

Rockhampton Regional Council

Heritage, Character and Urban Design Study

Stage 2A Final Report

16 December 2010



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Rockhampton
Regional Council

Rockhampton Regional Council

Heritage, Character and Urban Design Study

Stage 2A Final Report

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Executive Summary

The purpose for this document is to outline the key non-Indigenous (historic) cultural heritage and character values of the Rockhampton Regional Council area and provide key recommendations to be considered in the preparation of the Rockhampton Region Planning Scheme. This study identifies, documents, and assesses places of historic cultural heritage significance and provides recommendations for the creation of a local heritage register and the conservation of identified Character Sites and values within the new Rockhampton Regional Council Planning Scheme (currently being prepared in accordance with the requirements of the *Sustainable Planning Act 2009*).

For the purposes of this study, the elements of 'heritage' and 'character' are distinct from one another, all be they inextricably linked. The definitions adopted are:-

"Heritage is not just about the way a place looks. It is about those historic, architectural, social or technological values which gives a place heritage significance (Allom Lovell 2000)."

- Heritage Place – A site of heritage significance, recognised under a statutory or non-statutory heritage register
- Potential Heritage Place – A site which is not currently recognised under a heritage register, although has potential to enter a register
- Heritage Precinct – A precinct with collective and recognisable heritage significance.

The key historic heritage values of the Rockhampton region includes elements such as key buildings in the Rockhampton CBD such as the Post Office, numerous buildings along Quay St, residential buildings, and sites of heritage significance that reflect the old port activities of Rockhampton and other townships, industrial activities such as mining and agriculture, and areas of landscape heritage.

"Character is more about how a place looks – a particular architectural style, the rhythm of a façade, roof shape or form, or a street which is immediately recognisable as representing a particular era of history (Allom Lovell 2000)."

- Character Site – A place with recognisable character values which contribute to the local area
- Character Area – A region with collective and recognisable character values

The features of the region that represent character include pre-1940 homes and other buildings, clusters of buildings, and the original subdivision form of the townships and their built environment, plus areas that reflect some of the key activities that took place in the location that define the place's character.

Expanding on the efforts of the *Rockhampton Region Heritage, Character and Urban Design Study – Issues Paper*, October 2010 (Phase 1a of this project), the heritage and character values of the

Rockhampton Region were further reviewed (relative to the previous local government jurisdictions. Table 1 outlines the key character and heritage values identified.

Table 1: Summary of Character and Heritage values in Rockhampton Region

Value	Description	Validation	Notes
Heritage Places	83 sites across the region	Already listed on various State and National Heritage lists which are governed by other legislation.	Some sites are listed on a number of the State and Commonwealth lists.
Potential Heritage Places	454 sites across the region	There are a number of sites that have been identified as having potential heritage significance, however, further investigation is required to verify the heritage value, and confirm inclusion as a recognised Heritage Place.	In order to be considered an recognised 'Heritage Place', even at a local level, detailed Site Assessment Surveys and analysis is required to meet statutory obligations.
Heritage Precincts	2 Precincts – Rockhampton CBD (Quay St areas) & Rockhampton Historic Town Grid	The level of importance of these precincts can be validated through their contribution to the historic, aesthetic, scientific or social, values these precincts understanding of the Region's history.	The State Government is currently studying key urban precincts and the Rockhampton CBD area provides potential to be considered under this initiative.
Character Sites	1047 sites already identified as Pre-1940 character buildings and Mt Morgan Character Sites	These are essentially those areas previously included in the Rockhampton City Council Planning Scheme and Mount Morgan Study	Further review of these areas will be required at the local level to confirm the places specific character values.
Character Areas	Numerous areas across the region	These areas have been identified in previous studies, and/or confirmed throughout site visits.	Further detailed review of these areas may be warranted, and with additional study, may verify additional 'Heritage Precincts'

The planning scheme is one of the key statutory mechanisms that can be used to manage and protect the heritage and character values for a local area. Some of the values identified in the

Rockhampton region are protected by legislation, such as the *Queensland Heritage Act 1992*, and Council has a statutory obligation to recognise these values within the planning scheme, as well as construct a local heritage register. There are other heritage and character values specific to the Rockhampton region which are not recognised by any other statutory mechanism, hence the planning scheme is important in acknowledging them and ensuring they are considered in the development assessment process. Any planning scheme mechanisms should be suitably supported by effective non-statutory programs and initiatives to further encourage the management and enhancement of heritage and character values.

This report recommends the following be considered when preparing the planning scheme and incorporating the heritage and character values identified through this Project.

- **Strategic Framework (Community Statement and Strategic Vision)** – ensure a statement is included in this section recognising and supporting the protection and enhancement of heritage and character values.
- **Strategic Framework (Character and Heritage Them)** – recognition of the elements of heritage and character for the region being Heritage Places, Potential Heritage Places, Heritage Precincts, Character Sites, and Character Areas. Also include statements of specific outcomes for each of the elements (ie. Ensure Heritage Places are protected from encroachment of inappropriate development or damage caused by inappropriate uses – Rockhampton Towards 2050, 2010). Land use strategies to mention include the use of Overlays, Tables of Assessment, Local Plans, Heritage Register, and Planning Policy.
- **Tables of Assessment** – include tables of assessment relative to the values that are sought to be protected and enhanced.
- **Zone Codes** – the standard suite of 'zones' contained within the QPP, which should acknowledge heritage and character values include: - Residential (Character Residential), Emerging Communities, Innovation, Mixed Use, Township, and Rural.
- **Local Plans** – it is assumed that there will be some Local Plans within the revised scheme given that these have been used with relative success in Rockhampton City Council. This may be an alternative to identifying these areas on an Overlay, if these matters are addressed at the local plan level. As is currently the situation with the former Rockhampton City Scheme, the unique qualities of the Heritage Precincts and Character Areas can be well articulated, and more specific in the Local Plans.
- **Character and Heritage Overlays and Codes** – introduce a Heritage Places and Precincts Overlay, and Character Sites and Areas Overlay, which maps each of the elements to be protected. The key planning issues to be addressed by this overlay include, the protection of heritage listed sites from demolition and harm (in accordance with the parameters of the

EPBC Act 1999, Queensland Heritage Act 1992, and other best practice measures including the *Burra Charter*). The purpose of the Codes is to trigger when further detailed studies need to be undertaken on sites that have been identified through this project, including Potential Heritage Places where the information available is not suitable to demonstrate the specific heritage values of the site. For some of these precincts the design principles are purely focused on protecting the form and function of the historic subdivision pattern, for others it is about encouraging appropriate built form, limitations to building heights, and other measures.

- **Definitions** – the various definitions for certain values and features of Heritage and Character should be articulated in the Definitions (in accordance with the parameters of the *EPBC Act 1999, Queensland Heritage Act 1992*, and other best practice measures including the *Burra Charter*).
- **Planning Scheme Policy** – a specific Planning Scheme Policy which includes the provision of a Local Heritage Register should be used to inform the process and content of heritage studies and investigations undertaken to validate the heritage and character values articulated in this report. A list of sites suggested for inclusion on a Local Heritage Register is provided in Table 10 of this report

1 Introduction

This project has been undertaken through the combined efforts of Converge Heritage + Community (Converge) and Tract Consultants.

1.1 Project Background

The Rockhampton Regional Council (RRC) commissioned a non-Indigenous (historic) cultural heritage study within the RRC area (hereafter referred to as the 'Project'). This document serves as an important background study for the preparation of the new Rockhampton Region Planning Scheme. This particular initiative is one of a series of three projects which form the *Rockhampton Region Heritage, Character, and Urban Design Study*.

The purpose of this Project is to identify, document, and assess places of historic cultural heritage significance and to provide recommendations for the creation of a local heritage register and the conservation of identified Character Sites and values within the new Rockhampton Regional Council Planning Scheme (currently being prepared in accordance with the requirements of the *Sustainable Planning Act 2009*).

This study has been undertaken for the area within the Rockhampton Regional Council jurisdiction. This area includes the former planning scheme areas (Livingstone Shire Council, Fitzroy Shire Council, Rockhampton City Council and Mt Morgan Shire Council). This study has considered the key urban centres, the coastal villages and towns, rural towns and rural areas.

This study focuses on two separate, yet inevitably connected, elements of the history of the Rockhampton Regional Council area - heritage and character. This document clearly distinguishes between the two, and considers them in their own distinct way. Whilst heritage practice provides clear criteria for determining the value of a place (ie. Is officially recognised in dedicated legislation and best practice guidelines and generally considered a verifiable concept), Character matters are often more arbitrary in nature.

One of the first tasks undertaken was a review of the existing planning mechanisms and current studies that have identified heritage and character values of the Rockhampton Region LGA, particularly given that most of the studies were undertaken by the former local authorities.

1.1.1 Heritage

Heritage is generally associated with places of historic, social, aesthetic and scientific values. Although Heritage Places contribute to the overall character of a place, they are significant in their own right and are generally protected by legislation.

Heritage is not just about the way a place looks. It is about those historic, architectural, social or technological values which gives a place heritage significance (Allom Lovell 2000).

Statutory and best practice obligations, including requirements for determining a Heritage Place under the provisions of the *Queensland Heritage Act 1992*, require a place to satisfy one or more of the criteria outlined in Section 35 of the Act, (in this case at a local or regional level). Places entered on the

Queensland Heritage Register, Commonwealth and National Heritage List generally meet these statutory obligations for entry, and provide the basis for a Rockhampton Region Local Heritage Register in the new planning scheme.

The heritage inventories previously undertaken within the former local authorities, and reviewed by this audit, do not satisfy the information requirements to determine their 'worthiness' for inclusion on the Local Heritage Register. However, if they are found to have a relevant history, description and 'statement of heritage significance' from previous studies, and satisfy the requirements of the *Queensland Heritage Act*, as a Heritage Place of local or regional significance, then they should be included in the register.

Table 2 outlines the Heritage Places on the various lists for sites in the Rockhampton Regional Council. Abbreviations as follows:

- QHR – Queensland Heritage Register;
- RNE – (Former) Register of the National Estate;
- NHL – National Heritage List;
- CHL – Commonwealth Heritage List;
- QNT – Queensland National Trust; and,
- DERM SWS – Statewide Survey.

Table 2 - Heritage Inventory (overview)

Former Council	QHR	RNE	NHL	CHL	QNT Registered Sites	QNT Reported & Identified	DERM SWS
Rockhampton City Council	61	33	0	2	53	50	246
Livingstone Shire Council	8	13	1	2	4	3	165
Fitzroy Shire Council	1	1	0	0	2	4	56
Mount Morgan Shire Council	13	13	0	0	13	23	58
TOTAL	83	60	1	4	74**	81***	525

Livingstone Planning Scheme lists 104 places and Emu Park Town Centre Design Guidelines lists another 9 places which are not on the Livingstone list. ** The Queensland National Trust register has 2 places which are unclear as to which former region they belong. *** The QNT 'reported and identified' list has one place which is unclear as to which former region it belongs.

Map 1 and 2 illustrate the existing heritage values as are listed and mapped from various sources.

1.1.2 Character

Character can embody many of the same values as heritage, however, it often has more of an ephemeral, less tangible quality. Where heritage often refers to specific places (such as building or parks for example), character often refers to an underlying quality of an area in general, which can evolve as the place develops.

Character is more about how a place looks – a particular architectural style, the rhythm of a façade, roof shape or form, or a streetscape which is immediately recognisable as representing a particular era of history (Allom Lovell 2000).

Similarly to heritage, the initial findings of the character audit indicate a wide and varied range of base information across the former Shires. There is little synergy between the methods used, if 'character' has in fact been assessed, and this makes it difficult to validate the available data for inclusion in mapping and listings of character values. Some Shires consider construction age, site aesthetics or building type as the determination of a place or area having value – some don't consider character at all. Others have done more detailed surveys, in addition to such conclusions, which generally provide a more holistic basis and measure for 'character' and how these should be values within the urban or rural 'environment'.

