



Gladstone Ports Corporation

Growth, Prosperity, Community.

Chapter 12 – Cultural Heritage





12. Cultural Heritage

Overview

This chapter presents a description of the process for identification and management of indigenous and non-indigenous cultural heritage associated with the Western Basin Dredging and Disposal Project. It has been prepared in accordance with Section 3.8 (Cultural Heritage) of the ToR for the Project (Appendix A). Historic heritage (non-indigenous cultural heritage) matters are summarised from a technical report completed in 2009 by Converge Heritage + Community (Appendix V – Historic Cultural Heritage Investigation), and indigenous cultural heritage is discussed in this chapter.

The relevant regulatory legislation for the protection of cultural heritage is outlined below:

National Legislation

- ▶ *Aboriginal & Torres Strait Islander Heritage Protection Act 1984;*
- ▶ *Australian Heritage Council Act 2003;*
- ▶ *Environment Protection and Biodiversity Conservation Act 1999;*
- ▶ *Protection of Moveable Cultural Heritage Act 1986;* and
- ▶ *Native Title Act 1993.*

This study did not identify any known or potential sites of Commonwealth or National Heritage significance and as such, this legislation does not directly affect the heritage items within and adjacent to the Project Area.

State Legislation

- ▶ *Aboriginal Cultural Heritage Act 2003;* and
- ▶ *Queensland Heritage Act 1992.*

Local Government Legislation

The study area falls within Gladstone Regional Council, following the amalgamation of the Calliope Shire with Gladstone Shire in 2008. At this point in time it is understood that an amalgamated planning scheme is not completed. For this reason, the former *Calliope Shire Planning Scheme (2007)* remains the local legislation relevant to the study. This scheme includes historic heritage sites on the local heritage list. Searches did not locate any sites or places of local significance within the Project Area.

Guidelines

- ▶ The *Australia ICOMOS Burra Charter* (Marquis-Kyle and Walker, 1999).

The regulatory framework for cultural heritage is described in more detail in Appendix V.



12.1 Description of Environmental Values

12.1.1 Indigenous Cultural Heritage Values

Methodology and Approach

Section 87 of the *Aboriginal Cultural Heritage Act 2003* (the Act) states that, as the Project requires an EIS, the development of a Cultural Heritage Management Plan (CHMP) is the process through which management and protection of Aboriginal cultural heritage will be formally managed. This section provides a description of the formal process through which the Aboriginal parties for the Project have been identified and, subsequently, through which a CHMP or CHMPs will be developed between the Project and the Aboriginal parties.

The Act states that if a Project Area or portions of a Project Area are situated within the external boundaries of a registered native title claim, then the native title party is the Aboriginal Party with whom consultation must occur for that portion of the Project contained within the boundaries of the registered native title claim. In the case of the Project, only a small portion of the Project Area is situated within the external boundaries of the registered Port Curtis Coral Coast (PCCC) native title claim. The PCCC native title claim area is a small corridor of shoreline and associated hinterland that is situated along the western and northern fringes of the Project Area. The Port Curtis Coral Coast Aboriginal Corporation is also registered as an Aboriginal Cultural Heritage Body for the area of land covered by the PCCC native title claim. The function of an Aboriginal Cultural Heritage Body, pursuant to Section 37 of the Act, is to identify the Aboriginal parties for the area or for a particular part of the area. Accordingly, for those portions of the Project located within the external boundaries of the PCCC native title claim, the CHMP process involves formal notification of the Aboriginal Parties and the PCCC Aboriginal Corporation pursuant to Sections 91 and 93 of the Act, followed by endorsement of those Aboriginal Parties who respond to the notification.

Formal notification occurred between 10th August 2009 and 10th September 2009. Pursuant to Sections 34 and 35 of the Act, the applicants for the PCCC native title claimant group were subsequently endorsed as the Aboriginal Parties with whom a CHMP can be developed for those portions of the Project falling within the PCCC native title claim boundaries.

