

**FRASER COAST REGIONAL COUNCIL  
ORDINARY MEETING NO. 16/17**

**WEDNESDAY, 6 DECEMBER 2017**

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**SUBJECT: HERITAGE REGISTER REVIEW**

**DIRECTORATE: DEVELOPMENT AND COMMUNITY**

**RESPONSIBLE OFFICER: EXECUTIVE MANAGER, DEVELOPMENT AND PLANNING, James Cockburn**

**AUTHOR: PRINCIPAL OFFICER, STRATEGIC PLANNING, Lauren Payler**

**DOC NO: #3436911**

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**1. PURPOSE**

The purpose of this report is to table the outcome report from the Local Heritage Register Review project and seek resolution of Council to action the recommendations within the report.

**2. BACKGROUND & PREVIOUS COUNCIL CONSIDERATION**

In 2011 Council adopted a Local Heritage Register in accordance with requirements and processes stipulated in the *Queensland Heritage Act 1992*.

Council undertook a review of the entries in 2012 to ensure consistency with places listed on the State Heritage Register. The Local Heritage Register is also progressively updated to add, remove and amend details for places of significance. The register currently has a total of 152 places of significance and reflects aspects of local and regional cultural history. It includes a variety of structures, archaeological and industrial sites, monuments and iconic buildings.

The inclusion of heritage provisions in the planning scheme occurred after a period of reform of Queensland's heritage legislation and amid significant planning reform. The constant changes to various pieces of the legislation over several years raised issues with the efficiency of heritage conservation measures and the separation of State and Local Government responsibilities.

With the extensive 2016/2017 reforms of Queensland's planning legislation, it became necessary to review the Local Heritage Register and the *Fraser Coast Planning Scheme 2014* Heritage and Neighbourhood Character Overlay Code and maps, to ensure that Council's framework for heritage protection is up to date, reflects best practice and encourages the appropriate use of the region's Local Heritage Places.

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After calling for quotes, Council engaged Converge heritage consultants to undertake the review. The study began in February 2017 and was completed in September 2017. The scope of the project included:

1. Review of Council's policy *Guidelines for nominations for inclusion in, removal from, or alteration of the Fraser Coast Heritage Register* and the *Fraser Coast Local Heritage Register* format to ensure that it reflects current, best practice principles. This included the preparation of a more practical place card framework which clearly details the heritage values and informs suitable development outcomes for all Local Heritage Places.
2. Review of the *Fraser Coast Planning Scheme 2014* Heritage and Neighbourhood Character Overlay Code and the *Fraser Coast Heritage Register* to ensure they meet amendments to State planning provisions (State Planning Policy, SP Regulation, SDAP).
3. Review of mapping and planning scheme provisions relating to lots "adjoining a Local Heritage Place" to remove onerous assessment triggers.
4. Review the Code provisions relating to demolition control areas to better articulate the intent of the demolition control area and to consider protection of commercial and industrial character buildings.

### 3. PROPOSAL

The review by Converge found that there are opportunities to improve and streamline Council's current heritage policy and processes. The outcome report in **Attachment 1** provides the following recommendations for improvements to Council's local heritage policies and procedures:

1. Introduce 'additional information' cards to assist Council planners when considering development on local heritage sites. Converge prepared additional information cards for most of the existing local heritage places as part of the project (Refer to Attachment 2 of the review report). **Appendix 2** of this report provides a summary of Place ID numbers, names and addresses to assist in identifying places referenced in the additional information cards. These cards are intended for internal Council use to supplement the information in the respective place cards. **Appendix 3** of the Converge report also contains individual recommendations for each heritage place.

*Officer's Note: Green places are those that have a card with additional information prepared by Converge; red are places noted in the scheme as on the QHR; blue are places that have been entered on the QHR subsequent to the listing of the place on the Local heritage register; orange are new local places that do not currently have additional information prepared.*

2. Undertake a thematic study of Hervey Bay to assist with a more detailed analysis of potential heritage places in Hervey Bay, as this part of the Fraser Coast is under represented in the existing heritage register.
3. Undertake a character study of Hervey Bay to supplement the studies undertaken for Maryborough and Howard which can inform the Neighbourhood character overlay in the planning scheme.

