subject to a conservation instrument, except in accordance with an excavation permit.*

The Archaeological Management Plan aims to define the area where an excavation permit under section 139 of the Heritage Act may be required.

Requirements vary depending on whether the site is subject to an order under the Heritage Act.
If the site is the subject of an order under section 130, an Interim Conservation Order, or a Permanent Conservation Order, approval for an excavation is required under section 60 of the *Heritage Act*.

If the site is not the subject of an order under the *Heritage Act*, an excavation permit is required, in accordance with section 139.

When an item of heritage significance comes under the ownership or control of a public authority, the authority is required to record it in a Heritage and Conservation Register, under section 170 of the *Heritage Act*. The purpose of the provision is to alert the authority whenever works are proposed, which might affect the item.


*LEP 87* is the principle planning instrument for the Hastings Council area. It was amended in August 1993, to incorporate more recent heritage provisions, arising out of the Hastings Heritage Study.

The heritage and conservation provisions of the plan (clauses 42-46) have the potential to apply to archaeological resources affected by development proposals.

When determining a development application, Hastings Council is required to take the LEP into consideration, as well as other matters set out in section 90 of the *EP & A Act*. The section 90 heads of consideration include:

"(a) the provisions of-

(i) any environmental planning instrument;

(ii) and draft environmental planning instrument that is or has been placed on exhibition pursuant to section 47(b) or 66 (1) (b);

(iii) any draft State environmental planning policy which has been submitted to the Minister in accordance with section 37 and details of which have been notified to the consent authority.

(iv) any development control plan in force under section 72 applying to the land to which the development application relates;"
(b) the impact of that development on the environment (whether or not the subject of an environment impact statement) and, where harm to the environment is likely to be caused, any means that may be employed to protect the environment or to mitigate that harm'

and, among other matters:

'\( \text{(q) the circumstance of the case; } \)
\( \text{(r) the public interest.} \)'

Under section 91 of the EP&A Act, Hastings Council may impose conditions on a development application requiring archaeological investigations prior to or during works. This is even if the site or building is not specifically identified as a heritage item in the LEP. If such conditions have not been anticipated by the owner or developer, then compliance with the conditions is likely to cause delays. Reference to the Archaeological Management Plan, and following its recommended procedures, will minimise delays.

Clauses 42-46 of LEP 87 differed in some respects from the then standard provisions drafted by the Department of Planning. These standard provisions have since been amended themselves. When the LEP is updated, it should take account of these latest standard provisions. Some minor refinements would be appropriate from the point of view of the Archaeological Management Plan and these are discussed below.

Where a heritage item is identified in the present LEP, the Council must give special consideration to the impact of proposals on its heritage significance, under clause 42 (2). It may also impose conditions to protect that significance.

A special provision, clause 46, was placed in LEP 87 to protect the archaeological resources of the study area. Where development is proposed affecting sites of potential archaeological significance, a conservation plan is required and an excavation permit under the Heritage Act must be obtained before any consent may be granted. This latter provision is primarily an alerting and enforcement mechanism. It does not alter or extend the Heritage Act.

Clause 46 only applies where consent is already required under the LEP. The only development in the study area, which does not require consent, is for dwelling houses in the 2(al) zone. Only a relatively small number of properties are affected. Even so excavation permits are still required under the Heritage Act, as appropriate. Building
approval is also required and this would be sufficient to alert the Council to the possible need for a permit. The Council could then draw the applicant’s attention to permit requirements and oversee compliance.

Council makes property owners aware of LEP 87 requirements relating to disturbance of potential archaeological sites, when issuing section 149 certificates.


Division 3 of Part 3 of the REP sets out general heritage and conservation provisions, which reinforce those in Council’s LEP.

5.7. Evidence of Aboriginal occupation and settlement.

It is possible that Aboriginal artifacts may also be found in association with the historical archaeological sites in the study area.

The National Parks and Wildlife Service (NPWS) is responsible for the protection and preservation of Aboriginal relics in New South Wales.

A relic is defined under the National Parks and Wildlife Act as "any deposit, object or material evidence (not being a handicraft made for sale), relating to indigenous and non-European habitation both prior to and concurrent with the occupation of the area by persons of European extraction."

Anyone who discovers a relic, whether it is the property of the Crown or not, must report the discovery to the Director, National Parks and Wildlife Service, within a reasonable time of the discovery, unless he or she believes the Director already knows of its existence and location, or that it is already on the National Parks and Wildlife Register. The Director may be notified through a regional office of the National Parks and Wildlife Service. It is illegal to disturb, damage, deface or destroy a relic or Aboriginal Place, without the Director’s prior written consent.

The Australian Heritage Commission Act, 1975, applies only to the activities of Commonwealth government authorities. Where an item of place is listed on the Australian Heritage Commission’s (AHC) Register of the National Estate, Commonwealth statutory bodies are required to ensure the significance of the item or place is conserved. To this end it is important that the study area be placed on the Register. Commonwealth property affected includes both the Post office and the Telephone Exchange. An approach should be made to the AHC accordingly. Given that the archaeological resources in the study area have national significance, the AHC is likely to give priority to such listing.

Commonwealth authorities are also required to consider the environmental impacts of their activities generally, under the *Environmental Protection (Impact of Proposals) Act, 1974.*

5.9. Penalties.

The archaeological resources of the study area are precious and irreplaceable. They have the potential to provide information and insights into the history of the area and the lives of its inhabitants. Heavy penalties are available under the *Heritage Act.* Illegal excavation on any land in New South Wales carries a maximum fine of $20,000 and/or imprisonment for up to six months. The land owner may be prohibited from using or developing that land for a maximum period of ten years.
6. GUIDELINES FOR THE ADMINISTRATION AND MANAGEMENT OF THE ARCHAEOLOGICAL RESOURCE.

6.1. Circumstances in which archaeological investigations are required.

Archaeological investigation is normally required under the following circumstances:

1. All works likely to disturb the ground, on sites where significant **below ground archaeological remains** are identified by this study.

2. All works likely to disturb the fabric of standing buildings and other structures, which are identified as **visible archaeological remains** by this study. On these sites, the disturbance of the ground will likewise require an archaeological investigation.