The remaining portion of the Project Area lying outside the external boundaries of the PCCC native title claim area (namely the marine portion of the Project area comprising the waters of Gladstone Harbour) is not subject to a current native title claim or Aboriginal Cultural Heritage Body and was not subject to a native title claim at the time of or since the introduction of the Act. Accordingly, pursuant to Section 96 of the Act, in order to identify the Aboriginal Parties for those portions of the Project not located within the external boundaries of the PCCC native title claim, public notification in the form of a newspaper advertisement was required. Respondents who provide a formal response to the written and/or advertised notice within the time required under the notice must be endorsed by the sponsor as an Aboriginal party to the CHMP for those portions of the Project lying outside the external boundaries of the PCCC native title claim.

Formal public notification for those portions of the Project lying outside the PCCC native title claim boundaries subsequently occurred on 10th August 2009 and the assigned period for formal responses to the public notification has now closed. A number of formal responses were received by the Project within the required timeframes, and these respondents have subsequently been endorsed by the Project as Aboriginal parties for the purpose of developing a CHMP for those areas lying outside the PCCC native



title claim boundaries. These respondents were the applicants for the PCCC native title claimant group (see above) and other traditional owners. As there were a number of respondents in addition to the applicants for the PCCC native title claimant group and as there have not yet been formal meetings between the Project and all of the individual endorsed parties, it has not yet been determined whether the development of one or two CHMPs will be required for the Project. Either way, the Project is committed to working with all of the endorsed parties for the Project and it is expected that the development of a CHMP or CHMPs for the Project will be completed pursuant to Part 7 of the Act by early 2010.

In the interim period, representatives of the Project and applicants of the PCCC native title claim have now had several initial meetings in order to discuss the nature of the Project and the PCCC's preferred approach to the management of cultural heritage issues within the Project Area. As a result of these meetings, a formal cultural heritage survey has been undertaken by representatives of the PCCC claimant group and their archaeologist over those portions of the Project lying within the PCCC native title claim's external boundaries (report not yet finalised) that will aid in informing the development of specific management for that portion of the Project contained solely within the PCCC native title claim boundaries.

Effectively, the approach for the assessment of the significance of Aboriginal cultural heritage utilised by the Project meets the principles of the Act, namely that "the recognition, protection and conservation of Aboriginal cultural heritage should be based on respect for Aboriginal knowledge, culture and traditional practices", and that "Aboriginal people should be recognised as the primary guardians, keepers and knowledge holders of Aboriginal cultural heritage" (Section 5(a) and (b)).

Desktop Assessment

Searches of the following registers and databases were undertaken for the Project:

- ▶ DERM Aboriginal Cultural Heritage Database and Register;
- ▶ The (former) Register of the National Estate;
- ▶ World Heritage List;
- ▶ National Heritage List;
- ▶ Commonwealth Heritage List; and
- ▶ The register of the National Trust of Australia (QLD).

One site of natural heritage significance was identified on the Register of the National Estate in proximity to the Project Area. Table 1 contains the location identifier and type of heritage item.

Table 1 The (former) Register of the National Estate Search Results

Place ID	Class	Description	Legal Status
18811	Natural	Balaclava Island and The Narrows, Curtis Island, QLD, Australia	Registered (26/10/1999)

No Aboriginal cultural heritage was listed on these registers within the Project Area at the time of conducting these searches, however three sites were listed on the DERM register and database within close proximity to the Project Area (i.e. within a 1 kilometre radius of the outer proposed extent of the Project Area). See Table 2 (locations have been withheld).



Table 2 Sites Listed on the DERM Register and Database within 1 km of the Project Area

Site ID	Attribute
JF:A92	Artefact
JF:A93	Tree
JF:A91	Artefact

Field Surveys

A program of cultural heritage assessment incorporating a pedestrian survey has been undertaken by the Aboriginal Parties and/or their nominated representatives as part of the development of the CHMP required for the Project. The primary function of such assessment is to assist in the identification and subsequent management of any objects or areas of Aboriginal cultural heritage significance located within the Project Area and/or impacted on by the Project. Although a survey of portions of the Project Area has been conducted, the survey, reporting and consultation process has yet to be finalised. At present it is expected that the assessment and CHMP development process will be concluded by the end of 2009; however it is expected that the results of this process will remain confidential.