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4. Remove onerous assessment provisions and assessment triggers. Rather than seeking to regulate development on sites adjoining State heritage places, Council would benefit from concentrating its resources on the conservation of local heritage places:
    - a) Undertake a detailed analysis of the mapping of local heritage places to identify places and/or circumstances where the development adjoining provisions and mapping in the planning scheme should not be triggered.
    - b) Remove all triggers for assessment for development on sites adjoining a Queensland heritage place.
    - c) Amend triggers for assessment for development on site adjoining a local heritage place to be consistent with the Queensland heritage place triggers, ie. All triggers for assessment of building work, reconfiguring a lot and operational work on premises adjoining local heritage places be removed.
    - d) Remove redundant provisions in the Heritage and neighbourhood character overlay code relating to development on state heritage places and adjoining state and local heritage places.
  5. Undertake a review of recent changes to the *Queensland Heritage Act 1992* and the benefits of Council implementing:
    - a. Exemption Certificates.
    - b. Heritage Agreements.
    - c. Repair and Maintenance Notices.
  6. Amend Council's policy *Guidelines for nominations for inclusion in, removal from, or alteration of the Fraser Coast Heritage Register* for reviewing individual nominations to enter and remove places from the local heritage register to include a flow chart (as per section 5.2 of the Heritage Review report) detailing the process for incomplete nominations and introduce the concept of a 'long list' of places which includes all places of potential heritage significance that are brought to the attention of Council, whether the places proceed to nomination to the local heritage register or not.
  7. Revise the Local Heritage Register place card format to simplify place cards by removing redundant fields such as components, themes, etc.
  8. Reduce the duplication of maintaining both a local heritage register and the Planning Scheme local and state mapping heritage layers. This can be achieved by removing the local and state heritage layers from the Heritage and neighborhood character overlay mapping and only identify these places in the local heritage register, generally in accordance with Option 1 of the Converge report.

*Officer's note: While option 1 of the Converge report is generally supported as the preferred mechanism for removing duplication, the final scope of the amendments will be subject to Council endorsement and State Government approval.*

9. Retain Queensland heritage places in the local heritage register, even though new legislation removes the statutory authority to assess the local heritage component of development. Retaining the places will ensure the list is broadly representative of the Fraser Coast's heritage.

*Officer's note: The final scope of amendments to the planning scheme and the Local heritage register will be subject to Council endorsement and State Government approval.*

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10. Consider the introduction of an incentive scheme to encourage conservation of heritage places. As part of the incentive scheme investigation, an analysis of potential development offsets could be investigated and adopted by Council to further encourage positive conservation outcomes for Fraser Coast's heritage places.
  11. Introduce Industrial and Commercial Demolition Control Areas to retain the character of the key historic industrial and commercial buildings of Maryborough.

*Officer's Note: the extent and implications of any Industrial and/ or Commercial Demolition Control Areas requires further investigation and consideration by Council prior to adoption of amendments to the planning scheme Heritage and neighborhood character overlay code and mapping. A future report will be prepared for Council.*

This report seeks resolution of Council to endorse the report and commit Council resources to investigation and implementation of recommendations.

#### **4. FINANCIAL & RESOURCE IMPLICATIONS**

Converge was engaged to undertake the review with funds from the Development and Planning operational budget.

Implications of the recommendations will be funded by the Development and Planning operational budget.

#### **5. POLICY & LEGAL IMPLICATIONS**

The recommendations in the Converge report are made in the context of Queensland's heritage and planning framework, including the *Planning Act 2016*, the *Planning Regulation 2016*, State Planning Policy and the *Queensland Heritage Act 1992*.

The report recommends a range of improvements to the *Fraser Coast Planning Scheme 2014*, Councils Policy *Guidelines for nominations for, inclusion in, removal from, or alteration of the Fraser Coast Local Heritage Register (#2308999)* and the *Fraser Coast Local Heritage Register*. There are legislative processes which must be followed when amending these policy documents.

#### **6. CRITICAL DATES & IMPLEMENTATION**

There are no critical dates for implementation of the recommendations in the report. The recommendations will be actioned by Council's Strategic Planning team as part of its 2018 projects schedule.

#### **7. CONSULTATION**

Converge consulted with Officers from the Development and Planning Department throughout the project.

Converge also sought feedback from Council's Heritage Advisory Committee (HAC) at inception of the project and prior to finalisation of the report. HAC members supported the recommendations of the report.

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## 8. CONCLUSION

With recent changes in State legislation, Council sought to review its Local Heritage register and the planning scheme to ensure that Council's framework for heritage protection was up to date, reflects best practice and facilitates appropriate use of the regions heritage places.