The former Rockhampton City Council model is probably the most robust in this case, which has considered areas of 'value' by age and development phase to determine a study area. These have then been studied in greater detail and the findings published in a comprehensive report which has then been adopted by the local planning scheme. This model provides a list of zones and areas that should be considered, as well as the values which support the notion that these places and precincts provide value to the community, and therefore, a more developed ability to identify and conserve these values in a site and precinct specific way within planning scheme provisions, compared to that which generally extends with the lack of such information.

Maps 3 – 5 illustrate the findings of the level of mapping available for existing Character Sites and Areas. They are primarily confined to the Pre-1940 developed areas and the precincts identified in the Allom Lovell study in Rockhampton in 2000.

1.2 Methodology

The preparation of the *Rockhampton Region Heritage, Character and Urban Design Study – Issues Paper* (October 2010) involved a review of all available information pertaining to heritage and character in the region. It also involved a field study, which was conducted to confirm previous studies or, in the absence of study, to identify significant heritage and Character Sites or areas requiring further investigation.

The initial issues report was based on the following activities:-

- Audit of existing heritage and character buildings and places to confirm the requirements to prepare a comprehensive list of heritage and character buildings and places, (using the existing state and local government information) for the region;
- Review of key Stakeholder input, including any results from the DERM State-wide survey and cultural heritage mapping layers; and
- A gaps analysis of what is known, and what else needs to be done in respect to the identification of heritage and Character Sites within the region.

Given the scale of the entire Rockhampton Regional Council area, coupled with the large number of Heritage Places/ precincts and Character Sites/ areas, the fieldwork component of the project was limited in its capacity to provide comprehensive assessment, however recommendations and conclusions have been put forward where finalised conclusions were not possible. The fieldwork component of the project included;

- Car and pedestrian surveys in each of the former regions to either confirm or identify heritage and Character Sites or areas.
 - On November 18, the key targets for assessment were Mount Morgan and Gracemere, followed by the Capricorn Coast towns of Yeppoon, Emu Park, Keppel Sands and Joskeleigh.
 - On November 19, the key target areas for assessment included the city and suburbs of the former Rockhampton City Council, including the town's central grid (dating from 1865), Allenstown, The Range, Lakes Creek, Depot Hill, Port Curtis, Wandal, North Rockhampton, Kalka, Berserker Range, Frenchville and Parkhurst West.

1.3 Report Layout

The Rockhampton Region Heritage, Character and Urban Design Study – Issues Paper (October 2010) presents the following information based on the Stage 1A results and recent fieldwork activities abovementioned.

1.3.1 Heritage

An overview of the current situation for heritage within the RRC area, in light of the proposed RRC Planning Scheme update, including:-

- An outline of Heritage precincts (local and/or state);
- Known Heritage Places (including existing CHL, NHL & QHR places);
- Potential Heritage Places (DERM Statewide survey, QNT, RNE and other);
- Conclusions and recommendations for the development of a sound strategic framework for heritage matters within the Shire.

1.3.2 Character

An overview of the current situation for character within the RRC area, in light of the proposed RRC Planning Scheme update, including;

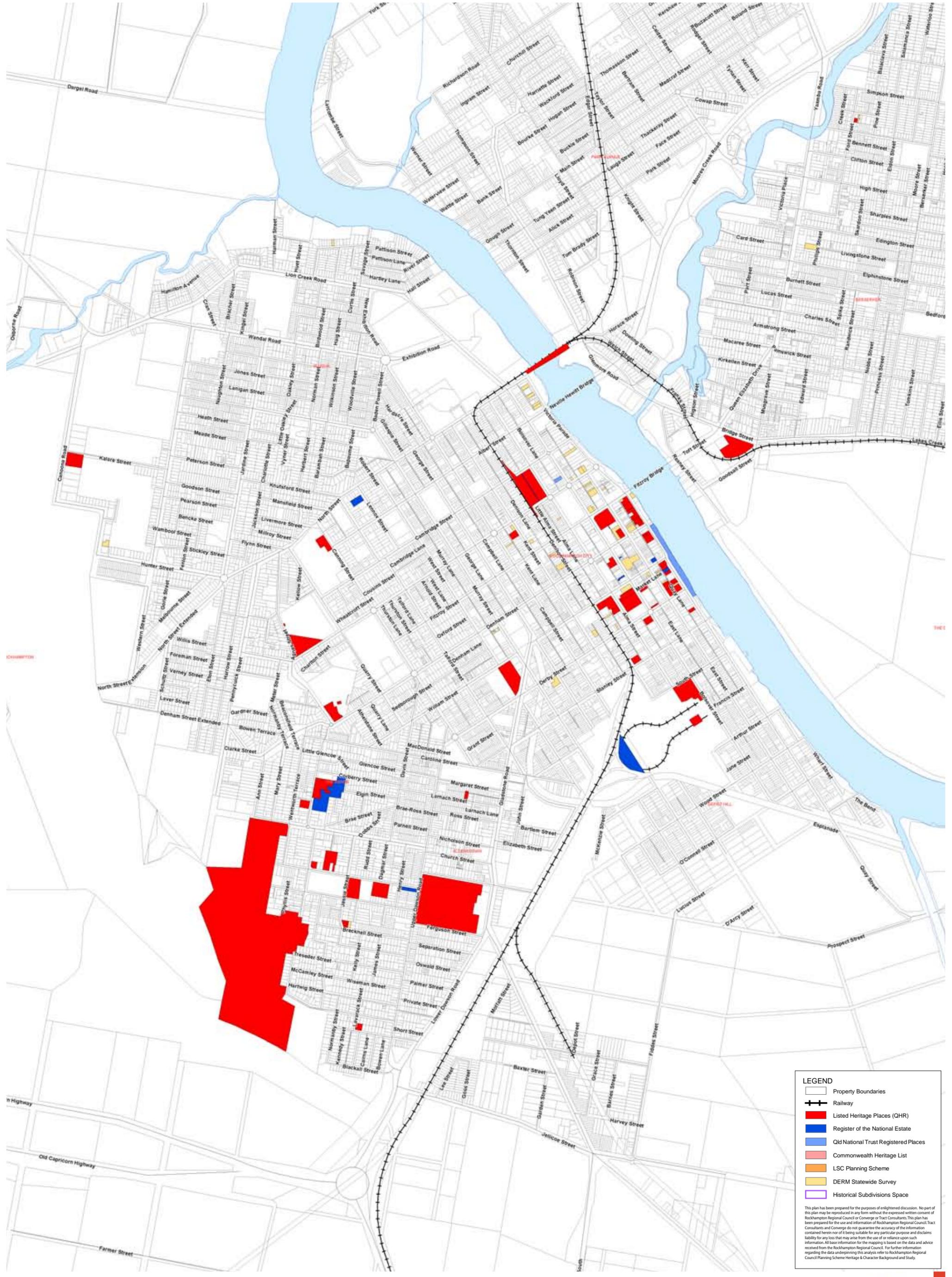
- Identified character areas; and
- Identified Character Sites.

These values have been mapped so as to form a basis for planning tools in the new scheme, specifically Heritage Places and Precincts, and Character Sites and Areas.

1.4 Terminology

In order to maintain a clear distinction between heritage and character, the following terminology is recommended.

- Heritage Place – A place of local heritage significance, considered to satisfy requirements for entry onto a statutory heritage register;
- Potential Heritage Place – A place which is not currently recognised by a statutory heritage register, although has potential to enter a statutory heritage register
- Heritage Precinct – A precinct with collective and recognisable heritage significance, considered to satisfy requirements for entry onto a statutory heritage register;
- Character Site – A site with recognisable character values
- Character Area – A region with collective and recognisable character values.



LEGEND

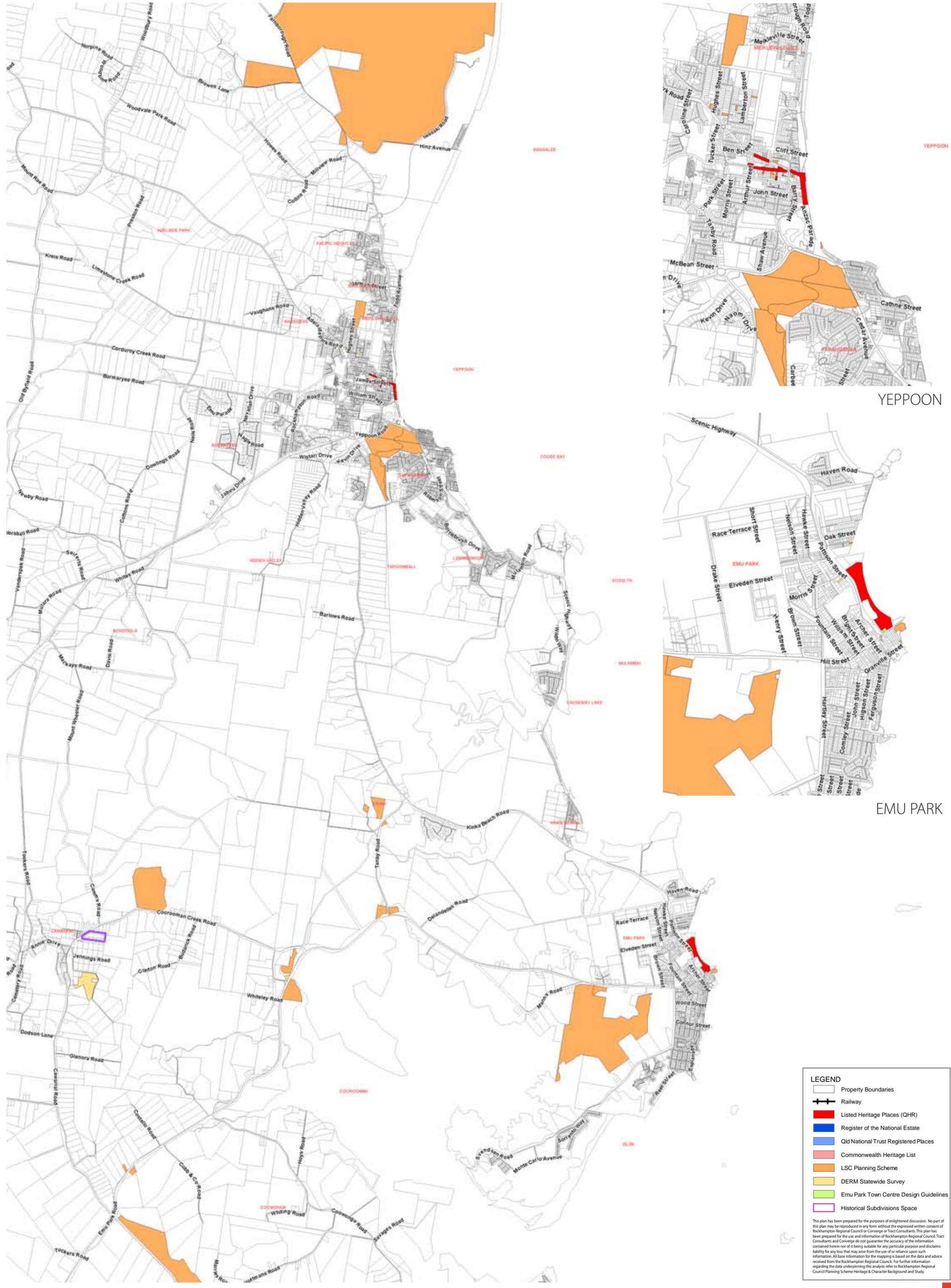
- Property Boundaries
- Railway
- Listed Heritage Places (QHR)
- Register of the National Estate
- Old National Trust Registered Places
- Commonwealth Heritage List
- LSC Planning Scheme
- DERM Statewide Survey
- Historical Subdivisions Space

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SCALE 1:20,000 @ A3
 0 200 400 1000m

MAP 1 - ROCKHAMPTON EXISTING HERITAGE VALUES

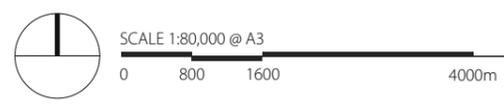




LEGEND

- Property Boundaries
- Railway
- Listed Heritage Places (QHR)
- Register of the National Estate
- Old National Trust Registered Places
- Commonwealth Heritage List
- LSC Planning Scheme
- DERM Statewide Survey
- Emu Park Town Centre Design Guidelines
- Historical Subdivisions Space