All **visible and below ground archaeological remains** are listed in the Archaeological Management Plan, Volume 2, Inventory.

In general the disturbance of archaeological sites will be brought to the attention of the Council by means of the regulatory processes already in place. All works requiring Council approval fall into this category. This includes any approvals required under the **Local Government Act**. The Council should establish a mechanism whereby the requirements for archaeological investigation are assessed for each application affecting sites in the study area.

Special provision should be made by the Council to establish alerting mechanisms, where approval is not required for works that will disturb archaeological sites.

Virtually all works likely to affect archaeological resources in the study area presently require Council’s approval. The only developments, not requiring consent are ‘dwelling houses’ in the Residential 2(a1) Zone. However these still require building approval. Some of the more important sites in the Residential 2(a1) Zone also require consent as ‘heritage items’, reinforcing the degree of protection. Developments other than dwelling houses in the zone require consent as well, including churches and residential flat buildings.

Some works by State government authorities may not require Council approval. Council should ensure that those authorities who do own land in the study area are advised of its affectation. The public authorities themselves will need to consider
possible impacts on archaeological sites, and take appropriate action, under Part V of the EP&A Act. Accordingly they would be required to record the sites in their register, kept under section 170 of the Heritage Act. This would provide the necessary alerting mechanism.

Commonwealth government authorities have similar responsibilities under Commonwealth heritage legislation, where an item of place is recorded on the Register of the National Estate.

6.2. Archaeology in the street.

A number of archaeological sites have been located under the streets of Port Macquarie (Plan 11. Archaeology in the street).

Again Council should alert all public authorities to the presence of these archaeological sites. The State government authorities themselves will need to consider possible impacts on archaeological sites, and take appropriate action, under Part V of the EP&A Act. Accordingly they would be required to record the sites in their register, kept under section 170 of the Heritage Act. This would provide the necessary alerting mechanism. Commonwealth government authorities would need to comply with Australian Heritage Commission Act requirements.

Council is also required to take into account the impact of any of its own activities on these sites, under Part V of the EP&A Act.

On those sites identified within road reservations, emergency repair of existing services (only work within existing conduits or trenches) may be undertaken without an excavation permit. Nonetheless the discovery of relics should be immediately reported to the Heritage Council. Other disturbance of these sites will require an excavation permit.

6.3. Types of construction which minimise the disturbance of archaeological sites.

The extent of archaeological investigations may be minimised by various means, but principally by minimising the disturbance of archaeological sites. Various types of construction are more favourable than others. For example, concrete pier and slab
construction will minimise disturbance of the ground, especially if the floor slab is placed on or above the existing ground surface. The use of fill layers to protect archaeological sites is recommended.

6.4. The links between the planning processes and heritage legislation.

A primary objective of the Archaeological Management Plan is to provide a link between the planning process and heritage legislation. Where approval is sought for works that will disturb archaeological sites, the recommendations of the Archaeological Management Plan should be followed.

In the ideal situation:

1. An historical and archaeological assessment or conservation plan should be required for first stage (generally, development) approval.
2. An excavation permit should be required for second stage (generally, building) approval.
3. Where only one stage approval is required (usually building approval), the historical and archaeological assessment and permit should be required before approval or the disturbance of the site.

In the case of single stage approvals, it should be noted that equivalent documentation to an historical and archaeological assessment is an essential requirement for obtaining an excavation permit under the Heritage Act. The provisions of the new Local Government Act would also give grounds to require proper assessment at the building application stage. In any case, the Council has the ability to ensure the necessary excavation permits are obtained under the Heritage Act.

The deferment of a permit application to the second stage of approval is contrary to the wording, but not the intent of Clause 46 of LEP 87 and the current equivalent standard provision. It is recommended that the wording of both should be amended to clearly enable the deferment of the permit application to the final stage of approval, without prejudicing the efficacy of the provisions.

A mechanism should be adopted in the processing of applications to ensure that the excavation permit has been obtained, before final approval and before the disturbance

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1 Personal communication; Tracy Ireland, Lisa Newell, Michael Kokot, Department of Planning, 1 August 1994.
of the site. Council can impose any relevant conditions on consent, which it considers are appropriate.

6.5. The conservation of important archaeological sites.

The Archaeological Management Plan has identified a large number of archaeological sites ranging from those which are of national or international importance, through to those only local importance. A general recommendation is made for the conservation of all visible archaeological remains (Plan 8. The condition of visible archaeological remains). This recommendation may be easily justified, considering that only 28 out of a total inventory of 315 sites survive above ground.

However visible archaeological remains account for less than 10 per cent of the sites possessing a state or national level of significance (Plan 9. Level of cultural significance). If the archaeological significance of Port Macquarie as a whole is to be saved, then it is clear that a selection of the sites with below ground archaeological remains should also be conserved.

The evaluation of sites for conservation is addressed in the Archaeological Management Plan, Volume 3. Assessment criteria not only include cultural significance and surviving condition, but also address such issues as the benefits to the community in terms of enhanced property values, investment, tourism, recreation and education.

The selection of sites for conservation or as heritage precincts enables the Council to take the initiative in demonstrating how archaeology and development may be integrated into an attractive and lively town environment. These sites should form a focus for visitation, interpretation and education relating to the penal settlement and other stages of historic town development. They should be integrated into the broader background of heritage and tourism in the Hastings Local Government Area. This proposal should enable the more efficient use of available funding by channelling it into those projects, which reflect the conservation objectives of the Archaeological Management Plan, and which are of greatest benefit to the community.
6.6. The incorporation of archaeological features into new developments.

The incorporation of archaeological remains into new development is to be encouraged, because of the benefits to the community in terms of enhanced property values, investment, tourism, recreation and education.

Because of the nature of the planning and development process, the incorporation of below ground archaeological remains into new development is difficult to foresee and make provision for. In most situations, the design of a new development will be completed long before any archaeological features are exposed by archaeological excavation. While the benefits of the conservation of archaeological remains may be seen, nonetheless in some cases the costs of redesign will not allow this to succeed.