12.1.2 Non-indigenous Cultural Heritage Values

Methodology and Approach

Converge Heritage and Community combined desktop research of heritage registers and studies (for previously identified places) with historical contextual research to identify places of potential cultural heritage and archaeological significance. There is also a possibility that a site or place of heritage significance may not yet have been listed or acknowledged by any of the registers and databases that were searched. To combat this potential, contextual research was undertaken along with a visual inspection of the Project Area, in an attempt to identify sites and places which might be of previously unidentified historic cultural heritage significance.

The site survey was carried out to identify two types of places:

- ▶ Items of potential Historic Heritage Significance, comprising items and places (including Archaeological Places) of potential significance to the level which may warrant listing on a local, state or national heritage register; and
- ▶ Places of Historic Interest, comprising those items and places which do not provide a suitable level of historic heritage significance in their own right for listing on a heritage register or database. They are, however, included as they contribute (or potentially contribute) to the broader discussion of historic heritage places (or potential places) within the Project area and often contribute to the character of an area.

The field survey results were analysed within the context of historical research, consultation, database searches and relevant legislative frameworks that assist in determining heritage significance, to confirm the nature of the cultural heritage significance within the Project Area and the potential impacts of the



Project in relation to the Project Area. Specific management recommendations were provided for the protection of potential areas of cultural heritage significance (Section 12.2.2).

Desktop Assessment

Searches of the following National, State and local heritage registers were carried out to identify places and sites of cultural heritage significance that may be impacted upon by the proposed Project:

- ▶ World Heritage List;
- ▶ National Heritage List;
- ▶ Commonwealth Heritage List;
- ▶ QLD Heritage Register;
- ▶ Calliope Shire Heritage Schedule;
- ▶ The register of the National Trust of Australia (QLD); and
- ▶ The (former) Register of the National Estate.

Searches of all of the above registers and databases indicated that there are no sites or places of historic heritage significance which have been previously recorded within the Project Area or within the immediate vicinity (3 km radius).

The National Shipwrecks Database

The National Shipwrecks database was searched for the Gladstone region, and returned a total of seven shipwreck details that were in the vicinity of the Project Area (**Error! Reference source not found.** and Figure 12-1). Coordinates are given in the database search for these, showing a large area where the wreck may potentially be located (none have been found with the exception of the Lord Auckland). Of these, only one was located in Port Curtis (the Lord Auckland, grounded in 1847). However, this was refloated, repaired and departed Gladstone to Sydney in 1847.

Table 3 Results of National Shipwreck Database near Gladstone, QLD

Shipwreck Id	Name	Type	Date wrecked	Where wrecked	Vicinity to Project Area
6604	Albion		1978/11/09	Gladstone	South of Project Area
6112	Eliza		1868/09/01	Between Gladstone and Mackay	Area of coordinates cover Project Area
5506	Lord Auckland	Barque	1847/01/25	Port Curtis (Gladstone)	N/a (refloated)
6377	Myee	Motor Vessel	1915/01/01	Gladstone	Area of coordinates cover part of Project Area
5638	Prince Regent	Barque	1869/08/20	South Trees Point/Gladstone (GBR)	Area of coordinates cover Project Area
5717	Sarah Cooper	Schooner	1881/02/03	off Gladstone (GBR)	Area of coordinates cover Project Area



Shipwreck Id	Name	Type	Date wrecked	Where wrecked	Vicinity to Project Area
6222	Zodiac	Barque	1890/06/26	Seal Rock Point (near Gladstone?)	Area of coordinates cover Project Area

Of all potential shipwrecks located within the Project Area, the Myee is the most likely to be within the Project Area as the coordinates given only cover a small area. The remaining wrecks shown in **Error! Reference source not found.** and Figure 12-1 are listed as potentially being within a very large area up and down the coast.