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MAP 2 - CAPICORN COAST EXISTING HERITAGE VALUES

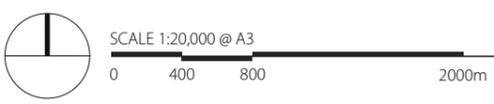




LEGEND

- Property Boundaries
- Railway
- Locality Boundary
- Character Places

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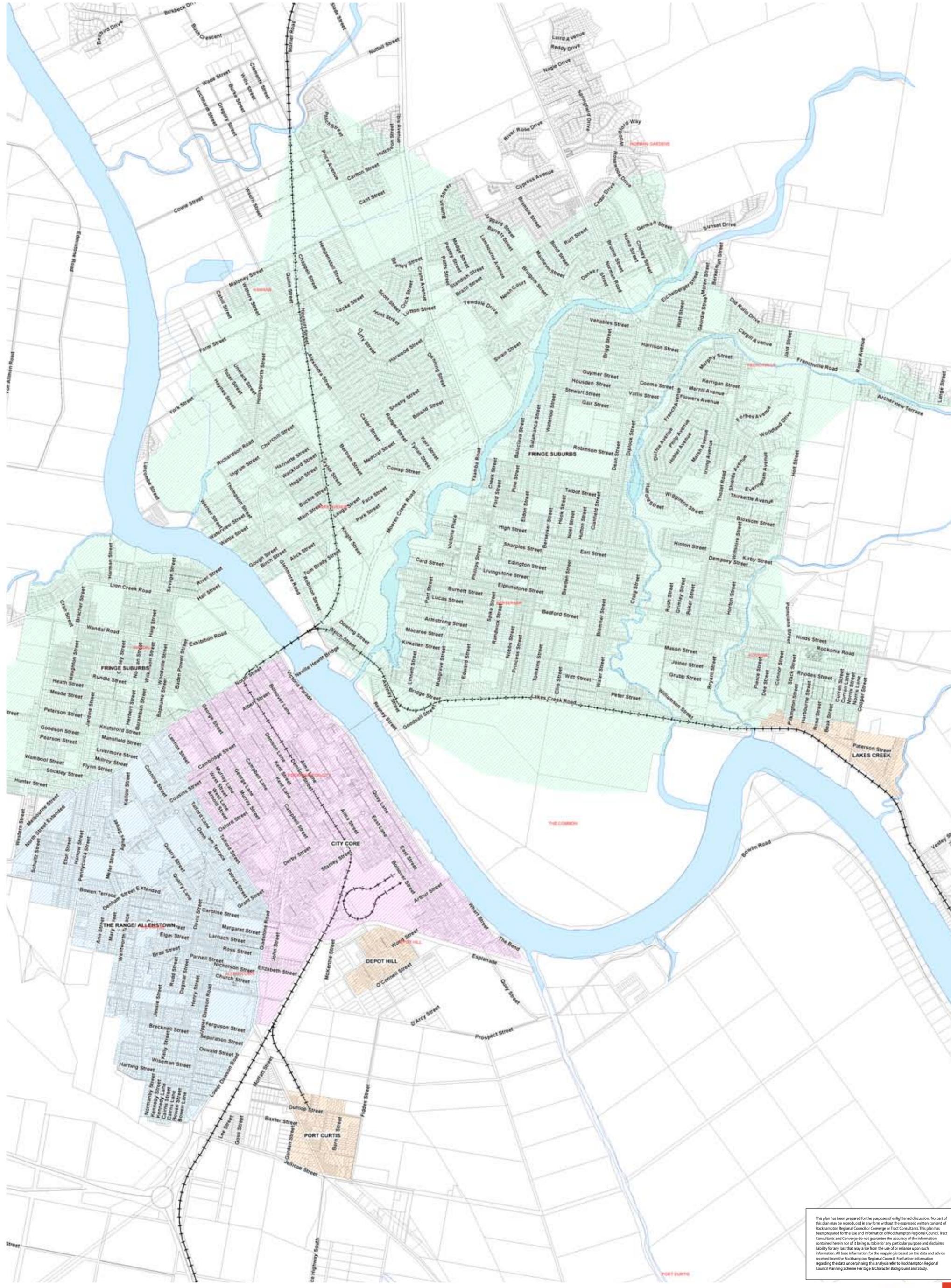


MAP 3 - EXISTING CHARACTER AREAS

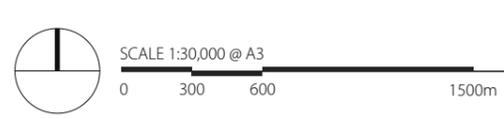
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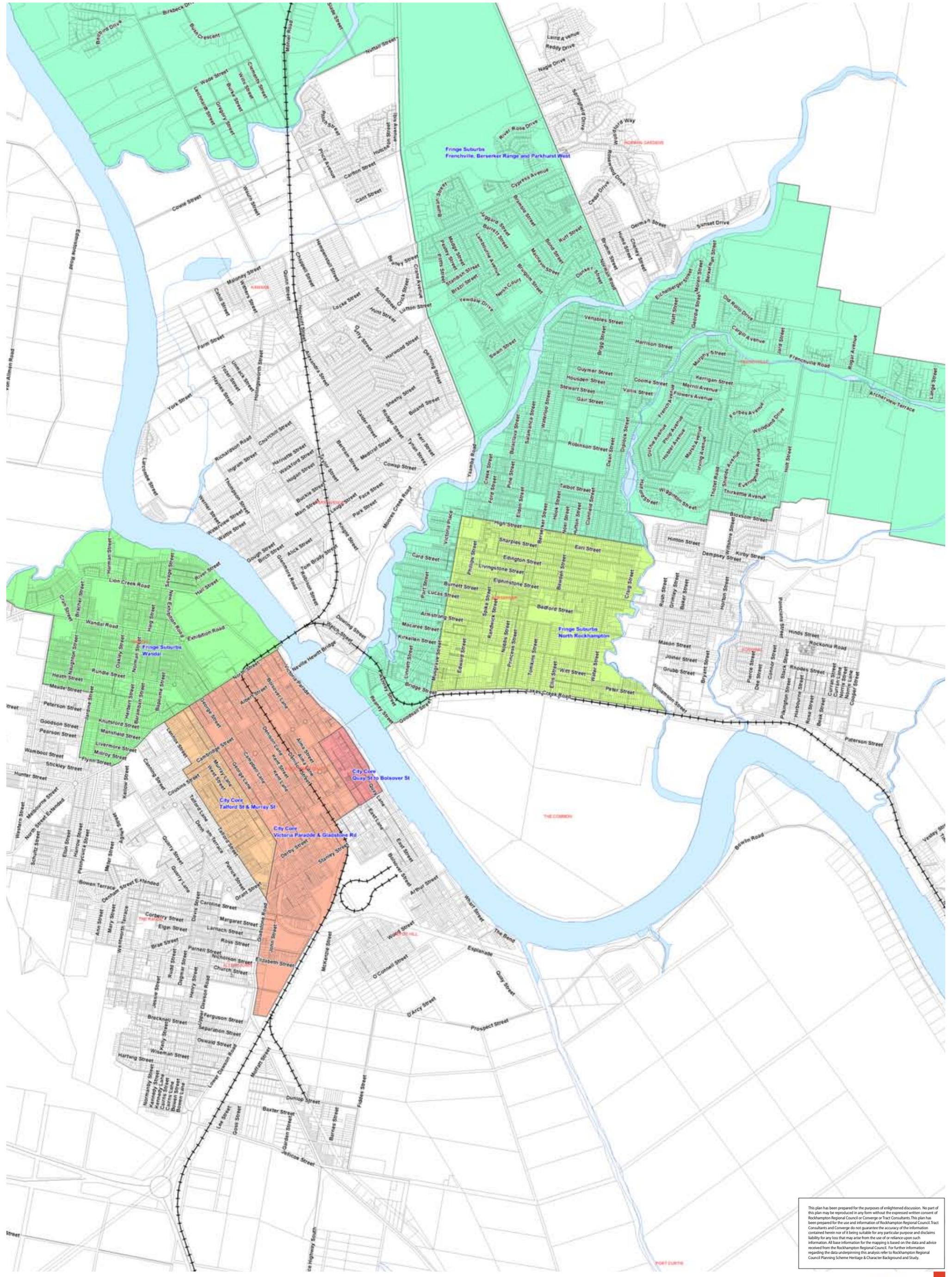
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MAP 4 - EXISTING CHARACTER PRECINCTS (ALLOM LOVELL)



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MAP 5 - EXISTING CHARACTER SUB-PRECINCTS (ALLOM LOVELL)



2 Key Findings and Review

Considering the assessment of values was largely based on data collected by the former local government authorities, the following section is presented based on the previous jurisdictions.

Table 3 illustrates the information base that underpins the advice in this report.

Table 3 – Summary of Review of Existing Planning Scheme Provisions of Former Local Authorities

Former LGA	Heritage Matters	Character Matters
Rockhampton City Council	<p>Provisions : There are no heritage places of local significance listed within the planning scheme.</p> <p>There is a ' Heritage Place Code' (Chapter 5, Planning scheme), however, it only relates to heritage places listed on the Rockhampton City Plan (which at this stage appears to represent QHR 'state' places).</p>	<p>Provisions : A character code exists for the residential areas (generally pre 1946); however, other areas as defined in Allom Lovell's (2000) study have not been considered in this code, or the plan.</p>
	<p>Overlays : No overlay map exists.</p>	<p>Overlays : No character overlays have been located.</p>
	<p>Studies : There are ample useful studies for the heritage of the Rockhampton region, as well as individual heritage studies for places of interest; however, time constraints have restricted current research capabilities beyond the Urban, Heritage and Character Study (Allom Lovell, 2000).</p>	<p>Studies : A number of studies exist for the character of the Rockhampton region; however time constraints have restricted a thorough investigation of all readily available material.</p>

Former LGA	Heritage Matters	Character Matters
Livingstone Shire Council	<p>Provisions : A comprehensive list of places of cultural significance is included in the planning scheme; however, it appears that detailed research has not been conducted for each of these places (such as history, significance or detailed descriptions etc), and whether they are of heritage or character value.</p> <p>The only management strategies for the identified cultural features seems to be the 'cultural features' code which does not outline specific strategies for the protection of heritage places, rather it is a broad overview of outcomes sought for special management areas.</p> <p>It should be noted that a fairly detailed plan for the management of Emu Park's Town Centre discusses heritage and character in some detail; however it notes that a full heritage study has not been conducted by a qualified heritage consultant (Section 1.2.5), thus any listed places of significance have been identified using the Livingstone Shire Planning Scheme and through general research.</p>	<p>Provisions : A comprehensive list of places of cultural significance is included in the planning scheme; however, it is unclear if detailed research has been conducted for each of these places to determine character.</p> <p>The only management strategies for the identified cultural features seems to be the 'cultural features' code which does not outline specific strategies for the protection of Character Sites, rather it is a broad overview of outcomes sought for special management areas.</p>
	<p>Overlays : 'Historic' places overlays exist for the shire. However, it is uncertain if these places refer to heritage or character (or perhaps both).</p>	<p>Overlays : 'Historic Places' overlays exist for the former Shire; however it is unclear if these overlays refer to heritage places or Character Sites.</p>

Former LGA	Heritage Matters	Character Matters
	<p>Studies : A complete heritage study has not been undertaken by heritage professionals for the Emu Park region. Further heritage studies for the former Livingstone Shire have not been located.</p>	<p>Studies : No character studies have been located for the shire.</p>
<p>Mount Morgan Shire Council</p>	<p>Provisions : A list of heritage places of local significance does not exist in the planning scheme, however, provisions have been made for the creation of a local heritage register as well as an inventory of places which have been destroyed/ demolished.</p> <p>Many of the planning scheme provisions developed for the protection and interpretation of heritage places in the shire are generally broad statements about retaining existing heritage values.</p> <p>It is unclear if action has been taken with regards to the recommendations for the further development of the region's heritage (i.e. mining heritage centre).</p>	<p>Provisions : No specific provisions have been detailed about retaining/ protecting the character of the shire.</p>
	<p>Overlays : No heritage overlay exists for the Shire; a map of zones has been developed for the planning scheme, however, there are no references to heritage.</p>	<p>Overlays : No character overlay exists.</p>