The outcome report provides recommendations for improvements to Council's planning scheme, policy and local heritage register. The report also recommends further investigations which Council could undertake to broaden its potential heritage places and neighborhood character areas in Hervey Bay.

The recent approval for the creation of a dedicated Heritage Planning Officer position in the Strategic Planning team will enable a stronger focus on heritage planning to be taken. When appointed, the Heritage Planning Officer will oversee the implementation of the report recommendations.

## 9. OFFICER'S RECOMMENDATION

That Council resolves to:-

1. Endorse the Heritage Register Review report prepared by Converge. (**Attachment 1-#3429869**)
2. Prepare draft amendments to the *Fraser Coast Planning Scheme 2014*, for future consideration of Council and State Government approval, to:
  - a) introduce Industrial and Commercial Demolition Control Areas to retain the character of the key historic industrial and commercial buildings of Maryborough;
  - b) remove onerous assessment provisions and assessment triggers; and
  - c) remove duplication caused by maintaining both a Local Heritage Register and Heritage and Character overlay.
3. Prepare a report for future consideration of Council on:
  - a) options for incentive schemes to encourage conservation of local heritage places; and
  - b) benefits of Council implementing exemption certificates, heritage agreements and repair and maintenance notices now available under the Queensland Heritage Act 1992.
4. Prepare a simplified template for the *Fraser Coast Local Heritage Register* place cards for future consideration of Council.
5. Prepare draft amendments to Council's policy *Guidelines for nominations for inclusion in, removal from, or alteration of the Fraser Coast Heritage Register* for future consideration of Council.
6. Undertake a study of the thematic heritage and character areas of Hervey Bay to identify potential heritage places and neighborhood character areas.

### ATTACHMENTS:

1. **Heritage Register Review report (#3429869).**
2. **List of Local Heritage Places referenced in Appendix 2 – Additional Information for Heritage of the Converge Heritage Register Review report.**

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**ORD 10.3.3 – ATTACHMENT 1**  
**Heritage Register Review Report (#3429869)**

To be tabled at meeting.

**ORD 10.3.3 – ATTACHMENT 2****List of Local Heritage Places referenced in Appendix 2 – Additional Information for Heritage of the Converge Heritage Register Review report.**

Place ID	Place Name	Address Details
*1	Howard War Memorial	Cnr William and Steley Streets Howard
2	Popp's Pond Group of Fig Trees	Charlton Esplanade Pialba
*3	Woody Island Lighthouses & Ancillary Building Site	Woody Island
*4	Urangan Point State School, Block D	Miller Street Urangan
5	Brooklyn House	23 William Street Howard
6	Pialba Railway Station	Freedom Park, 9-25 Main Street Pialba
*7	Sandy Cape Lightstation	North end of island Fraser Island
8	Dundowran Recreational Hall	407 Lower Mountain Road Dundowran
9	Federal Theatre	74 William Street Howard
10	Howard Court House, Police Residence and Lockup	98 William Street Howard
11	St Matthew's Church of England Church and Hall	11 William Street Howard
12	Howard Cemetery and Rankin Graves	Tremlin Drive (Cemetery Road) Howard
13	Historic Landfill Site	#176 Road Howard
14	Nikenbah School and Shelter Shed	Aalborg Road Nikenbah
15	Nikenbah Goods Shed	42 Chapel Road Nikenbah
16	Nikenbah Rifle Range	Old Rifle Range Road Nikenbah
17	Aalborg Danish Cemetery	Aalborg Road Nikenbah
18	Pialba Memorial Hall	1-5 Main Street Pialba
19	Milestone	Corner Beach Road & Charlton Esplanade Pialba
20	Pialba War Memorial	Freedom Park, Main Street Pialba
21	Takura School	Takura School Road Takura
22	Urangan Pier	Off Charlton Esplanade Urangan
24	South Sea Islander Graves	Doolong South Road Wondunna
25	Dundathu Cemetery	Prawle Road Dundathu
26	Martha White's bush graves	Prawle Road Dundathu
27	Fred Monsour building	203-205 Adelaide Street Maryborough
28	J M Monsour Building	197 Adelaide Street Maryborough
29	Former Commonwealth Bank	232-244 Adelaide Street Maryborough
30	Stuparts (extension)	Bazaar Street (373-383 Kent Street) Maryborough
*31	St Mary's Roman Catholic Church	271-275 Adelaide Street Maryborough
32	Maryborough Post Office	227 Bazaar Street Maryborough
*33	Post Office Hotel	Wharf Street Maryborough
*34	Royal Bank (former)	297 Kent Street Maryborough
*35	Gatakers Warehouse, including Brown's Store	106-108 Wharf Street & 311 Kent Street, Maryborough
*36	Woodstock House	327 Kent Street Maryborough
*37	Former Office of Sport and Recreation	331 Kent Street Maryborough
38	Stuparts Emporium	373-383 Kent Street Maryborough
*39	School of Arts	427-429 Kent Street Maryborough
*40	Engineers' Arms Hotel (former)	115 March Street Maryborough
41	Former two storey chemist shop	264 Kent Street Maryborough
*42	Hotel Francis (former)	310 Kent Street Maryborough
*43	Royal Hotel	326-328 Kent Street Maryborough
*44	Maryborough City Hall	Kent Street Maryborough
*45	St Pauls Anglican Church and Hall	178-202 Adelaide Street Maryborough
*46	Maryborough Railway Station Complex and Air Raid Shelter	Lennox Street Maryborough