Historical Background

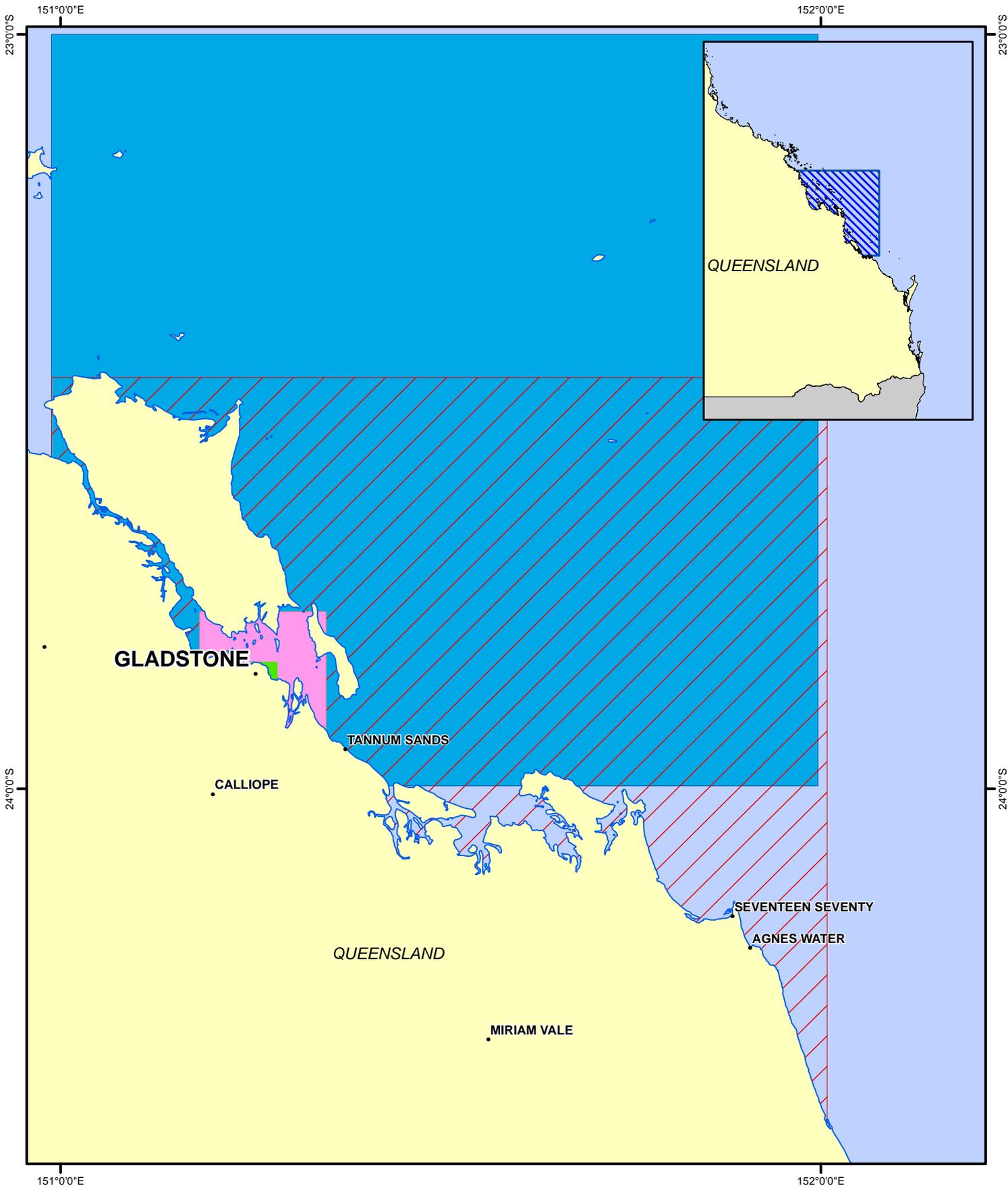
Historic heritage research was undertaken with the assistance of an extensive library and database held by Converge, and public library facilities. It was based on a limited period of library and archival research in relevant documents and secondary sources, and is intended to provide an historical overview of the broad areas under consideration. A detailed review of the historical background is presented in the Historic Cultural Heritage Investigation Report (Appendix V), with details relating to the Port of Gladstone presented in the following sections.