To succeed in the conservation and incorporation of archaeological remains into new development, several factors should be considered:

1. The co-operative and positive attitude of all parties should be encouraged.
2. Mechanisms whereby below ground archaeological remains are investigated prior to the completion of the design process should be considered.
3. The design of new development should make reference to and respect the scale and layout of historic development, thereby providing a town environment, which is more compatible with the significance of the town, and also with the process of the conservation of archaeological remains.

6.7. The promotion of the benefits of archaeology and other heritage issues.

A prime objective of the Archaeological Management Plan is to promote the benefits of archaeology to the community, not only by providing a more attractive environment, which enhances the cultural significance of the town, and also by enabling the community to enjoy the benefits of enhanced property values, investment, tourism, recreation and education.

The promotion of the benefits of archaeology will be encouraged by:

1. The conservation of important archaeological sites.
2. Developing these sites as a focus for visitation, tourism, interpretation, education and research.
Archaeological Management Plan, Port Macquarie.

3. The creation of an attractive town environment, through the incorporation of archaeological remains into new development.

4. The ability of Council to take the initiative in the processes of managing and developing the archaeological resources of Port Macquarie.

Another objective of the Archaeological Management Plan is to demonstrate that the archaeological resources will not prohibit development, but can be dealt with as part of the development process.

**6.8. Recommendations for changes to the study area or scope of study.**

As a result of historical research, a number of changes to the boundaries of the Archaeological Management Plan are recommended (Plan 12).

It is recommended that the following sites should be included in the study area:

1. The site of the windmill on ‘Windmill Hill’, granted to A. C. Innes and located on Pacific Drive at Burrawan Street.
2. The sites of two buildings, one rented for the Clergyman (c. 1840), on Section 14, Allotment 8, on the corner of Owen and Burrawan Streets.
3. The site of a building (c.1840) on Allotment 6 of Section 14, fronting Burrawan Street.
4. The site of a building (c.1840) on Allotment 10 of Section 14, fronting Owen Street.
5. The site of the ‘brick fields’ (c.1840), being Sections 15 and 16, bounded by Burrawan, Lord, Gordon and Munster Streets. This site should include the site of the building (c.1840) on Allotment 17 of Section 15.
6. The site of the Government stockyard (1826, 1840), on Section 14, Allotments 4 and 5, bounded by Bridge, Hollingworth and Gordon Streets and Kooloonbung Creek.
6.9. **Recommendations for the conservation of sites outside the scope of this study.**

Council should consider documenting and preparing guidelines for shipwrecks and maritime heritage in the Local Government Area. Similarly an Aboriginal heritage study should be a future priority.

6.10. **Recommendations relating to other heritage registers.**

Council should request the Australian Heritage Commission to place the study area on the Register of the National Estate. Similarly Council should write to State government authorities, who own land in the study area, requesting them to place it on their Heritage and Conservation Register, under section 170 of the *Heritage Act*.

6.11. **Recommendations for changes to the LEP and other planning instruments.**

It is recommended that:

1. *LEP 87* should be amended to take account of current standard provisions, drafted by the Department of Planning, subject to Council’s general heritage planning objectives. So far as the standard clause relating to the assessment of potential archaeological sites is concerned, it is recommended that the wording should be amended to better reflect the intent of the provision (as discussed in Section 6.4). The new standard clauses should assist in promoting the efficient management of the archaeological resources.

2. The possibility of requiring development consent for dwelling houses, particularly in that part of the study area zoned residential 2(a1), should be considered in future reviews of *LEP 87*.

3. The findings of the Archaeological Management Plan should be considered in the *Port Macquarie Town Centre Masterplan Study*, or any review of that document.¹

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¹ Tract Consultants, 1992.
4. Council should review any of its codes in so far as they might encourage excavation or disturbance of sites, for example, underground car parking. Alternative solutions should be made available and encouraged.

For recommendations relating to the review of the Archaeological Management Plan, refer to Chapter 9.


The Archaeological Management Plan achieves all the objectives envisaged by Council as reasons for commissioning this study, namely:

1. It demonstrates the willingness of Council to defray some of the additional costs of archaeological assessment and conservation plans.
2. It ensures a framework is established to assist in further research.
3. It enables the most important sites to be identified, and removes those sites which are not of archaeological significance.
4. It identifies those sites which Council and other public authorities need to consider under Part V of the EP&A Act.
5. It refines the area identified as having archaeological significance.
6. It assists the Council in determining if archaeological issues are involved and establishes appropriate management principles.
7. It assists developers and other applicants in the preparation of historical and archaeological assessments.
8. It sends a clear message to the community of the need for appropriate recognition of heritage and conservation issues related to the archaeology of the area.
7. THE VARIOUS TYPES OF ARCHAEOLOGICAL INVESTIGATION.

The term 'archaeological investigation' includes a range of activities that involve skills normally associated with archaeologists, namely:


Conservation plans provide a sound basis for making decisions on the future management of significant sites. They should be prepared by a multi-disciplinary team, for example, architects, landscape architects, town planners, or engineers. The Archaeological Management Plan makes explicit the contribution of historical archaeologists on the project teams of conservation plans. The historical archaeologist has not usually had a sufficient contribution in these studies, where important archaeological sites are involved. Consideration should be given to having an archaeologist as the principal member of the study team on such projects.

A conservation plan should establish conclusively the significance of the site and should also develop policies for the retention of significance.

Archaeological investigation may be recommended by a conservation plan.

Archaeological investigation may include:

1. site survey and / or recording of structures or other archaeological remains.
2. archaeological excavation and analysis of excavated material.
3. archaeological watching brief or monitoring programme, designed to record the most important features of a site.

Archaeological investigation, as described in 2 and 3 above, requires an excavation permit under the Heritage Act.
7.2. Historical and archaeological assessment.

An historical and archaeological assessment establishes the archaeological significance of a site. This task should be carried out by an historical archaeologist, with a specialist team, as required.

An historical and archaeological assessment includes the following tasks:

1. historical research.
2. site survey.
3. assessment of the condition of archaeological remains.
4. assessment of archaeological significance.
5. assessment of the impact of the proposed development.
6. formulation of a policy for the future conservation and/or management of the archaeological site and recommendations for the implementation of this policy.