Former LGA	Heritage Matters	Character Matters
	<p>Studies : It is unclear if local heritage studies exist. Time constraints have restricted comprehensive research.</p>	<p>Studies : While useful in broad terms, the Mount Morgan Character Study (1995) does not set out specific character values of the region. Most of the characteristics discussed in this report are only concerned with visual and environmental factors.</p> <p>Specific strategies for the retention/ protection of character are not included in the study, though brief recommendations are included at the end of each character analysis.</p>
Fitzroy Shire Council	<p>Provisions : A list of heritage places of local significance has not been developed as a part of the planning scheme.</p>	<p>Provisions : Provisions developed for the protection of Character Sites are broad statements about retaining the inherent qualities of the region.</p>
	<p>Overlays : The overlay map of heritage places and the references to the map in the planning scheme are vague. The only heritage place recognised on the map is an item listed on the QHR 'state' register.</p>	<p>Overlays : No character overlays have been located.</p>
	<p>Studies : Heritage studies are known to exist in the Old National Trust's library; however due to time constraints, these are yet to be examined for relevance to the current study.</p>	<p>Studies : No character studies have been located for the shire.</p>

2.1 Rockhampton City Council

2.1.1 Heritage Values

2.1.1.1 Heritage Places

The existing heritage and character study (Allom Lovell, 2000) for the Rockhampton City Council is considered to be an accurate and detailed study of the heritage values of the place, which can be used as a starting point for future comprehensive analysis.

Fieldwork has confirmed that the current list of known Heritage Places and Potential Heritage Places for Rockhampton, identified during Stage 1A of this project, represents a good cross section of places for consideration for the Rockhampton Region Heritage Register. Places already entered on the Commonwealth and National Heritage Lists, and the Queensland Heritage Register are recognised at a statutory level for their heritage value, and these places can therefore be immediately administered on the proposed Register.

Potential Heritage Places require further investigation and in the mean time should be managed under new provisions that should be introduced to ensure further assessment and also considered during local or neighbourhood planning initiatives.

These elements are identified in Map 1 of this document.

2.1.1.2 Heritage Precincts

Although Allom Lovell's study does provide a comprehensive assessment of the various character areas in the region, heritage precincts have not been addressed. Considering the protection of 'heritage precincts' through statutory mechanisms is still developing in Australia, Council should consider this option for the region. Initial consultation with DERM on similar projects has outlined an interest for the State to consider heritage precincts also in an urban context as a more appropriate way of managing heritage values at this level.

2.1.2 Character

2.1.2.1 Character Sites

The former Rockhampton City Council's pre-1940 character houses layer separately identifies 1109 sites. The Allom Lovell study (2000) provides a significant amount of supporting information for relevant local areas within Rockhampton, which should inform the future management decisions within a revised planning scheme.

Map 3 illustrates the location of existing Character Sites in Rockhampton and the digital data that accompanies this report illustrates the Mt Morgan Sites.

2.1.2.2 Character Areas

The existing heritage and character study (Allom Lovell 2000) for the former Rockhampton city can be considered to be an accurate and detailed study of the character values of the place.

Fieldwork has confirmed that the current character areas identified in the Allom Lovell study are accurate, and while some slight omissions are evident, such

as including 'Allenstown' in the discussion for 'The Range' without mentioning the town, the study can be used as a base for detailed planning and design measures.

The Allom Lovell study identifies four distinct character areas which are divided into further 'precincts' (for the purpose of this report, character precincts, as described by Allom Lovell will be referred to as 'areas').

These Character Areas are defined as follows;

- City Core Character Area
 - 1a- Quay to Bolsover Streets
 - 1b- Victoria Parade and Gladstone Road
 - 1c- Talford and Murray Streets
- The Range (this area includes Allenstown, however, it is not mentioned as a separate suburb)
- Lakes Creek, Depot Hill & Port Curtis
 - 1a – Lakes Creek
 - 1b- Depot Hill
 - 1c- Port Curtis
- Fringe Suburbs
 - 1a- Wandal
 - 1b- North Rockhampton, Kalki and Park Avenue
 - 1c- Frenchville, Berserker Ranges, Norman Road and Parkhurst West

Map 4 and 5 illustrates the distribution of these character areas and sub-areas.

2.2 Livingstone Shire Council

2.2.1 Heritage

2.2.1.1 Heritage Places

The ex-Livingstone Shire area lacks a formal heritage study for the previous local government area, however, some basic analysis of Heritage Places has been undertaken for the Livingstone Shire Planning Scheme as well as the Emu Park Town Centre Design Guidelines.

Fieldwork has confirmed that the current list of known Heritage Places and potential Heritage Places identified during Stage 1A for the Livingstone Shire represents a good cross section of places for consideration when constructing a Local Heritage Register. Places already entered on the Commonwealth and National Heritage Lists, the Queensland Heritage Register are recognised at a statutory level for their heritage value, and these places can therefore be immediately administered within a Local Heritage Register for Rockhampton Regional Council.

Map 6 illustrates the existing Heritage Places in the previous Livingstone Shire.

2.2.1.2 Heritage Precincts

One potential heritage precinct has been identified in the small coastal village of Joskeleigh, near Keppel Sands. This precinct will require community consultation and further study. It concerns the history of South Sea Island indentured labourers who worked on sugar plantations in the late 19th early

20th century. Remnant fabric relating to the South Sea Island history is still evident in this region including mango trees, churches, home sites and a cemetery. A regional museum is dedicated to the South Sea Island history of the region.

2.2.2 Character

2.2.2.1 Character Sites

No character study exists for the previous Livingstone Shire. Recent fieldwork has identified that there is a need to study this region, therefore it recommended that a study of the character values of the area be undertaken.

2.2.2.2 Character Areas

Recent fieldwork in the previous Livingstone Shire has identified one potential character area which is taken in by the main commercial/ municipal areas from Queen Street to Raymond Terrace, including James Street and Normanby Street. This area includes the historic Yeppoon Train Station, which is registered on the QHR, as well as a number of other places recognised on the various heritage registers.

2.3 Fitzroy Shire Council

2.3.1 Heritage

2.3.1.1 Heritage Places

The former Fitzroy Shire Council lacks a formal heritage study. Fieldwork has confirmed that the current list of known Heritage Places and potential Heritage Places identified during Stage 1A for the region represents a good cross section of sites for consideration when constructing a Local Heritage Register. Places already entered on the Queensland Heritage Register are recognised at a statutory level for their heritage value, and these places can therefore be immediately administered within a Local Heritage Register for Rockhampton Regional Council. No Commonwealth Heritage Listed or National Heritage Listed places exist in the area).

2.3.1.2 Heritage Precincts

No heritage precincts have been identified for the region in this phase of analysis.

2.3.2 Character

2.3.2.1 Character Sites

No character study exists for the former Fitzroy Shire Council. Recent fieldwork has identified that there is a need to study this area, therefore it recommended that a study of the character values be undertaken.

2.3.2.2 Character Areas

Recent fieldwork in the region has not identified any potential character areas. Potential character areas could be devised through further study of the region, which would include community consultation.

2.4 Mount Morgan

2.4.1 Heritage

2.4.1.1 Heritage Places

Mount Morgan lacks a formal heritage study for the region, however, a comprehensive character study exists (UQ 1995). Fieldwork has confirmed that the current list of known Heritage Places and potential Heritage Places identified during Stage 1A for Mount Morgan represents a good cross section of places for consideration when constructing a Local Heritage Register. Places entered on the Queensland Heritage Register are already recognised at a statutory level for their heritage value, and these places can therefore be immediately administered within a Local Heritage Register for Rockhampton Regional Council.

Potential Heritage Places in this former region require further investigation and in the mean time should be managed under new provisions that should be introduced to ensure further assessment and also considered during local or neighbourhood planning initiatives.

2.4.1.2 Heritage Precincts

No heritage precincts have been identified through the background study or the recent fieldwork to the region.

Mount Morgan demonstrates ample opportunity to develop heritage precincts, particularly surrounding the history of the mine, which is a QHR heritage listed place and its connection with Mount Morgan Township and to Rockhampton.

2.4.2 Character

2.4.2.1 Character Sites

Mount Morgan has been subject to a comprehensive character study in the past, which was undertaken by the University of Queensland (Department of Architecture) in 1995. While individual Character Sites have not been identified in the study, it does list 25 'landmarks' (refer to page 71 of the study), which could be considered as Character Sites. Some of these 'landmarks' are recognised Heritage Places under the various registers.

2.4.2.2 Character Areas

The Mount Morgan Character Study (1995) represents 7 separate character areas (referred to as 'precincts' in the study). While not all of these character areas can be considered within the revised planning scheme, recent fieldwork has confirmed that 2 character areas could be developed – the Central Grid and Tipperary Point (refer to Map 11).

3 Planning Scheme Recommendations

The planning scheme is one of the key statutory mechanisms that can be used to manage and protect the heritage and character values for a local area. Some of the values identified in the Rockhampton region are protected by legislation, such as the *Queensland Heritage Act 1992*, and Council has a statutory obligation to recognise these values within the planning scheme. There are other heritage and character values specific to the Rockhampton region which are not recognised by any other statutory mechanisms, hence the planning scheme is important in acknowledging them and ensuring they are considered in the development assessment process. Any planning scheme mechanisms should be suitably supported by effective non-statutory programs and initiatives to further encourage the management and enhancement of heritage and character values.

3.1 Overview of Relevant QPP Mechanisms

The introduction of *Sustainable Planning Act 2009* requires all local authorities to prepare a planning scheme in accordance with the Queensland Planning Provisions (QPP, Version 2.0) and the standard scheme format. At the time of preparation of this paper there was no information available about the proposed structure of the RRC scheme or which particular tools were preferred for use to protect the heritage and character values. This study recommends that the following elements of the QPP Planning Scheme be used to protect the heritage and character values.

- Part 3 - Strategic Framework
- Part 5 – Levels of Assessment
- Part 7 – Local Plans
- Part 8 – Overlays (Mapping and Code)
- Schedule 1 – Definitions
- Schedule 2 – Planning Scheme Policies

3.2 Strategic Framework

The following recommendations suggest how the matters of heritage and character should be addressed in the Strategic Framework components of the scheme

3.2.1 Community Statement and Strategic Vision

- Ensure a statement is included in this section recognising and supporting the protection and enhancement of heritage and character values.
- Acknowledge the distinction between 'heritage' and 'character' values and the approach Council has taken to decipher the two elements (ie. Heritage Place, Potential Heritage Places, Heritage Precincts, Character Areas, Character Sites).

3.2.2 Character and Heritage Theme

- Include a strategic outcome that reflects the intent to protect and enhance heritage and character values outlined in the *Rockhampton Region Towards 2050-Strategic Framework (2010)*.

- Include a table of the elements, specific outcomes and land use strategies which is generally in accordance with Table 4.

Table 4 – Table of Elements, Specific Outcomes and Land Use Strategies for Heritage and Character.