Contextual Historical Research

The history of economic and community development in the Gladstone district since the onset of European settlement is in many ways representative of Queensland’s history as a whole. The region’s European history encompasses exploration, pastoralism, conflict with and subsequent pacification of Indigenous people, a long period of gradual ‘opening up’ of the land and the development of towns and infrastructure. In the late twentieth century the city of Gladstone was transformed from a coastal backwater dependent on a butter factory and a seasonally operational meatworks, to the site of Queensland’s largest power station and one of the world’s largest alumina plants.

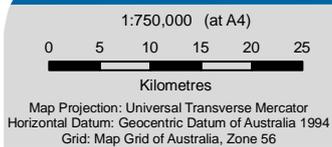
Gladstone’s Growing Harbour Facilities

Port Curtis became a busy facility after a customs house was built in 1860 and the first public wharf was constructed in 1863. A lighthouse was built at Cape Capricorn (on Curtis Island) in 1874 with another at Gatcombe Head built in 1876. This latter lighthouse was replaced in 1900 by a ten metre tower (McDonald 2001). British cargo ships used the port to unload steel rails for railways and other heavy goods and an 1898 survey revealed that forty overseas ships used the port that year, together with 205 coastal passenger and cargo vessels (McDonald 2001). Despite the growth of the harbour facilities, the tonnage of coastal shipping declined when the rail lines reached Gladstone in 1903.



LEGEND

- Town or Locality
- Land
- 6604 Albion
- 6377 Myee
- 6112 Eliza
- 6222 Zodiac
- 5638 Prince Regent;
5717 Sarah Cooper



Port of Gladstone
Western Basin Dredging and Disposal Project
Results of National Shipwreck
Database Search

Job Number | 42-15386
Revision | A
Date | 01 Sept 2009

Figure 12-1



Twentieth Century Development of Gladstone

The arrival of rail in Gladstone led to the decline of its harbour as a port and it was not until 1929 that an oil terminal was constructed and coal from Blair Athol began to be exported, beginning Gladstone's slow recovery. Other commodities shipped through the port included the Central Queensland cotton crop, wool from the west and Bundaberg sugar from the south (Gladstone Municipality Incorporated 1976). The post World War I years were nevertheless ones of rather slow growth until 1934, when Swifts took over the meatworks and carried out large scale development. The population, which previously hovered around 3,000, rose quickly to 7,000. In World War II the harbour, like many others along the East coast, sheltered American warships. Callide coal exports began from Gladstone in 1945, and these coal exports were followed by sorghum from 1949 (Gladstone Municipality Incorporated 1976). The 1950s saw an upsurge of open-cut coal mining in the Dawson and Callide Valleys and the upshot of this meant not only the expansion of coal loading facilities at the port, but also the construction of further rail infrastructure, beginning with a line from Moura to Gladstone.

Gladstone's port was the key to subsequent industrial development of Gladstone as Queensland's largest industrial area. When Comalco chose Gladstone for its alumina refinery, the town was on its way to becoming the light metals capital of Australia. In 1967, Queensland Alumina began production on the site of the old meatworks at Parsons Point and in addition to aluminium, increasing tonnages of coal were being shipped through the port. 1972 saw Gladstone break all previous records for shipping with 408 ships in port during the year. The large amounts of shipping entering the harbour resulted in a new wharf being built at Fisherman's Landing in the early 1980s. Stage One of the Clinton Coal Loading facility, was opened in 1980, by which time planning for Stage Two was well underway (McDonald 2001).

Conclusion

A review of contextual and thematic historical research and searches of all relevant registers and databases indicates that no known historical heritage sites or places are located within or in close proximity (a radius of at least 3 km) to the Project Area.

Field Surveys

The majority of the Project Area is located below the low water mark within Gladstone harbour and as such, could not be surveyed. Accordingly, the historic survey was restricted to surveying targeted areas of the small portion of the Project Area, incorporating the intertidal zone and adjacent coastline running from immediately north of Fisherman's Landing through to Friend Point (the study area – Figure 12-1). A visual inspection of the study area was undertaken by Converge on 16 July 2009 to determine the location of and potential for historical heritage sites and values, including archaeological places, to exist within the study area.