Archaeological investigation may be recommended by an historical and archaeological assessment.

Archaeological investigation may include:

1. site survey and / or recording of structures or other archaeological remains.
2. archaeological excavation and analysis of excavated material.
3. archaeological watching brief or monitoring programme, designed to record the most important features of a site.

Archaeological investigation, as described in 2 and 3 above, requires an excavation permit under the Heritage Act.

7.3. Archaeological site survey and / or the recording of building materials of standing structures.

Site survey or the recording of surviving structures or other archaeological remains may be completed as part of a conservation plan or an historical and archaeological assessment.

It may be initiated by the recommendations of an a conservation plan or an historical and archaeological assessment.
The purpose of the site survey is to record, describe and interpret visible archaeological evidence. The recording of the fabric and building materials of standing structures should be sufficient to understand the construction and sequence of additions and alterations. This physical evidence is firstly to assist in the interpretation of function and changes over time, but secondly to provide a sequence of archaeological features, building materials and technology.

The site survey of archaeological features needs to be undertaken by an archaeologist. The archaeological recording of buildings may be undertaken by a variety of practitioners, and not only by archaeologists. The important requirement is skill and experience, particularly the ability to read the history of the fabric, as described above, and not just its architectural qualities or its construction. The standard of recording needs to satisfy the conditions of an excavation permit, when the disturbance of the fabric is included in the proposed work.

7.4. Archaeological excavation.

An archaeological excavation may be initiated by a conservation plan or an historical and archaeological assessment. The aim of excavation is to recover the archaeological significance of a site through thorough and scientific investigation.

An archaeological excavation will require an excavation permit under the Heritage Act.

An archaeological excavation may involve the opening up of the site by machine, followed by manual excavation of the archaeological features by a qualified team of archaeologists and other staff. The excavation is usually completed before the commencement of building works.

Certain archaeological features may require conservation, as determined by archaeological investigation and an assessment of their significance.

The standard conditions of the excavation permit require the work to be completed to a high standard. The investigation should include:

1. A detailed record of all features and structures discovered, using plans, photographs and written records.
2. A catalogue of all the artifacts and other relics recovered, including accurate provenance, description and interpretation.
3. The stabilisation, cleaning and packaging of all the artifacts, and the placement of the collection in a permanent repository.
4. The backfilling of the excavation, where appropriate.
5. The preparation of a final report, including a description and interpretation of the excavation, detailed historical research, the contribution to research themes, and excavation method.

7.5. Archaeological watching brief or monitoring programme.

An archaeological monitoring programme may be initiated by a conservation plan or an historical and archaeological assessment.

An archaeological monitoring programme will require an excavation permit under the Heritage Act.

An archaeological monitoring programme is usually conducted by one or more archaeologists, whose responsibility is to record archaeological evidence exposed during the process of construction and bulk excavation.

The archaeological monitoring programme need not simply be the recording of archaeological evidence, as exposed by builders and other contractors, but may also include test-trenches, limited archaeological excavation, historical research and the recording of archaeological features.

Certain archaeological features may require conservation, as determined by archaeological investigation and an assessment of their significance.

The standard conditions of the excavation permit require the work to be completed to a high standard. The investigation should include:

1. A detailed record of all features and structures discovered, using plans, photographs and written records.
2. A catalogue of all the artifacts and other relics recovered, including accurate provenance, description and interpretation.
3. The stabilisation, cleaning and packaging of all the artifacts, and the placement of the collection in a permanent repository.
4. The backfilling of the excavation, where appropriate.
5. The preparation of a final report, including a description and interpretation of the excavation, detailed historical research, the contribution to research themes, and excavation method.
8. THE SITE SURVEY OF HISTORICAL AND ARCHAEOLOGICAL SITES AT PORT MACQUARIE.

8.1. Site survey.

The site survey of archaeological sites at Port Macquarie was completed in May 1994. Before the survey could commence a number of procedures had to be standardised, including:

1. Numbering of sites.
2. Categories of visible archaeological sites.
3. Assessment of the condition of below ground archaeological remains.

8.1.1. Numbering of sites.

Sites were numbered in a unique numerical series, with the exception of archaeological sites under streets. A separate numerical series was used for the latter, with an 'S' prefix.

Sites may also be identified by a number of other means, including:

1. Address (present name, street and street number).
2. Section and Allotment.

8.1.2. Categories of visible archaeological remains.

For the purposes of this study, visible archaeological remains were divided into a number of categories, as a basic indication of the extent of their survival. Survival was a factor used in the determination of appropriate recommendations. The five categories are listed, as follows:

1. Standing structure, largely intact.
2. Standing structure, with additions and alterations.
3. Vestige.
5. Reconstruction.
Not all visible archaeological remains are above the existing ground surface, but may include wells, cisterns, and brick barrel drains. The term "visible archaeological remains" is used to distinguish these sites from other below ground archaeological remains, the presence of which is assumed from historical documentation alone.

8.1.3. Assessment of the condition of below ground archaeological remains.

One of the most important issues which required consideration prior to commencement of the site survey was the standardisation of criteria for the assessment of the condition of below ground archaeological remains. The following categories of survival were adopted:

1. Undisturbed.
   An archaeological site may be considered to be undisturbed when there are no visible signs of disturbance.

2. Minor disturbance.
   An archaeological site may be considered to have minor disturbance when the only visible evidence of disturbance is:
   1. Domestic or other building with narrow footings and service trenches.
   2. Small scale buildings.

3. Partly disturbed.
   An archaeological site may be considered to be partly disturbed when the only visible evidence of disturbance is:
   1. A site or building terraced into a hill slope.
   2. Reclaimed land.

4. Mostly disturbed.
   An archaeological site may be considered to be mostly disturbed when the visible evidence of disturbance includes:
   1. A site or building terraced into a hill slope by more than one storey in depth on part of the site.
   2. Basements or semi-basements.
5. Destroyed.
An archaeological site may be considered to be destroyed when the visible evidence of disturbance includes:
1. Basement excavation in excess of one storey over most or all of the site.

In some cases a large site exhibited different degrees of disturbance in different areas. Nonetheless the assessment of disturbance is representative of the average condition of a whole site.