Elements	Specific Outcomes	Land Use Strategies
Heritage Places	Ensure Heritage Places are protected, including encroachment of inappropriate development or damage caused by inappropriate uses.	<ul style="list-style-type: none"> ■ Levels of Assessment ■ Overlay and Code ■ Planning Scheme Policy
Potential Heritage Places	Confirm and identify the level of significance of Potential Heritage Places	<ul style="list-style-type: none"> ■ Levels of Assessment ■ Overlay and Code ■ Planning Scheme Policy
Heritage Precincts	Enhance and protect the key values of heritage significance for the identified precincts. Ensure any new development acknowledges existing heritage values	<ul style="list-style-type: none"> ■ Levels of Assessment ■ Local Plans ■ Overlay and Code
Character Sites	Protect and enhance Character Sites from encroachment of inappropriate development or damage caused by inappropriate uses.	<ul style="list-style-type: none"> ■ Levels of Assessment ■ Local Plans ■ Overlay and Code
Character Areas	Enhance and protect the key values of neighbourhood character significance for the identified precincts. Ensure any new development acknowledges existing character values	<ul style="list-style-type: none"> ■ Levels of Assessment ■ Local Plans ■ Overlay and Code

3.2.3 Levels of Assessment

- Development applications made within or adjoining Heritage Places or Potential Heritage Places should be considered Impact Assessable.
- Development applications made within or adjoining Heritage Precincts, Character Sites, and Character Areas should be considered Code Assessable, unless triggered by another level of assessment.
- The standard suite of 'zones' contained within the QPP, which should acknowledge heritage and character values including: - Residential (Character Residential), Emerging Communities, Innovation, Mixed Use, Township, and Rural.

3.2.4 Local Plans

It is assumed that there will be Local Plans within the revised scheme given that these have been used in Rockhampton City Council former planning scheme. It is at this level, the unique qualities of the Heritage Precincts and Character Areas can be well articulated, and more specific. The specific values of these Character Areas are outlined in Table 5 below.

Local Plans prepared for areas which include the following should acknowledge all of the relevant heritage and character values identified in this document. This is specifically relevant for the areas including, but not limited to those mapped in Maps 9-11 in this document.

Table 5 – Specific Character Area Values

Character Areas	Values
Rockhampton City Core (Quay to Bolsover Streets/ Victoria Parade and Gladstone Road / Talford and Murray Streets)	<ul style="list-style-type: none"> ■ Core business precinct since 1885/ defined by 19th century architecture . ■ Traditionally residential, today mostly commercial. ■ Views to ranges, riverfront activities. ■ Railway. ■ Some early homes, large mature trees. ■ Sub-tropical gardens. Range foothills.
The Range/Allenstown	<ul style="list-style-type: none"> ■ Distinct landform elevated above city. ■ Large early homes. ■ Associated with prominent locals (reflected in street names)
Lakes Creek, Depot Hill & Port Curtis	<ul style="list-style-type: none"> ■ View of Berserker Ranges. ■ Close to Fitzroy River. ■ Assoc. with history of meat processing. ■ Workers cottages. ■ Modest cottages on small blocks. Also characterised by vacant pastoral land. ■ Rural landscape, large blocks. Isolated residential community.
Wandal	<ul style="list-style-type: none"> ■ Suburb expansion began 1912. High-set cottages on small blocks, views to river.
North Rockhampton, Kalki and Park Avenue	<ul style="list-style-type: none"> ■ Racecourse, tree lined streets and sub-tropical gardens. ■ Cottages from 1900- 1960s.
Frenchville, Berserker Ranges, Norman Road and Parkhurst West	<ul style="list-style-type: none"> ■ Recent cul-de-sac street patterns, large brick homes from 1970s, major arterial roads, post war industrial developments.
Historic Subdivisions (as per former planning schemes)	<ul style="list-style-type: none"> ■ The values for these vary for the individual rural townships and villages which these occur.
Yeppoon City Centre (Queen Street to Raymond Terrace, including James Street and Normanby Street and the historic Yeppoon Train Station)	<ul style="list-style-type: none"> ■ Historic Municipal centre, including historic Yeppoon Train Station, hotels, Council and Govt offices, war memorial. ■ A number of other places recognised on the various heritage registers

Character Areas	Values
Joskeleigh, near Keppel Sands	<ul style="list-style-type: none"> ■ History of South Sea Island indentured labourers. ■ Remnant fabric relating to the South Sea Island history including mango trees, churches, home sites and a cemetery. ■ A regional museum dedicated to the South Sea Island history of the region. ■ Potential Heritage Precinct with additional consultation and investigation of the historical values.
Mount Morgan Central Grid – Township Core	<ul style="list-style-type: none"> ■ Buildings and evidence of previous and significant mining town 'opulence'.
Mount Morgan –Tipperary	<ul style="list-style-type: none"> ■ Mining town / settlement history.

3.2.5 Overlays – Mapping and Codes

Although the matters of heritage and character are closely related, it is important to ensure that the scheme is constructed in a manner which respects the difference between the issues. For this reason it is recommended that Council consider the preparation of 2 overlays – Heritage Places and Precincts Overlay and Character Sites and Areas Overlay.

3.2.5.1 Heritage Places and Precincts Overlay and Code

- Introduce a Heritage Places and Precincts Overlay, which maps each of the elements of Heritage Places, both Listed and Potential, and Heritage Precincts.
- The Code will outline the provisions for how these matters should be considered in development applications, for both properties on the site and properties adjoining the site.
- The inclusion of the Precincts may not be necessary within this Overlay if they are suitably addressed in the Local Plans.

Table 6 – Values and provisions for Heritage Places and Precincts

Element	Value	Provisions
Heritage Places	Numerous values ranging from historic, architectural, previous use, burial sites, landscape heritage	<p>Protection measures as per the <i>Queensland Heritage Act 1992 and Burra Charter</i></p> <p><i>Development within or adjoining Heritage Places should prepare a Heritage Impact Report – confirm values, condition audit and mitigation measures.</i></p> <ul style="list-style-type: none"> ■ Undertaken by cultural heritage professional ■ Ensure any proposed development is appropriate for the significance of the heritage place. ■ Ensure all prudent and feasible alternatives have been considered to minimise harm to the Heritage Place by any proposed development.
Potential Heritage Places	Have been identified as having potential heritage value, but have not been confirmed with an up to date 'statement of significance' study to confirm level of significance.	<p>Heritage Impact Report – confirm values, condition audit and mitigation measures.</p> <ul style="list-style-type: none"> ■ Undertaken by cultural heritage professional ■ If significant, add to the Heritage Register ■ If not significant, condition the DA accordingly.
Heritage Precincts	Values vary between the precincts – a higher value for Rockhampton CBD Core due to quality of buildings and previous use and function and the Rockhampton Inner City is the grid pattern	<ul style="list-style-type: none"> ■ Building height limits, site cover, materials (CBD Core) ■ Retention of listed buildings ■ Building material and design ■ Maintain the grid pattern and ensure laneways aren't lost to function, but maybe enhanced. ■ Consider spatial relationships between key sites, (e.g Customs' House views to river and wharf areas) ■ Ensure any proposed development is appropriate for the significance of the heritage place. ■ Ensure all prudent and feasible alternatives have been considered to minimise harm to the Heritage Place by any proposed development.

- The Heritage Places to include are shown in Map 6 - 7 and mapped in the GIS files submitted with this report.
- Listings from the Queensland Heritage Register, National Heritage List and Commonwealth Heritage List are included in the 'Rockhampton Region Heritage Register'.
- Two heritage precincts have been identified in the former Rockhampton City Council, one with the potential to be of State significance (CBD Precinct) and the other of local significance (Historic Town Grid). While these precincts are interconnected, both spatially and historically speaking, they are distinct from one another. The CBD Precinct is identifiable as an area accommodated by numerous buildings that housed the historical municipal and commerce functions of the early city and river connection, whereas the Historic Town Grid (although including the area defined CBD Precinct) extends to include the entire 1863 town grid. Considering the underlying historical functions (i.e. commerce/ industry/ civic) of the early city's precincts are still evident in the modern city, the significance of these precincts are greatly enhanced.

Table 7 - Rockhampton Heritage Precinct 1

Precinct Name	Rockhampton CBD
Significance Level	Regional/ potentially State Heritage
Region	Rockhampton City
Former Shire	Rockhampton City Council
Precinct Details (see overlay also)	<p>This heritage precinct includes the central commerce and business related activities which date back to early times, including a number of heritage listed and other historic buildings along a section of Quay Street, which beginning at Fitzroy Street, terminates between Derby and Stanley Streets to take in the Harbour Board Building at 288 Quay Street. The precinct extends southwest to Bolsover Street and includes the laneway behind Bolsover to take in the Council buildings and the Old School of Arts. Many buildings within this heritage precinct are already heritage listed at a state and local level and date predominately from the 1860s on.</p> <p>This precinct reflects the ambition of the early city to become the State's capital. Beginning with the early gold rush at Canoona (1858) and the discovery of copper at Peak Downs (1863), and thus the construction of the railway line to Rockhampton (1864 – 1892), The precinct was further expanded following the discovery of gold at Mt Morgan from the 1860s on. The Mt Morgan Gold Mine was, at the time, the single richest gold mine in the world and evidence of this wealth is demonstrated in the development of Rockhampton as a city and as a port (Allom Lovell 2000, p. 12). Within this precinct, Quay Street is particularly indicative of the city's early wealth, with buildings such as the Criterion Hotel, the Harbour Board Building, and the Mt Morgan Gold Mining Company.</p>
Original Study	<i>Allom Lovell, 2000, Urban Heritage and Character Study.</i> This precinct broadly occupies an area between Quay Street in the north and Bolsover Street in the south, and extends between Fitzroy Street and Derby Street. It has been the business core of Rockhampton since it was first settled in 1855 and it is

	<p>defined by the late 19th century commercial buildings, hotels and residences that reflect the rise and prosperity of the port of Rockhampton. The substantial development along Quay and East Streets symbolises the great wealth of the surrounding region including the substantial wealth generated from gold in Mount Morgan. The precinct reflects late nineteenth century commercial buildings with a substantial number of landmark historic buildings. There is a consistency in architectural style, scale and continuity of form. Many of the commercial and public buildings in Quay Street have recessed colonnaded verandas, arched openings and parapets. East Street is distinguished by the continuity of facades above awnings. There are important views into and out of this precinct which contribute the city. Within the city core there are a number of landmark buildings which are visible from most surrounding precincts; these contribute to Rockhampton's identity and sense of place. Examples include the Customs House, the Former Post Office, the Criterion Hotel and the T&G Building. The views out of the precinct to the Athelstane Range in the south and the Berserker Range in the north, of which Mount Archer is most prominent. The precinct continues to be the city core although in recent years the increase in commercial development in North Rockhampton has led to the depletion of commercial activity in the city centre (2000, pp. 55 – 56).</p>
<p>Conclusions</p>	<p>Allom Lovell's study focuses roughly on the same CBD area of Rockhampton (from Quay to Bolsover Streets and between Fitzroy and Derby Streets), however, Allom Lovell's study is centred on character rather than heritage. While this is an interrelated discussion, the protective mechanisms for heritage and character differ greatly (as outlined in the previous section), with heritage being protected by legislation (at local, state, national, commonwealth or world levels), and character being protected at a council level through local planning schemes.</p> <p>Another distinction between Allom Lovell (2000) and the current study are the precinct boundaries, which differ slightly to accommodate key heritage place. Heritage Places of interest such as the Harbour Board Building, the former wharf precinct and the laneway behind Bolsover Street, which is integral to the heritage and history, and therefore the interpretation, of Bolsover Street itself.</p>
<p>Recommendations</p>	<p>Further study of this precinct is likely to provide more refined results, for which, the Allom Lovell study (2000) provides solid background.</p> <p>Following further analysis of the precinct to determine its suitability to the criterion (as outlined in the Act), this precinct should be nominated to the Queensland Heritage Council for entry to the State Heritage Register.</p>