LEGEND

- Cultural Heritage Investigation Area
- Cadastre
- Western Basin Reclamation Area
- Fisherman's Landing Northern Expansion

<p>1:30,000 (at A4)</p> <p>0 250 500 750 1,000</p> <p>Metres</p> <p>Map Projection: Universal Transverse Mercator Horizontal Datum: Geocentric Datum of Australia 1994 Grid: Map Grid of Australia, Zone 56</p>			<p>Port of Gladstone Western Basin Dredging and Disposal Project</p> <p>Study Area for Historic Cultural Heritage Survey</p>	<table border="0"> <tr> <td>Job Number</td> <td>42-15386</td> </tr> <tr> <td>Revision</td> <td>A</td> </tr> <tr> <td>Date</td> <td>24 Sept 2009</td> </tr> </table>	Job Number	42-15386	Revision	A	Date	24 Sept 2009
Job Number	42-15386									
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Figure 12-2

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An estimated 65% of the study area (which represents an appropriate percentage of the survey area required for a targeted survey) was traversed by a combination of vehicle and pedestrian transects, focusing on accessible areas of the Project Area located between the low water mark and approximately 50 metres inland (Figure 12-2).

The presence or likely presence of historical heritage sites and values are usually determined by the identification of sites of Historical Heritage Significance and places of Historical Interest during field surveying. The methodology of this survey was informed by the results of focused historical research conducted prior to the commencement of the survey (refer to Appendix V).

Sites of Historic Heritage Significance

Sites of Historical Heritage Significance are those sites which contain suitable value to warrant a significance and impact assessment. Such sites are considered to contain suitable significance and value to the Project Area as a result of contextual research conducted prior to the field survey, consultation with relevant stakeholders and other best practice cultural heritage assessment techniques.

There were no sites of Historical Heritage Significance located within the Project area during these surveys or any related research or consultation.

Places of Historic Interest

This comprises those items and places which do not provide a suitable level of Historical Heritage Significance in their own right to justify further assessment. They are however, included as they contribute (or potentially contribute) to the broader discussion of sites and places of Historical Heritage Significance and importantly, the potential for further unknown sites and places to exist within the study area.

Seven places of Historic Interest were located during the survey and are identified in Table 4 by the prefix HI. Where considered appropriate, the GPS coordinates of these sites are provided in Table 4 and their locations shown on Figure 12-3.

Table 4 Places of Historic Interest Identified within the Project Area

Place ID	GPS Coordinates ¹		Comments
	Eastings	Northings	
HI-1	0311988	7368043	Fisherman's Landing Hardstand Area
HI-2	0311608	7368427	Targinie Landing Ramp
HI-3	0311536	7368400	Turkey Nest Dam Overflow Channel
HI-4	0311458	7368498	Historic Marker Tree
HI-5	-	-	Various fence alignments running both roughly parallel and perpendicular to the coastline and extending out onto the adjacent marine flats.



Place ID	GPS Coordinates ¹		Comments
	Eastings	Northings	
HI-6*	-	-	Various individual artefacts scattered sparsely across the study area and dating from the nineteenth century through to modern times, including old bottles and bottle fragments (e.g. black glass case gin bottle fragments), stoneware and porcelain
HI-7	311384	7369031	Informal boat ramp / camping and fishing site

1. Geodetic Datum: WGS84. Grid Zone 56K.

*Note: Information regarding the location of moveable historical objects such as old tins and bottles has been withheld.