Further historical research may indicate the presence of a historic development, now no longer visible, which may have mostly disturbed or destroyed archaeological remains of earlier occupation.

In some cases the assessment of a site was made difficult by uncertainties regarding the date of quarrying or terracing. Archaeological evidence of occupation prior to this activity will have been destroyed, but, depending on its date, there may be an accumulation of later deposits also having archaeological significance.

8.2. The brief description of archaeological remains.

In view of the size of the study area, only a very basic description of visible archaeological remains was possible. In some cases, a more detailed description is provided in the Hastings Heritage Study.

8.3. The extent of historical research for each site.

In view of the size of the study area, only a very basic outline of the historical sequence of development of each site could be attempted.

The following historical sources were used in the identification of sites and for the preparation of the Inventory. They include:
1. The series of historical maps researched for the study.
2. Secondary sources.
3. The 1908 Valuation Book.
The sources used for each site are listed in the Inventory, but a more complete list of references used in this study may be found in the Archaeological Management Plan, Volume I, Bibliography.

Because of the subdivision of the original town allotments, it was not possible to precisely locate most of the buildings recorded in the 1908 Valuation Book. Nonetheless this source could be used to give a general indication of the land use of each allotment.

8.4. The assessment of archaeological sites.

The site survey has enabled the assessment of the archaeological sites on a twofold basis, as follows:

1. Condition and survival of archaeological evidence.
2. Archaeological significance.

Given the limited extent of historical research able to be completed for each site, it is understandable that only the broadest recommendations are provided on a site by site basis. In The Conservation Plan, J. S. Kerr pointed out the dangers of an incorrect or partial assessment of the cultural significance of a site, based on incomplete analysis.1 By recommending the thorough assessment of sites prior to disturbance, the Archaeological Management Plan overcomes this difficulty.

Nonetheless this is the first Archaeological Management Plan which has successfully assessed the archaeological significance of each site at least in outline. Recommendations are made on the basis of the nature, level and degree of cultural significance, together with an assessment of surviving condition.

The following aspects of historical and archaeological significance are considered for each entry:

1. The penal settlement (Rare, State/National).
2. The early 19th century development of the town (Rare, Regional).
3a. The late 19th or 20th century development of the town (Representative, Regional).

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1 Kerr, 1985, 13.
3b. The late 19th or 20th century development of the town (Representative, Local).
4. The nature of convict labour or public works undertaken by convict labour (Rare, State).
5. The government administration or improvement of maritime trade & communications (Rare, Regional).
6. The nature and importance of maritime trade (Rare, Regional).
7. Religious beliefs & burial practices of the community, from the penal settlement onwards (Rare, State).
8. The nature and importance of mineral extraction and other industries to the region (Rare, Regional).

8.5. **Recommendations for the conservation of archaeological sites.**

Appropriate recommendations are made for each entry on the basis of:
1. Condition and survival of archaeological evidence.
2. Archaeological significance.

These recommendations are listed as follows:
1. Prior to disturbance, an excavation permit, under the Heritage Act 1977, as amended, should be obtained.
2. The discovery of relics should be immediately reported to the Heritage Council.
3. Visible archaeological remains should be conserved.
4. This site requires no historical or archaeological investigation prior to disturbance.

**Specific recommendation for sites destroyed by previous development.**
4. Since archaeological remains on this site have been destroyed by previous development, there is no requirement for historical or archaeological investigation prior to disturbance.

**Specific recommendation for sites under streets.**
5. Emergency repair of existing services (only work within existing conduits or trenches) may be undertaken without an excavation permit.
Specific recommendation for the brick barrel drain, Clarence Street (Inventory Number s.16).

6. Emergency repair of existing services, but not including the brick barrel drain itself, may be undertaken without an excavation permit (only work within existing conduits or trenches).

8.6. Explanation of inventory forms.

The inventory of sites was entered onto a number of standard inventory sheets. Each heading is given a brief description below:

<table>
<thead>
<tr>
<th>Inventory No.</th>
<th>Location and description details</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>There is a inventory number series, except for archaeological sites under streets or roads. The latter sites have a letter 'S' prefix, and are numbered from 01-26.</td>
</tr>
<tr>
<td>Land category</td>
<td>The land category refers to the cadastral description of the site in the following terms:</td>
</tr>
<tr>
<td></td>
<td>1. Allotment of land</td>
</tr>
<tr>
<td></td>
<td>2. Park or reserve</td>
</tr>
<tr>
<td></td>
<td>3. Street or road</td>
</tr>
<tr>
<td>Street no</td>
<td>Street number, where known.</td>
</tr>
<tr>
<td>Street</td>
<td>Street name.</td>
</tr>
<tr>
<td>Section</td>
<td>Section number.</td>
</tr>
<tr>
<td>Allotment</td>
<td>Allotment number. Current property boundaries do not closely comply with the original allotment boundaries. For this reason a separate inventory of Sections and Allotments has been included, together with the name of the grantee where known. (Archaeological Management Plan, Volume 1, Appendix 2).</td>
</tr>
<tr>
<td>Grantee</td>
<td>Name of grantee of town allotment or portion. Also purpose of reservation or dedication. (See Archaeological Management Plan, Volume 1, Appendix 2).</td>
</tr>
<tr>
<td>Present name.</td>
<td>Present name, where known.</td>
</tr>
<tr>
<td>Description of existing structures.</td>
<td>Brief description of existing structures.</td>
</tr>
<tr>
<td>Description of visible archaeological remains.</td>
<td>A brief description of the visible archaeological remains.</td>
</tr>
<tr>
<td>---</td>
<td>---</td>
</tr>
</tbody>
</table>
| Type of site. | The visible archaeological remains are divided into the following categories:  
1. Standing structures, largely intact.  
2. Standing structures, with alterations and additions.  
3. Vestige.  
5. Reconstruction. |

<table>
<thead>
<tr>
<th>Condition of below ground archaeological remains.</th>
<th>The nature of disturbance or the reason for the assessment of condition. The standard criteria for assessment are discussed in the Archaeological Management Plan, Volume 1, Section 8.1.3.</th>
</tr>
</thead>
</table>
| Nature of disturbance. | The survival of archaeological remains was assessed under the following headings:  
1. Undisturbed.  
2. Minor disturbance.  
3. Partly disturbed.  
4. Mostly disturbed.  
5. Destroyed. |

| Previous investigations. | The nature of previous archaeological investigations are described under the following headings:  
1. Historical research.  
2. Historical and archaeological assessment.  
3. Excavation.  
5. Site survey.  
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Type of investigation</td>
<td>Bibliographic references to previous investigations.</td>
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</table>
### Historic sequence of development.