Table 8 - Rockhampton Heritage Precinct 2

Precinct Name	Historic Town Grid
Significance Level	Local Heritage
Region	Rockhampton
Former Shire	Rockhampton City Council
Precinct Details (see overlay also)	 <p>This precinct is based on the 1863 Survey Plan of Rockhampton which is still evident in the modern city (see inset figure). While this precinct (heritage precinct 2) includes the Rockhampton CBD (heritage precinct 1, as outlined in the table above), it also extends to include other areas in the original town grid such as those historically (or presently) classified as residential or industrial areas for example, as opposed to those in the CBD which function mainly as commercial and municipal areas. This precinct is significant at a local level for reflecting the original town as it was laid out in 1863, it is integral to the history of Rockhampton.</p> <p>Heritage precinct 2 (and the 1863 town grid) includes Quay Street and extends to Talford and Murray Streets, as well as incorporating Victoria parade and Gladstone Road.</p> <p>Figure 1: The Survey Plan of Rockhampton in 1863 (QSA - cited from Allom Lovell 2000, p. 69).</p>
Original Study	<p>Allom Lovell, 2000, Urban Heritage and Character Study</p> <p>In addition to the details given for Quay to Bolsover Streets in Heritage Precinct 1, the following extracts outline the nature of the precincts which are incorporated in the 'City Core' character areas of the Allom Lovell Study.</p> <p>Victoria Parade and Gladstone Road;</p> <p>The precinct occupies an area from North Street through to Derby Street and down along Gladstone Road, which provides access to the Bruce Highway. The topography is generally flat with the dominant views from both precincts towards the Athelstane & Berserker Ranges. This area includes areas that were traditionally mostly residential areas although some riverfront activities (including area reserved for hospital use). Today they are predominantly commercial (with some other uses) and a mixed style and form. The Fitzroy</p>

	<p>Bridges creates a physical barrier from Quay Street precinct of the city core. A railway line which runs through the centre of Denison Street is an important element within this sub area. The train line is a dominant element within Rockhampton's history and identity the line should be retained and its presence celebrated and enhanced.</p> <p>Talford and Murray Streets; This precinct contains some of the earliest housing within the study area and has a characteristic subdivision pattern of small allotments towards Kent and George streets, and larger allotments at the foothills of the range along Canning Street. The topography is generally flat with a gentle rise towards the western portion of West Street. The streets are wide with bitumen from kerb to kerb and large mature trees lining both sides of the street. Between West and Denison Streets, small laneways divide properties between the main streets. In these areas the houses are predominantly small, highset timber cottages with front verandas, picket fences and set close to the street frontage. Between West and Canning Streets larger houses occur with smaller scattered housing between them. The larger allotments have substantial front gardens of sub- tropical planting. These houses start to show a pattern of housing that is evident on The Range.</p>
Conclusions	<p>As with heritage Precinct 1, Allom Lovell's study is centred on character rather than heritage. Allom Lovell's study provides a good level of baseline data which was confirmed by recent fieldwork for this heritage precinct.</p>
Recommendations	<p>Further study of this precinct is likely to provide more refined results, for which, the Allom Lovell study (2000) provides solid background.</p> <p>Following further analysis of the precinct to determine its suitability to the criterion (as outlined by the revised planning scheme), this precinct should be nominated for entry to the Local Heritage Register.</p>

3.2.5.2 Character Sites and Areas Overlay and Code

- Introduce a Character Sites and Areas Overlay, which maps each of the elements of Character Sites and Areas. The sites to include are shown in Map 8 – 11 and mapped in the GIS files submitted with this report.
- The Code will outline the provisions for how these matters should be considered in development applications, for sites within the places or areas.
- The Character Sites are generally those sites identified as pre-1940 housing, or representing historic settlement patterns of an area. Character Areas define the collective importance of Character Sites, including the historic settlement pattern for relevant local areas, avoiding 'timber and tin' provisions previously provided in some areas. Allom Lovell (2000) provides significant background for Rockhampton Character areas. These values should inform the future management decisions within a revised planning scheme.

- There are also a number of places in Mt Morgan which are considered worthy of inclusion on this list (refer to GIS mapping). There are a number of sites which require further information in order to map (refer to Table 9).

Table 9 – Mt Morgan Character Sites (mapped and unmapped)

Place Name	Suburb	Listing
Mapped		
Baree	Baree	National Trust Reported Place (1973)
Catholic Church	Mount Morgan	National Trust Reported Place (1976)
Church of England	Gordon St, Mount Morgan	National Trust Reported Place (1992)
Golden Nugget Hotel (Central Hotel)	Mount Morgan	National Trust Reported Place
Leichhardt Hotel	Mount Morgan	National Trust Reported Place
Presbyterian Church	East St, Mount Morgan	National Trust Reported Place (1979)
Shire Council Chambers	Hall St, Mount Morgan	National Trust Reported Place (1976)
Unmapped		
Bank of New South Wales	Morgan St, Mount Morgan	National Trust Reported Place (1976)
Banksia Flats (Qld National Bank)	Morgan St, Mount Morgan	National Trust Reported Place (1974)
Cardinal's Hall	Mount Morgan	National Trust Reported Place
Funeral Notice Posts	Mount Morgan	National Trust Reported Place (1972)
Mount Morgan Churches	Mount Morgan	National Trust Reported Place (1974)
Mount Morgan Gas Works	Mount Morgan	National Trust Reported Place
Mount Morgan Historical Society	3 Meinberg St, Mount Morgan	National Trust Reported Place (1993)
Mount Morgan Hospital	Mount Morgan	National Trust Reported Place (1973)
Mount Morgan Small Houses Scheme	Mount Morgan	National Trust Identified Place (1980)
Mount Morgan State High School (Technical College)	Central Street, Mount Morgan	National Trust Reported Place
Newspaper Building	Morgan St, Mount Morgan	National Trust Reported Place (1974)
North Calliungal School and Residence	Mount Morgan	National Trust Reported Place (1980)
Olympia Theatre (Forrester's Hall)	Mount Morgan	National Trust Reported Place (1975)
RSL	Mount Morgan	National Trust Reported Place (1974)
The ANZ Bank	Mount Morgan	National Trust Reported Place (1976?)

3.3 Schedule 1 - Definitions

The definitions section of the scheme should include the definitions contained within this report for the following factors:-

- Heritage
- Heritage Place
- Potential Heritage Place
- Heritage Precinct
- Character
- Character Site
- Character Area

3.3.1 Schedule 4 - Planning Scheme Policy and Register

An individual policy for character and heritage is necessary to outline the process for how Heritage Places get listed and included on the register, as well as how items get removed from the Register.

3.3.1.1 Criteria for Entry on the Local Heritage Register

The following measures must be undertaken for inclusion of Historic and Cultural Heritage values on the Local Heritage Register.

The level of significance in the Local Heritage Register for a place of historic cultural heritage value is based on the categories identified in the Queensland Heritage Register, but assigned at a local level for the region. A Heritage Place may be entered in the Heritage Register under the category of historic cultural heritage if it meets at least one of the following cultural heritage values at a local level:

- The place is important in demonstrating the evolution or pattern of the region's history;
- The place demonstrates rare, uncommon or endangered aspects of the region's cultural heritage;
- The place has potential to yield information that will contribute to an understanding of the region's history;
- The place is important in demonstrating the principal characteristics of a particular class of cultural places important to the region;
- The place is important to the region because of its aesthetic significance;
- The place is important in demonstrating a high degree of creative or technical achievement at a particular period for the region;
- The place has a strong or special association with a particular community or cultural group for social, cultural or spiritual reasons important to the region;
- The place has a special association with the life or work of a particular person, group or organisation of importance to the region's history.

3.3.1.2 Process for Entry in the Heritage Register

The process for entry into the Heritage Register is as follows:

- A citation documenting characteristics of the cultural Heritage Place for inclusion in the Heritage Register is to include (but not limited to) the following:
 - Site Type;
 - Address/ location;
 - Australian Heritage Commission Category;
 - Other Names;
 - Title details;
 - Ownership;
 - Current use;
 - Date of establishment;
 - History;
 - Physical description;
 - Integrity/ condition;
 - Heritage Listings (if applicable);
 - Bibliographic reference;
 - Recorder; and
 - Relevant comments (including, but not limited to) how the site meets one or more of the criteria for entry on the Local Heritage Register (outlined in section 1).
- Council may invite written submissions in relation to the site under consideration from any person or body with a special knowledge of, or interest in, the site of the City's cultural heritage. The process for entry in the Local Heritage Register will be in accordance with the Planning Scheme Policy amendment process outlined in the SPA.
- As places are identified for inclusion, an interim Local heritage Register ('as a temporary local planning instrument') may be made in accordance with the SPA.

3.3.1.3 Process for Removal from the Local Heritage Register

The process for removal from the Heritage Register is as follows:

- A citation including (but not limited to) the following information is to be provided outlining why the place/site is not of local heritage significance:
 - Description of the value of the site by providing the following information: - site name, address/location, title details, history, physical description, submitter, and relevant comments (including, but not limited to) Council's assessment of the property meeting one or more of the criteria for entry on the local heritage Register (criteria outlined in section 1)
 - Where applicable, demonstration that the site no longer exists.
- Council may invite written submissions in relation to the site under consideration from any person or body with a special knowledge of, or interest in, the site of the Region's cultural heritage.
- The process for removal from the Heritage Register will be in accordance with the Planning Scheme Policy amendment process outlined in the SPA.
- As places are identified for removal, an interim Heritage Register listing ('as a temporary local planning instrument') may be made in accordance with the SPA.

3.3.1.4 Local Heritage Register

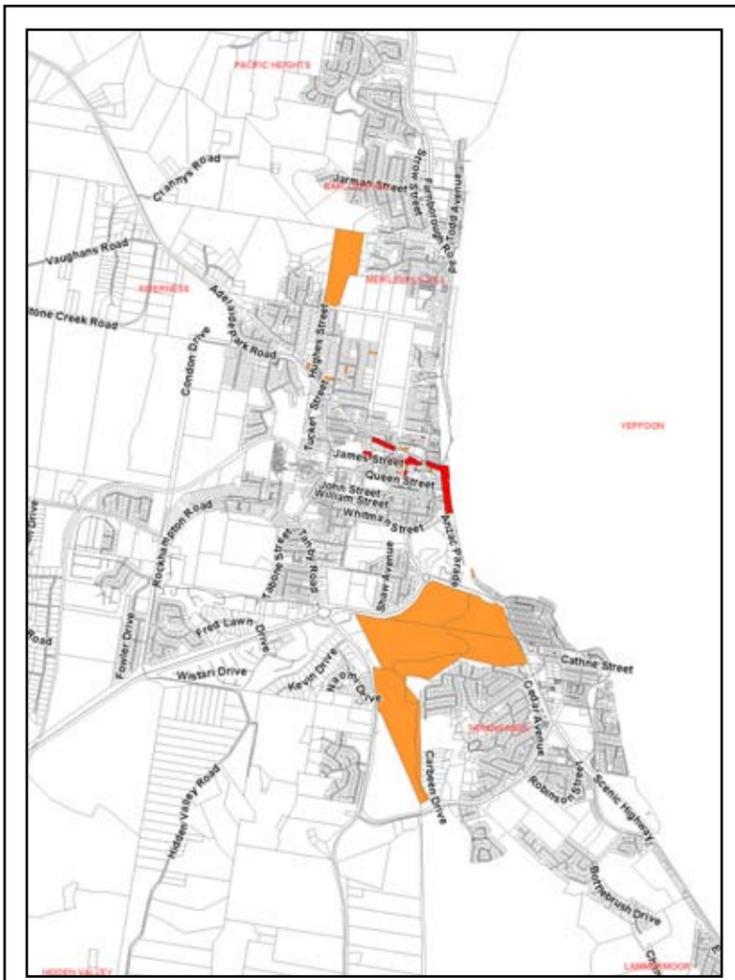
- The Local Heritage Register should include sites entered on the Commonwealth and National Heritage Lists, and the Queensland Heritage Register, and any others that have demonstrated value through the processes outlined above.
- The Local Heritage Register Table is provided in Table 10 and includes information regarding the Place Name and Relevant Listing.