Potential for Sites of Historic Heritage Significance

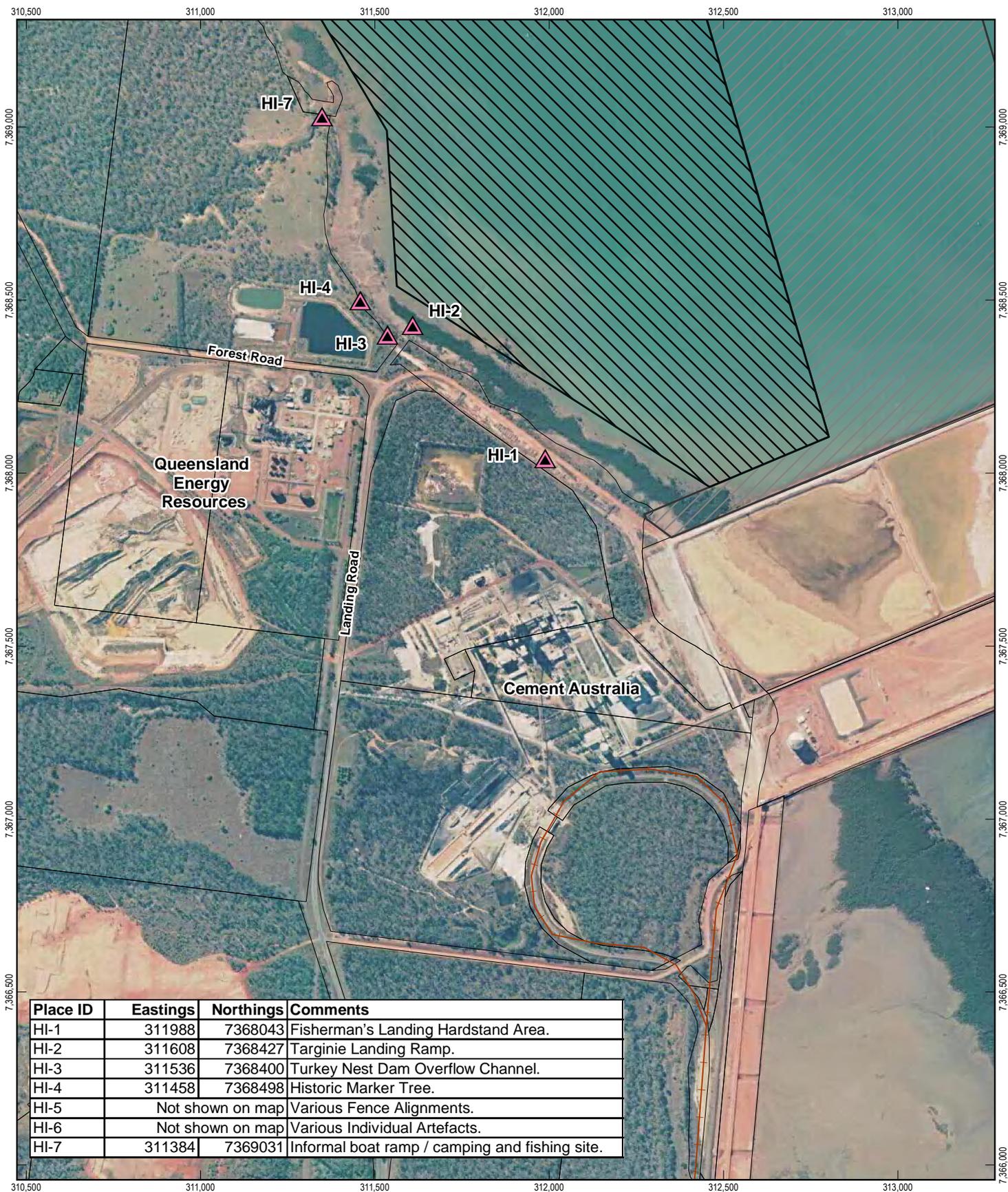
Following a results of a contextual and physical review of the study area, the Converge 2009 study found that there is a nil to low potential for sites of Historical Heritage Significance to be present within the Project Area.

The study also found that there is a low to moderate potential for further places of Historic Interest to exist within the study area. Any such places or features will most likely be associated with previous pastoral and recreational activities and reflect types such as those noted during the survey e.g. old fence lines and isolated artefacts such as old tins, stoneware, porcelain and bottles left behind from a combination of informal camping and recreational activities around the shoreline and as flotsam washed up along the periphery of the intertidal zone.

Although considered unlikely, any sub-surface archaeological record present within the Project Area would not be exposed or impacted by construction, due to the amount of reclaimed material being placed over the existing area.