Place ID	Place Name	Address Details
*47	Queens Park	Sussex Street Maryborough
*48	Maryborough Court House	170 Richmond Street Maryborough
*49	Maryborough Government Office Building	123 Wharf Street Maryborough
*50	Customs House and Residence	Corner Richmond & Wharf Streets Maryborough
*51	Government Bond Store (former)	Wharf Street Maryborough
*52	Maryborough Heritage Centre	164 Richmond Street Maryborough
*53	Former Custom House Hotel	116 Wharf Street Maryborough
*54	Criterion Hotel	98 Wharf Street Maryborough
*55	Maryborough Waterside Workers' Hall	96 Wharf Street Maryborough
*56	Ilfracombe	335 Lennox Street Maryborough
*57	Oonooraba	50 Pallas Street Maryborough
*58	Eskdale	53 Pallas Street Maryborough
*59	Baddow House	366 Queen Street Maryborough
*60	Maryborough Base Hospital	Walker Street Maryborough
*61	Original Maryborough Town Site	Russell Street Maryborough
*62	Second World War RAAF Buildings, Maryborough Airport	Saltwater Creek Road Maryborough
*63	Shop	134 Wharf Street Maryborough
64	The Gas Company	53 Bowen Street Maryborough
*65	Mortuary Chapel & cemetery	Walker Street Maryborough
*66	Lamington Bridge	Mary River Maryborough
67	Uniting Church	Corner John & Sussex Streets Maryborough
69	Former Walkers Shipbuilding Premises	Kent Street Maryborough
*70	Central State School	471 Kent Street Maryborough
*71	Former Boys Grammar School	Kent Street Maryborough
72	Former Girls Grammar School	526 Kent Street Maryborough
*73	Brennan & Geraghty's Store & two adjacent buildings and stables	62-66 Lennox Street Maryborough
74	Carinya	322 Lennox Street Maryborough
75	Hynes Timber Mill	Kent Street Maryborough
76	Finmore's Building	151 Richmond Street Maryborough
77	St Mary's Convent and School	Cnr Lennox & Walker Streets Maryborough
78	Station Hotel	5 Walter Street Tiaro
79	Tiaro Memorial Hall	Mayne Street Tiaro
80	Larsen's Shop	Cnr Mayne & Inman Street Tiaro
81	Tiaro Information Centre	Mayne Street Tiaro
82	Miva Cemetery	Bauple Woolooga Road Munna Creek
83	Munna Creek Hall and grounds	Bauple Woolooga Road Munna Creek
84	Former St Mary's Forest Station	St Mary
85	Tuan West Fire Tower No. 6	Tuan State Forest No. 915
86	Teddington Scrub and Weir	Teddington Road Teddington
87	Brooweena Sawmill	Corfield Street Brooweena
88	Teebar Hall and grounds	Teebar Hall Road Teebar
*89	Commissioner Bidwill's Grave	Cran Road Tinana
90	Mount Joseph Three Rail Fence	Brooweena Woolooga Road Brooweena
91	Woocoo Historical Society	Smith Crescent Brooweena
92	Yengarie Hall	Mungar Road Yengarie
93	St Mary's Church and Cemetery	Maryborough Biggenden Road Brooweena
94	Our Lady of the Way Catholic Church	Maryborough Biggenden Road Aramara
*95	Allan Slab Hut	Warrah Road Duckinwilla
*96	Brooweena War Memorial	Smith Crescent Brooweena
*97	Central Sugar Mill Ruins	Old Mill Road Yengarie