Table 10 - Rockhampton Regional Council Heritage Register

Placename	Lot	Plan	Heritage Classification
'A' Block, Central Queensland Institute of TAFE	13	LN804845	QHR
Alexandra Railway Bridge			QHR
Amla	1	LN1679	QHR
AMP Building (Former)	2	RP602528	QHR
AMV Warehouse	12	R2652	QHR
Archer Park Railway Station			QHR
Avonleigh	261	R1675	QHR
Baree School of Arts			QHR
Bell Park	8	LN801329	QHR
Bulletin Building	1	RP600147	QHR
C J Edwards Chambers	7	RP605550	QHR
Cahill's Stores (former)	2	RP605971	QHR
Callionotis Constructions	1	RP619373	QHR
Cattle House	1	RP618885	QHR
Central State School Complex	23	CP860027	QHR
Clancholla	4	RP604754	QHR
Clewett's Building	1	RP600232	QHR
Court House and Police Station	4	M31111	QHR
Criterion Hotel	1	SP161850	QHR
Customs House Rockhampton	3	RP619454	QHR
Evans & Hearn	2	RP600164	QHR
Former Commercial Hotel and Chambers	255	R1675	QHR
Former Commonwealth Bank	18	RN1545	QHR
Former Harbour Board	217	R1675	QHR
Former North Rockhampton Borough Chambers	1	RP607622	QHR
Former Queensland National Hotel	108	RN1483	QHR
Former Rockhampton Post Office	1	RP613179	QHR
Former Royal Bank Building	1	RP600163	QHR
Former Training Depot Drill Hall Site	2	R26280	CHL
former Yeppoon State School	12	Y17136	QHR
Glenmore Homestead	2	RP609985	QHR
Goldsbrough Mort Building (former), Quay St, Rockhampton	258	R1675	QHR
Gracemere Homestead	1	RP615781	QHR
Grand Hotel	1	RP601439	QHR
John M Headrick & Co. Building (Former)	3	RP600234	QHR
Joskeleigh Cemetery	32	LN2641	QHR
Kenmore House, Mater Misericordiae Hospital	2	RP607678	QHR
Killowen	2	RP618030	QHR

Placename	Lot	Plan	Heritage Classification
Lakes Creek Hotel	2	RP605697	QHR
Leeke Homestead	21	SP192569	QHR
Luck House	2	RP618884	QHR
Masonic Hall, Kent Street, Rockhampton	22	R1675	QHR
Masonic Temple Mount Morgan	1	RP619356	QHR
Mount Morgan Cemetery including Chinese ceremonial burner and the Linda Memorial	184	C8190	QHR
Mount Morgan Mine	1	RP860374	QHR
Mount Morgan Railway Station Complex	2	RP801134	QHR
Old Byfield Road and Stone-Pitched Crossing			QHR
R Rees and Sydney Jones	1	RP607022	QHR
Railway Administration Building (former)	6	R26340	QHR
Railway Workshops	32	SP131823	QHR
Raspberry Creek Homestead	1	RP620027	QHR
Rockhampton Botanic Gardens	521	SP120476	QHR
Rockhampton Club	285	R1675	QHR
Rockhampton Court and Administrative Complex	10	CP887379	QHR
Rockhampton Girls Grammar School	381	LN801355	QHR
Rockhampton Grammar School	130	R2662	QHR
Rockhampton Hospital - Therapies Block and Medical Superintendent's Residence	2	RP612339	QHR
Rockhampton School of Arts	6	R26251	QHR
Rockhampton Town Hall	2	R2616	QHR
Rockhampton War Memorial	521	SP120476	QHR
Rudd Residence	1	RP604986	QHR
School of Arts Hall & Library	199	RN1384	QHR
Schotia Place	24	R26314	QHR
Shandon	2	CP892530	QHR
Shoalwater Bay Military Training Area	1	RP898342	CHL
South Rockhampton Cemetery	1	RP604898	QHR
St Andrew's Presbyterian Church	651	R1675	QHR
St Aubins	5	RP603199	QHR
St Christophers Chapel	188	LN1438	QHR
St John's Anglican Church	54	RP603400	QHR
St Joseph's Cathedral	1	RP617368	QHR
St Mark's Church	2	RP601040	QHR
St Mary's Anglican Church, Church Hall & Bell Tower	113	RN1483	QHR
St Paul's Anglican Cathedral	227	CP892530	QHR
St Paul's Cathedral & Offices	300	R1675	QHR

Placename	Lot	Plan	Heritage Classification
The Coronation Lamp	188	P42418	QHR
The Range Convent and High School	1	SP101503	QHR
Trustee Chambers	1	RP606211	QHR
Walter Reid Community Arts Centre	3	RP600233	QHR
Walter Reid Court	0	BUP60053	QHR
Wiseman's Cottage	78	RP600994	QHR
Yeppoon Railway Station	1	SP217651	QHR
Yeppoon War Memorial			QHR
Yungaba Migrant Hostel	416	LN2510	QHR



YEPPON HERITAGE SITES
insert 1:30,000



EMU PARK HERITAGE SITES
insert 1:30,000

LEGEND

- Property Boundaries
- Railway
- Listed Heritage Sites
- Potential Heritage Sites

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MAP 6 - PROPOSED HERITAGE & CHARACTER OVERLAY - HERITAGE SITES

Rockhampton Heritage Character and Urban Design Study



Tract



LEGEND

- Property Boundaries
- Railway
- State Significant (Rockhampton CBD)
- Local Significant (Rockhampton Historic Town Grid)

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MAP 7 - PROPOSED HERITAGE & CHARACTER OVERLAY - HERITAGE PRECINCT





LEGEND

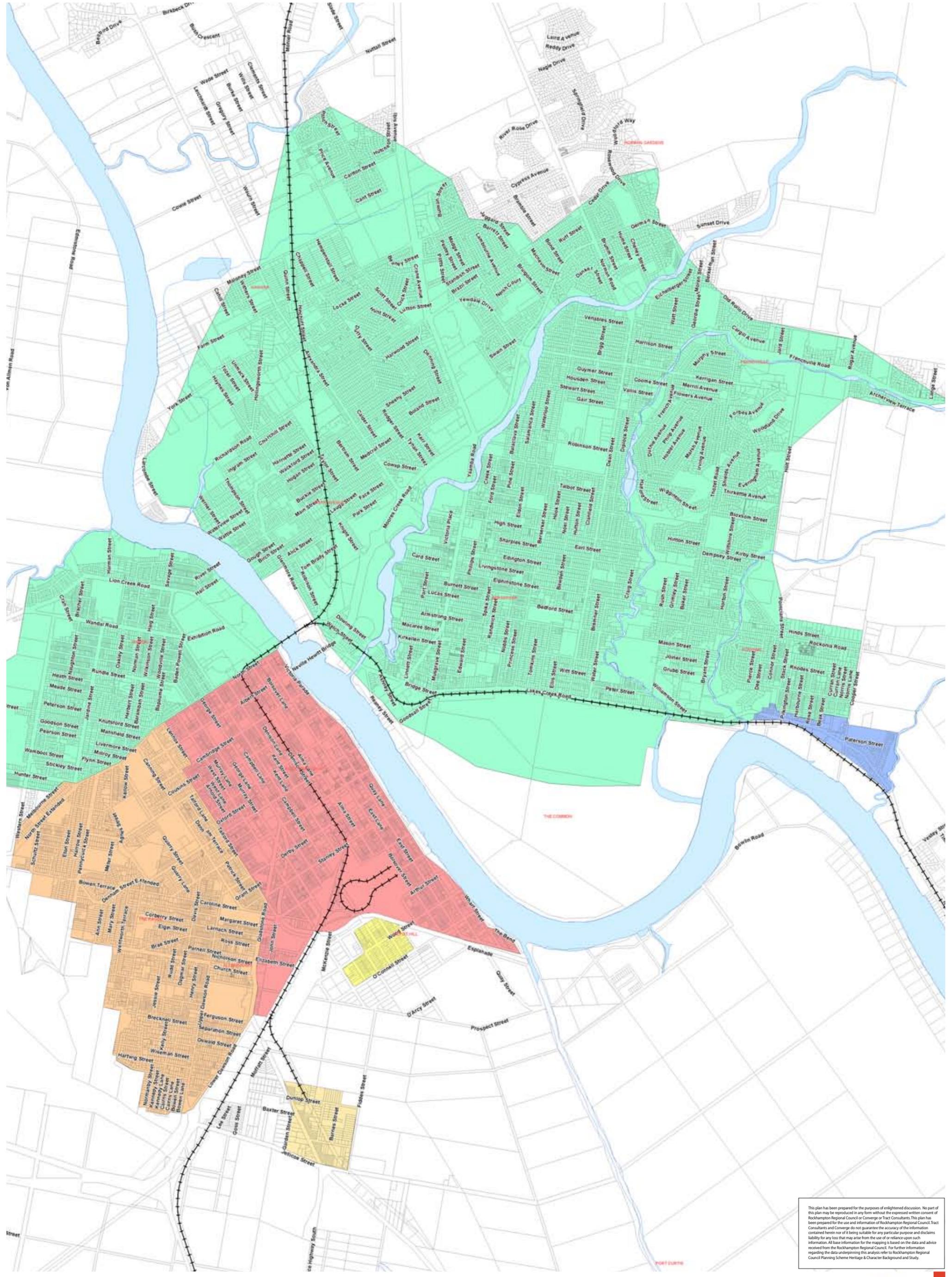
- Property Boundaries
- Railway
- Character Places

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MAP 8 - PROPOSED HERITAGE & CHARACTER OVERLAY - CHARACTER PLACE





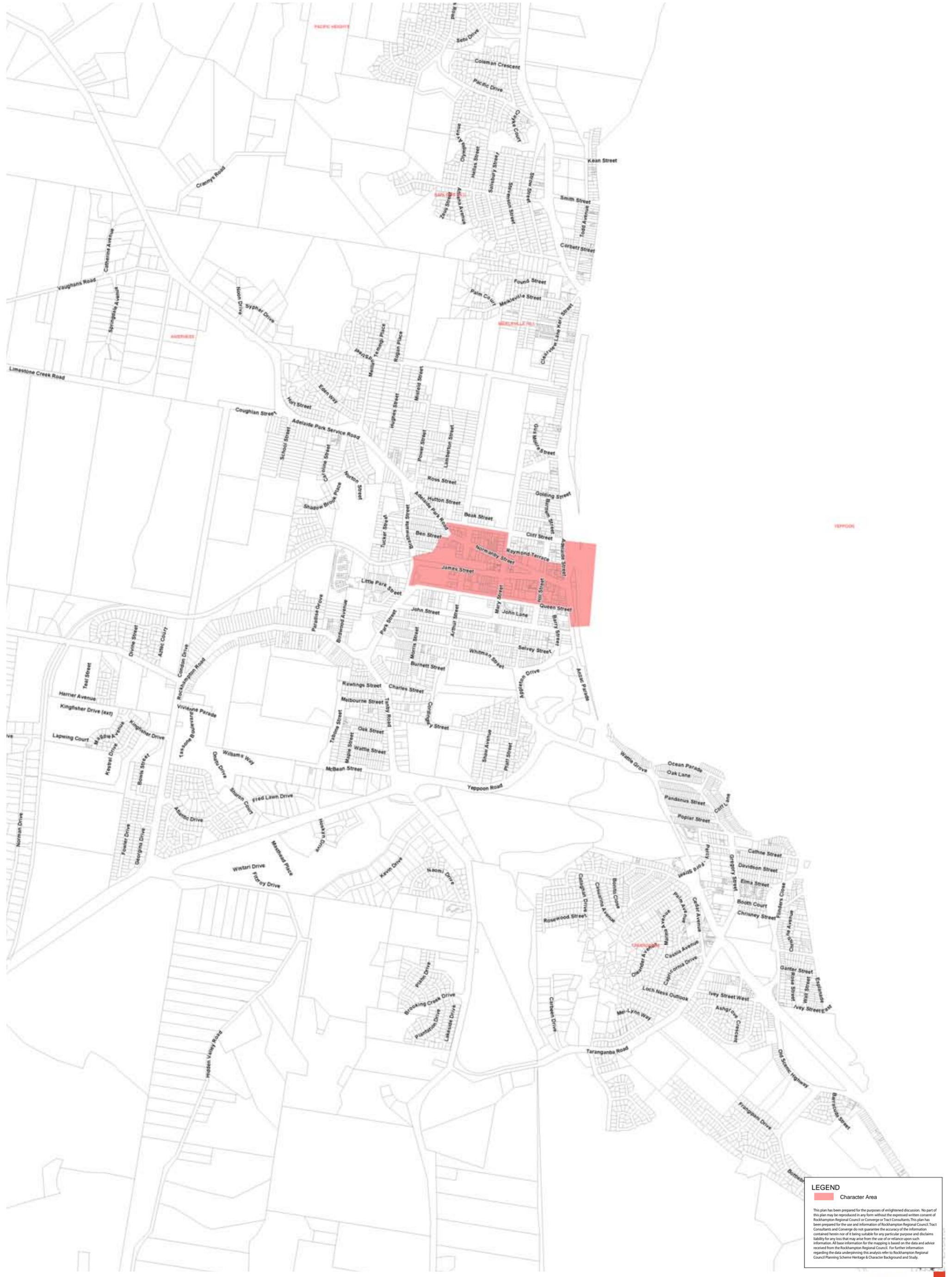
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MAP 9 - PROPOSED HERITAGE & CHARACTER OVERLAY - CHARACTER AREAS