<table>
<thead>
<tr>
<th>Penal settlement</th>
<th>Buildings and other structures, belonging to the penal settlement, 1821-1830.</th>
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</thead>
<tbody>
<tr>
<td>Town development</td>
<td>Buildings and other structures, belonging to the town, 1831 onwards.</td>
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</tbody>
</table>

### Land use, 1908.

The 1908 Valuation Book indicates the nature of buildings on each town allotment. These were divided into 5 categories of land use:
1. Unidentified.
2. Land or paddock.
3. Domestic.
5. Institutional.
6. Industrial.

Where more than one use is indicated on one town allotment, the more intense usage is generally given. For some entries it is possible to locate buildings on a particular street frontage, in which case the allotment may be divided into two land use categories. (See Archaeological Management Plan, Volume 1, Section 8.3).

### References

Bibliographic references to above historical evidence.

### Statement of significance.

A statement of significance is provided for each individual entry in the Inventory.

The statement is restricted to historic or scientific (archaeological) significance, but provides an assessment of both the degree and level of significance. (See Archaeological Management Plan, Volume 1, Chapter 3).

### Management plan

Appropriate recommendations are made for each entry on the basis of:
1. Condition and survival of archaeological evidence.
2. Archaeological significance.
(See Archaeological Management Plan, Volume 1, Section 6.5).
9. THE REVIEW OF THE ARCHAEOLOGICAL MANAGEMENT PLAN.

The Archaeological Management Plan should be reviewed regularly to ensure that it is operating effectively, to enable the reassessment of sites as a result of archaeological investigation and to ensure the study keeps pace with advancements in research design. It should be noted that the recommendations have been specifically designed to obviate the need to change the Archaeological Management Plan until a substantial period has elapsed.

Sites should not be removed from the Inventory of the Archaeological Management Plan. Instead, where sites have been totally destroyed in the course of redevelopment, the Inventory should be amended.

Changes to the boundaries of the Archaeological Management Plan should be recommended as a result of site survey or historical research, especially where sites, outside the present study area, may be left with insufficient legislative protection. Changes to the provisions of the LEP or other planning instruments should be recommended if the existing provisions are considered inadequate to conserve or protect the archaeological resource, or if substantial benefits may be gained from their reassessment.

9.1. What is involved in a review?

Where possible, a continuous process of review should be established.

A review of the plan should include:

1. the reassessment of the significance of sites.
2. the updating of research design.
3. changes to ensure the efficient operation of all the recommended procedures.
4. Consultation with the community, both in terms of those using or affected by the plan.

Both the first and second processes are interrelated, since archaeological significance depends upon the current research themes in archaeology. Furthermore each archaeological investigation will provide results that should be incorporated into the Inventory or other part of the Archaeological Management Plan. If possible, the Inventory should be continuously updated with the results of each investigation.
A review should be undertaken when necessary, but at least every five years. The Archaeological Management Plan should be reviewed by 1999.
10. THE ARCHAEOLOGICAL ZONING PLANS.

This mapping for the Archaeological Management Plan was produced from a 1:2000 cadastral plan, provided by means of computer printout by Hastings Council. This map was scanned onto computer as the basis for all maps prepared for this study. It was checked for accuracy by comparing measurements with the paper copy provided by Council.

The following maps and plans comprise the Archaeological Zoning Plans for this study (although Plan 10 is formally described as the Archaeological Zoning Plan, because it summarises the recommendations of the study):

1. Study area.
2. Inventory Plan, showing Inventory Numbers 1-279, and s. 1-26 for sites in streets or roads.
3. The 1826 Map of Port Macquarie (AO Map 3821). Inaccuracies in the original survey do not allow this map to be used as a precise overlay plan.
4. The 1831 Map of Port Macquarie (AO Map 3682).
5. The c.1840 Map of Port Macquarie (AO Map 3673).
6. Pattern of land use, derived from the 1908 Valuation Book. (Note that, where an allotment is recorded as having multiple uses, only one usage is illustrated graphically, in the following order of preference: industrial, commercial, institutional, domestic, and land or paddock).
7. The condition of below ground archaeological remains.
8. The condition of visible archaeological remains.
9. Level of cultural significance.
10. Archaeological Zoning Plan.
11. Archaeology in the street.
12. Sites recommended for inclusion in the study area.

The plans are attached inside the back cover of this volume.
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Port Macquarie, New arrangement of streets 1831, A. O. Map 75

Lands, Town Map, Port Macquarie, 1879-1894, A. O. Map 1063

Lands, Town Map, Port Macquarie, 1911-21, A. O. Map 1064

Port Macquarie, Harbour, n. d. A. O. Map 6249

Plan of Glebe at Port Macquarie, (C.22.730) J. Ralfe, Nov 1832, A. O. Map 1836

Plan of 1 1/2 acres allotted to Presbyterians for Church and School, Port Macquarie, (C.128.730) J. Ralfe, April 1841, A. O. Map 1949

Archaeological Management Plan, Port Macquarie.