Place ID	Place Name	Address Details
*98	War Memorial Bridge	Brooweena Woolooga Road Brooweena
*99	Yengarie Sugar Refinery ruins	Old Mill Road Yengarie
100	Booral Homestead complex	Temily and Pinney Streets Booral
101	Burgowan No. 7 Mine complex	#153 Road Burgowan
102	Doolong Flats Juice Mill	Doolong Flats Road Doolong Flats
103	Pettigrew & Sim sawmill and village	59-378 Prawle Road Dundathu
104	Gallagher and Bagnell grave site	166 Craignish Road Dundowran
105	Burrell Cordial Factory and Residence	Maria Creek, adjacent to the Howard Sports Oval Howard
106	Van Cooten's Drapery	80 Steley Street Howard
107	Seafront Oval	Esplanade Pialba
108	Pialba rail bridge	Main Street Pialba
109	Polson Cemetery	30 Corser Street Point Vernon
111	Dayman General Store	Corner Pulgul and Dayman Streets Urangan
112	Urangan railway remnants	King and Pier Streets Urangan
113	Bogimbah Reserve and Mission	Fraser Island
114	Historical Sites at North White Cliffs, Fraser Island	North White Cliffs Fraser Island
115	Christ Church	49-51 Odessa Street Granville
116	Maryborough QCWA Building	122-124 Wharf Street Maryborough
117	Watson's House	25 Churchill Street Maryborough
118	Graham & Co Offices	255 Kent Street Maryborough
119	Elizabeth Park Rose Gardens	Kent Street Maryborough
120	King's Cafe	211-213 Adelaide Street Maryborough
121	Stellmachs	209 Adelaide Street Maryborough
122	Bells Vue Private Hotel	100 Ellena Street Maryborough
123	Stuparts	373-383 Kent Street Maryborough
124	Maryborough Powerhouse	128 Tooley Street Maryborough
125	Helsham's Buildings	296-304 Kent Street Maryborough
126	Finney, Isles & Co Building	384 Kent Street Maryborough
127	Riverside Apartments	88-90 Wharf Street Maryborough
128	Embassy Theatre	72 Ellena Street Maryborough
129	Carlton Hotel	70 Ellena Street Maryborough
130	Parkview	252 Lennox Street Maryborough
131	St Thomas Church of England	197 Pallas Street Maryborough
132	Prickett's Cottage	17 Queens Place Maryborough
133	Albert School	210-220 Albert Street Maryborough
135	Maryborough Wharf Branch	Maryborough
136	Maryborough Fire Station	98 Alice Street Maryborough
137	Wharf timbers and crane base	Mary River bank near Excelsior Hall on Wharf Street Maryborough
138	Maryborough Water Treatment Plant	11-21 Aberdeen Avenue Maryborough
140	Bauple Sugar Mill	2 Mill Street Bauple
141	Native Police Camp and Barracks	Linneus Street Owanilla
143	Tiaro Cemetery	Bruce Highway Tiaro
144	Former post office and residence	Mayne Street Tiaro
145	North Aramara Hall	2 North Aramara Road North Aramara
146	George Furber's site	24 Amador Road Tinana
147	South Sea Islander hospital and cemetery	Corner of Genrich and Bluebell Roads Tinana
*148	Colonsay Farm	125 Doolong Road Kawungan
149	Dunn's Enclosure and Fish Trap	Esplanade Point Vernon

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Place ID	Place Name	Address Details
150	Bidwell's Bridge	Pioneer Park Tinana
151	Old Boobyjan Road	Boobyjan Road Malarga
152	Aramara North School and War Memorial	Corner North Aramara and Upper Bowling Green Road, North Aramara
153	Dominion Flour Mill	556-560 Kent Street Maryborough
154	Original Maryborough town site extension area	George, Aldridge, Queen and Palmers Streets Maryborough
155	Glengarloom Crossing	Links to Road 659 Tiaro
156	Dundathu Training Wall	Mary River, Dundathu
157	Dayman Point Steps	Dayman Park, Esplanade Urangan