Tract



LEGEND

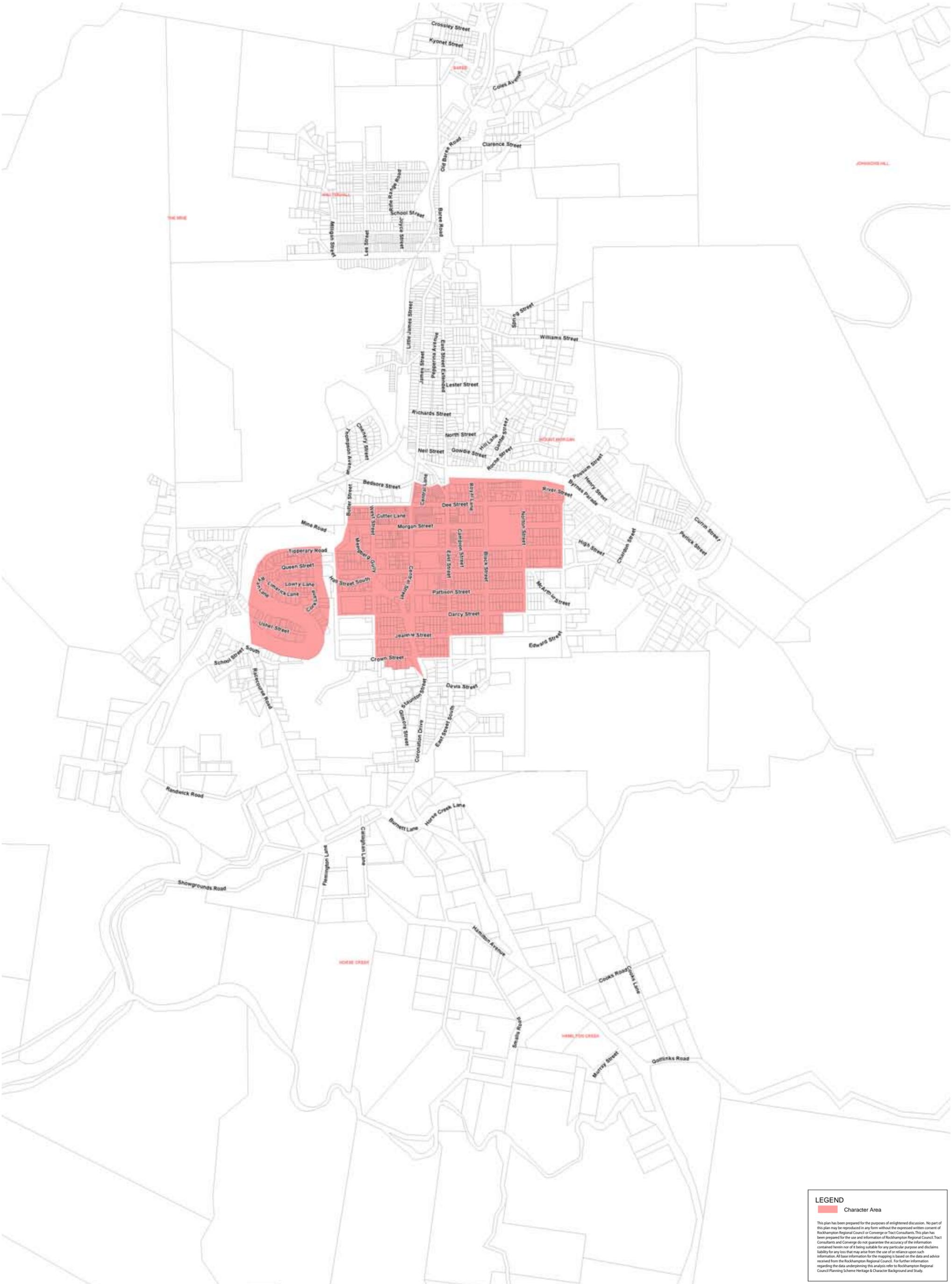
Character Area

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MAP 10 - PROPOSED HERITAGE & CHARACTER OVERLAY - CHARACTER AREAS





LEGEND

Character Area

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MAP 11 - PROPOSED HERITAGE & CHARACTER OVERLAY - CHARACTER AREAS



4 Other Recommendations

The following recommendations are not relevant in the production of content for the new Rockhampton Region Planning Scheme. However, they are activities that should be undertaken to ensure that the Scheme retains its relevance, and is kept up-to-date in line with the most recent information.

- Ensure the scheme is regularly updated with any new information pertaining to statutory lists and registers such as Queensland Heritage Register, National Heritage List, Commonwealth Heritage List, and other such lists and registers.
- Ensure that the outcomes of any 'Statement of Significance' studies, or site investigations undertaken on specific Heritage Places or Character Sites are reflected in amendments to the Scheme.
- A guideline for the preparation of Heritage Impact reports should be developed prior to the new planning scheme provisions being adopted. (This assessment recommends Heritage Impact reports to manage impact assessment for development within and adjoining a Heritage Place or Heritage Precinct).
- The matters of heritage and character values are very subjective and often a point of contention in communities. Rockhampton Regional Council should ensure that it carefully manages the consultation of these maps and studies, including sites proposed to be entered on the Local Heritage Register to ensure that residents and landowners are informed and offered the best opportunity to protect and enhance the heritage and character values of Rockhampton. Internal communication heritage Rockhampton Regional Council should be prioritised also.
- There are several gaps in the existing information base used to inform the planning scheme, hence the following recommendations are considered to further expand on the existing information base, and gain greater clarity of the location, distribution, and value that can be attributed to other heritage and character elements of the region.

4.1 State Government Investigations and Studies

4.1.1 State Significant Heritage Precincts

Initial consultation with Department of Environment and Resource Management (DERM) on similar projects has outlined an interest for the State to consider heritage precincts in an urban context as a more appropriate way of managing heritage values at this level. This is particularly relevant to validate the uses and design principles that occur in areas such as the CBD Heritage Precinct identified in this study. If implemented, the inclusion of heritage precincts reflect an innovative approach to heritage conservation and interpretation that could be used as a benchmark for other cities to adopt.

4.1.2 State-wide Heritage Surveys

The DERM is the authority responsible for maintaining and updating the Queensland Heritage Register and other listed sites. These are updated regularly and should be considered in any planning scheme reviews or amendment processes.

4.1.3 Consideration of Precincts to DERM

Further study of the potential heritage precincts identified in the Allom Lovell study (2000) should consider their suitability to the criterion (as outlined in the QHA), and whether they could be nominated to the DERM for entry onto the Queensland Heritage Register.

4.2 Rockhampton Regional Council Investigations and Studies

4.2.1 Heritage Places

- Rockhampton Regional Council should ensure it has access to all of the information pertaining to each of the Heritage Places on the Heritage Register.
- Council should undertake a heritage audit of its own property assets which are considered 'potential Heritage Places' and confirm the heritage values of those sites for inclusion on the 'Heritage Places' or exclusion from the scheme.
- There are a number of Potential Heritage Places, which require further investigation, should be assessed so as to reduce the ambiguity between Heritage Place and 'potential Heritage Place'.
- Potential Heritage Places require further investigation and provisions should be introduced for these to be undertaken when development applications occur within the site or during local or neighbourhood planning initiatives.

4.2.2 Heritage Precincts

Rockhampton Regional Council is the best placed authority to study and identify additional 'Heritage Precincts' for the region. This may be undertaken in coordination with the DERM, perhaps on average 2 precincts per year. Specific areas to investigate include:-

- Mount Morgan – the area surrounding the ex-gold mine, which is a QHR heritage listed site and its connection with Mount Morgan township and to Rockhampton.
- Joskeleigh (near Keppell Sands) – is an area steeped in history related to the contribution the South-Sea Islander community has made to the region in the past. This must be undertaken through a focused, consultative approach, which engages with the local community, and records the stories associated with this settlement.
- Coastal Villages and Towns – there may be some locally significant heritage or character values that are related to the establishment of these communities, contribution to the region as a whole (now or in the past), and architecture.
- Historic Subdivisions from the former Livingstone Shire have been included in the 'Character Sites' overlay. Not enough information is available regarding these areas to warrant a 'Heritage Precinct', however further detailed studies should be undertaken.

4.2.3 Character Sites

- Further information is required to map all of the proposed 'Character Sites' in Mt Morgan.

4.2.4 Character Areas

- Further investigation is required in Mt Morgan for 5 character areas identified in the UQ study other than the CBD Grid and Tipperary.
- Further definition of the Character Areas to be more specific and possibly translated into features such as 'Character Streets' should be undertaken by Rockhampton Regional Council during the preparation of the Local Area Plans.

4.2.5 Landscape Heritage Areas

There have been no 'landscape heritage' areas or values specifically identified through this study. The QPP does allow for the creation of overlays to protect landscape heritage and scenic amenity.

The Great Barrier Reef is recognised at an International heritage level and should be considered a 'landscape heritage' value in the scheme as separate from the other 'Heritage Places' if the Council deemed it necessary to separate it from the other values.

Further investigations and assessment is required prior to incorporating a Landscape Heritage or Scenic Amenity overlay from this particular project. However, there are a number of other background studies being undertaken as part of the preparation of this Scheme which may have recommended the use of these overlays.

Further consideration should be given to the notion of including values such as the sections of the Capricorn Coast foreshore, National Parks, Mt Archer, The Bat Caves, Fitzroy River riparian zone, and other key landscape features to the overlay. The majority of these values would be protected through other means, all be it based on a different rationale.

4.2.6 Incentive Scheme for Owners of Heritage Places

Securing the support of Heritage Place owners' to maintain their properties in a responsible manner is the best opportunity to protect and enhance the heritage and character values of Rockhampton. A range of incentives should be considered by Council, in recognition of these opportunities and the additional responsibility heritage owners' have in the upkeep and maintenance of these places on a day to day basis. Successful initiatives currently managed by other Local Governments in other regions include:

- Rate subsidies and discounts.
- Small grants to assist with maintenance work (such as roof repairs and painting – often dollar for dollar up to \$10K.
- Provision of free heritage advice – via a Local Heritage Advisor service, including architectural and planning assistance.
- Assistance with the provision of Heritage Impact reports.
- Discounted fees on development applications and permits.

4.2.7 Appointment of a Local Heritage Advisor

This report has identified a wide range of needs and obligations for the Rockhampton Regional Council to consider when undertaking a review of heritage and character matters, (including incentives for Owners' of Heritage Places).

Many of these commitments will require further and more technical input to ensure positive results. Consideration should be given for the role of a Local Heritage Advisor, to assist in the technical aspects required to manage the ongoing needs for heritage matters raised in this report.

5 Concluding Comments

The advice provided in this report is the best possible given the timeframes and availability of information given for this study. There are some significant gaps in the information base, however, these can be filled through some dedicated investigations and studies to be undertaken by Rockhampton Regional Council, Department of Environment and Resource Management, or landholders through the development application processes in the proposed scheme.

Well structured and proactive communication of heritage matters, most especially to owners' of proposed Heritage Places, before any action is taken to enter sites on a Local Heritage Register is critical to the success of such a program and should be developed by personnel experienced in providing positive outcomes in this area.