Plan of land in the town of Port Macquarie for Presbyterian Church Residence, (C.135a.730) J. Ralfe, Sept 1841, A. O. Map 1957

Plan of allotment of land for site of Wesleyan Chapel, town of Port Macquarie, (C.220.730) J. V., Gorman, Jul 1845, A. O. Map 2029

Plan of Allotments for sites of Roman Catholic Church, School and Residence, town of Port Macquarie, (C.2732.730) J. V., Gorman, April 1847, A. O. Map 2070

Original plan for town, (M.157), Meehan, pre 1826, A. O. Map 3603

Plan of Port Macquarie showing new arrangements of streets, (M. 706), Darcy, 4 Jan 1831, A. O. Map 3672

Plan of Port Macquarie showing new arrangements of streets, (M. 706), Darcy, 4 Jan 1831, A. O. Map 3673

Copy of Darcy's plan, (M.706a) 4 Jan 1831, A. O. Map 3674

Resurvey of the township, (M.706b), Ralfe, 1832, A. O. Map 3675

Town plan, copied from Ralfe's survey (M.706c), Townsend, 3 Nov 1832, A. O. Map 3676

Plan of the town, (M.706d) White 1836, A. O. Map 3677

Sketch showing situation of Allotment No. 3 of Section 2A in the township of Port Macquarie, (To be kept with M.706d), n. d. A. O. Map 3678

Plan of streets, (M.706e), T. L. Mitchell, April 1831, A. O. Map 3679

Plan showing new arrangement of the streets, (M.706g(1)), Bemi, 1831, A. O. Map 3682

Copy of above, A. O. Map 3683

Design proposed by Police Magistrate B. Sullivan, (M.706h), Sullivan, A. O. Map 3684
Archaeological Management Plan, Port Macquarie.

Township, (M7.933), Sullivan, 4 Sept 1834, A. O. Map 3819

Ground Plan & elevations of streets (M8.933), Sullivan, 4 Sept 1834, A. O. Map 3820

Port Macquarie, (M9.933), Capt Wright (Commandant), March 1826, A. O. Map 3821

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APPENDIX 1. STUDY BRIEF.
ARCHAEOLOGICAL MANAGEMENT PLAN - PORT MACQUARIE

1. BACKGROUND

Port Macquarie was one of the only two penal settlements for the secondary punishment of convicts in the State, the other being Newcastle, and is one of a small number of settlements in NSW that commenced as a penal or government establishment.

Council believes that Port Macquarie has great potential to contribute both archaeological and historical evidence to the study of transportation, the convict system and the settlement of New South Wales.

It is intended to prepare an Archaeological Management Plan to ensure that Port Macquarie's unique archaeological resources are managed appropriately.

2. STUDY AREA

The study area is shown on the attached map and includes the town centre of Port Macquarie bounded by the Hastings River, Kooloonbung Creek, Gordon Street, Murray Street up to Church Street and along Church Street to the Pacific Ocean.

3. OBJECTIVES

The main aim of the plan is to assist Council in its administration of the archaeological provisions of the Hastings LEP 1987. The plan should be seen as a companion document to the Hastings Heritage Study (July 1991 Suters Architects Snell).

4. SCOPE OF THE WORK

4.1 Proposals are to be submitted showing a minimum of three (3) stages which could be carried out independently as follows:

4.2 Stage 1 - Investigation

- Determination of locations where there is evidence of areas with potential archaeological significance.

- Archaeological Zoning Map

Preparation of a map showing where archaeological sites are expected to survive and combining detailed documentary research with physical survey of the study area. Test excavation may also be necessary to determine these zones.
This zoning map is to show areas of archaeological sensitivity and the degree of
sensitivity. The meaning of the zones are to be explained in the Management Plan
and reflect the significance of the sites and their intactness.

Recommendations as to any further work considered necessary as a result of
preliminary investigation are to be included.

4.3 Stage 2 - Preparation of Management Report

This report should include the following:

* Statement of significance for archaeological resources.
* Conservation objectives for archaeological resources.
* Explanation of the requirements of planning and heritage legislation that relate
to archaeology.
* Explanation of the meaning of the archaeological zones in management terms.
* Guidelines for the Council staff on how to administer the archaeological
* Recommendations for possible changes to the provisions of Hastings LEP 1987
to encourage a pragmatic approach to archaeological heritage conservation and
development control planning in the subject area.
* Guidelines for developers and the community.
* Recommendations for variations to the area indicated within the "sites of
potential archaeological significance" identified in Hastings LEP 1987 based
upon the Study findings.

The proposal is to include provision for attendance by the consultant at a 1/2 day
seminar/workshop to familiarise Council staff and interested members of the public
with the plan and its implementation.

4.4 Stage 3 - Detailed Inventory

The consultant is to prepare a detailed inventory of archaeological sites on a block by
block basis. The inventory numbers would also appear on the Archaeological zoning
Plan.

Each inventory item is to have a statement of significance.

Recommendations should include details of any further research/strategy identified as
part of this plan.
5. **THE CONSULTANT WILL BE REQUIRED TO PROVIDE:**

5.1 Two (2) copies of a project work program two (2) weeks from the date of the commencement of the consultancy.

5.2 A detailed progress report mid way through the program.

5.3 Two (2) bound copies of the draft report taking into account comments made during the course of preparation of the plan.

5.4 One (1) original unbound and two (2) bound copies of the final report and comprehensive maps two (2) weeks after acceptance of the final draft report.

5.5 The draft and final reports shall include one (1) set of appropriate mapping compatible with the maps supplied by Council and suitable for reproduction in a monochrome plan copier. The order of accuracy of the information supplied on the map base is to be ± 5 metres.

5.6 The final report shall either include a second set of maps formatted to facilitate data transfer to the GIS or include equivalent digital map data. Proposals can cover either or both options.

5.7 The final report shall state who it has been prepared for and who it has been prepared by as well as the personnel used in the preparation and any acknowledgments.

5.8 Final presentation should be designed for ease of public understanding and include a concise and comprehensive summary.

6. **ADMINISTRATION AND REPORTING**

The study will be co-ordinated by a project director from Council answerable to the Director of Strategic Planning.

Personnel authorised to issue instructions in regard to this study are:

- Mr Steve Wood, Director of Strategic Planning
- Mr Larry Howell, Land Use Manager.

An initial meeting is to be held following commissioning of the consultant.
7. **CONSULTANT TEAM**

It is expected that the specialist team producing the management plan would include members with appropriate skills and extensive professional experience in the disciplines of history and historical archaeology, as well as other relevant disciplines. The work should be approached on a multi-disciplinary basis with all specialists being involved in consultation at all stages.

8. **TERMS AND CONDITIONS OF ENGAGEMENT**

8.1 Council Assistance

Council will provide the consultant with:

a) One (1) copy of the Hastings Heritage Study (July 1991).

b) Two (2) sets of base maps of the area applicable to this management plan at a scale of 1:2000.

c) The names of contacts within the Hastings District Historical Museum that may be able to assist in the preparation of the management plan.

d) One (1) copy of the conservation plan for the Historic Courthouse (September 1992).

e) Authority to enter land, under the Environmental Planning and Assessment Act, 1979, for the purposes of this project.

f) One (1) copy of relevant extracts from the Hastings LEP 1987.

8.2 Ownership and Copyright

The ownership and copyright of any information and results and originals of all maps, reports, plans, photographic prints and negatives supplied as progress, draft or final reports by the consultant pursuant to this agreement, shall be vested in the Council. Council may permit the consultant to utilise information gained in the course of this project for the purpose of learned papers or other publications provided that these are appropriately acknowledged and that confidentiality is respected.

8.3 Confidentiality

All work arising out of, or in respect of, or in any way connected with, this consultancy will remain confidential unless and until such release is approved by the Council.
8.4 Consulting Proposal

The proposal to undertake this plan is to include:

a) A lump sum consulting fee.

b) Description of the method of undertaking each of the tasks identified.

c) List of similar work undertaken recently.

d) The Project Director.

e) Curriculum Vitae of the Senior Personnel who will be directly involved in this project.

f) Details of the extent to which the final mapping report will include a digital data copy.

g) Identification of any additional consulting fees that may be applicable.

Three (3) copies of the proposal will be required.

8.5 Termination

The consultants' commission to carry out the plan may be subject to termination due to non-performance or inability to meet set deadlines. The consultant will be informed by letter of such termination which will be final and not subject to further correspondence.

8.6 Sub-Consultants

The primary consultant may engage a sub-consultant for a specified part of the Study subject to the written approval of Council. The primary consultant is responsible for the sub-consultant's work and compliance with the terms of the Study. The sub-consultant has no claim on Council for fees or expenses.

8.7 Payment and Costs

Upon the completion of the draft, the consultant may lodge a claim for payment (for up to 50% of the total agreed cost for the preparation of the plan) with Council, with a final claim for payment being lodged at the end of completion of the final document.

The Council will not be obligated to make any payment unless it is satisfied that the work satisfies the requirement of the brief.

The consultant shall be responsible for all his/her own costs for travel, accommodation and any other expenses.
8.8 Conflict of Interest

The consultant shall inform Council immediately of any matter connected with this plan which could give rise to an actual or potential conflict of interest. This information will be treated as confidential.

8.9 Certification

All final documents prepared by the consultant must be signed by the Project Director nominated in the consulting proposal to certify that they have been prepared by competent professional staff, checked for accuracy and comply with the requirements of the brief.

8.10 Corrections

Any error, ambiguity or deficiency which becomes apparent during the course of the plan shall be referred to the consultant for correction or clarification. The consultant shall not be entitled to an additional fee where the correction or clarification arises from a fault of the consultant.

8.11 Acceptance of Conditions

Written confirmation of acceptance of the commission for preparation of the plan in accordance with the conditions of engagement is required before work commences.
Archaeological Management Plan, Port Macquarie.
APPENDIX 2. INVENTORY OF GRANTEES OF TOWN ALLOTMENTS IN PORT MACQUARIE.
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ARCHAEOLOGICAL MANAGEMENT PLAN.
PORT MACQUARIE.

1. Study area, including land (shaded) and neighbouring streets.

Computer mapping by Edward Higginbotham.
ARCHEOLOGICAL MANAGEMENT PLAN.
PORT MACQUARIE.

2. Inventory Plan.
Inventory numbers 1-279 (allotments of land, parks or reserves).
Inventory numbers s.1-26 (streets or roads).

Computer mapping by Edward Higginbotham.
ARCHAEOLOGICAL MANAGEMENT PLAN.
PORT MACQUARIE.

3. The 1826 Map of Port Macquarie (AO Map 3821).
(Note: inaccuracies in the original survey do not allow this map to be used as a precise overlay plan).

Computer mapping by Edward Higginbotham.
ARCHAEOLOGICAL MANAGEMENT PLAN.
PORT MACQUARIE.

4. The 1831 map of Port Macquarie (AO Map 3682).

Computer mapping by Edward Higginbotham.
ARCHEOLOGICAL MANAGEMENT PLAN. PORT MACQUARIE.

5. The c.1840 map of Port Macquarie (AO Map 3673).

Computer mapping by Edward Higginbotham.
ARCHAEOLOGICAL MANAGEMENT PLAN.
PORT MACQUARIE.

7. The condition of below ground archaeological remains.

Key.
- Undisturbed.
- Minor disturbance.
- Partly disturbed.
- Mostly disturbed.
- Destroyed.

Computer mapping by Edward Higginbotham.
ARCHAEOLOGICAL MANAGEMENT PLAN.
PORT MACQUARIE.

9. Level of cultural significance.

Key.
- State.
- Regional.
- Local.

Computer mapping by Edward Higginbotham.
ARCHAEOLOGICAL MANAGEMENT PLAN.
PORT MACQUARIE.

10. Archaeological Zoning Plan.

Prior to disturbance, an excavation permit, under the Heritage Act 1977, as amended, should be obtained.

Visible archaeological remains should be conserved.

Prior to disturbance, an excavation permit, under the Heritage Act 1977, as amended, should be obtained.

Sites or streets, which are unshaded, require no historical or archaeological investigation prior to disturbance.

The discovery of relics should be immediately reported to the Heritage Council.

Items shown with heavy outline are included in the Hastings Heritage Study.

Key.
ARCHAEOLOGICAL MANAGEMENT PLAN.
PORT MACQUARIE.

11. Archaeology in the street.
Archaeological sites under streets or roads.
Inventory numbers s.1-26.

Computer mapping by Edward Higginbotham.
PORT MACQUARIE
ARCHAEOLOGICAL MANAGEMENT PLAN.

1. For site numbers 1 to 6, see Volume 1, Section 6.8.
2. Sites recommended for inclusion in the study area.