12.1.3 Conclusion

The site survey resulted in no sites of Historical Heritage Significance being defined and seven places of Historical Interest being identified within the study area. Places of Historical Interest are not considered significant and do not require further assessment or specific mitigation strategies. Additionally, the potential for currently unknown historic heritage sites or places being present is regarded as nil to low. The potential for a sub-surface historical archaeological record being present is regarded as low.



LEGEND

- Places of Historical Interest
- Western Basin Reclamation
- Fisherman's Landing Northern Expansion
- Railway
- Parcel Boundary

1:15,000 (at A4)

Metres

Map Projection: Universal Transverse Mercator
Horizontal Datum: Geocentric Datum of Australia 1994
Grid: Map Gnd of Australia, Zone 56

Port of Gladstone
Western Basin Dredging and Disposal Project

Location of Places of Historic Interest
Identified within the Project Area

Job Number | 42-15386
Revision | A
Date | 16 Sept 2009

Figure 12-3

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12.2 Potential Impacts and Mitigation Measures

12.2.1 Impacts

All potential impacts of the Project are assessed in regards to the value or significance of the cultural heritage place. Cultural heritage significance relates to people's perspective of place and sense of value, within the context of history, environment, aesthetics and social organisation.

Indigenous Cultural Heritage

The assessment of potential Project impacts on Aboriginal cultural heritage will be carried out as part of the CHMP development and implementation process that is expected to be finalised by the end of 2009.

Non-indigenous Cultural Heritage

Impacts on Sites of Historic Heritage Significance

No sites or places of Historic Heritage Significance were found to exist within the Project Area. The Project therefore does not impact on any known sites of Historic Heritage Significance, (including Archaeological Places).

Impacts on Places of Historic Interest

Seven places of Historic Interest were located that may potentially be impacted by the Project. These sites are not considered significant, and therefore do not warrant specific mitigation measures. General advice in relation to the management of places of Historic Interest is provided in Section 12.2.2.

Potential for Impact on Unknown Sites of Historic Heritage Significance

The results of contextual research and the location of seven places of Historic Interest suggest that the Project area is unlikely to contain historic heritage sites or places, or a significant sub-surface archaeological record, however there remains some potential for further places of historic interest to exist within the Project Area. Such areas and objects are considered most likely to be associated with pastoral and informal recreational use of the Project Area dating back to the early period of Gladstone's settlement. Other potential places of Historic Interest may include fence lines and further artefacts associated with informal camping and recreational use such as old tins, porcelain and bottles.

12.2.2 Mitigation Measures

Indigenous Cultural Heritage

As previously discussed, the assessment of potential Project impacts on Aboriginal cultural heritage will be carried out as part of the CHMP development and implementation process, which as yet has not been finalised. Protection, management and mitigation measures will be discussed by the parties following the completion of the assessment program incorporating cultural heritage surveys and related consultation. The results of this process will then be developed into a specific Management Plan required under the processes outlined in the CHMP.



Non-indigenous Cultural Heritage

As no sites of historical cultural heritage significance were located within the study area, this section provides only general recommendations for managing potential impact on unknown sites of Historic Heritage significance and places of Historic Interest located or potentially located within the Project Area.

Recommendation 1 – Unexpected Finds of Cultural Heritage Sites

This report has found that the Project Area is unlikely to contain historic heritage sites or places, or a sub-surface archaeological record. However, if during construction, an item or object that may be considered to be historic heritage appears, then the recommendation of this report is that the following measures are taken:

- ▶ All work at the location of the potential find must cease and the Site Manager should be notified. They will then notify the Historical Archaeologist appointed to the Project; and
- ▶ The Historical Archaeologist will provide a management recommendation to the Site Manager and will undertake appropriate actions.

Recommendation Two – Management of Places of Historic Interest

Although Historic Interest places do not contain suitable levels of cultural heritage significance to warrant specific mitigation strategies, it is recommended that where possible they are retained. In the case of this Project, impact may not always be avoidable. If avoidance is not possible, then the Historic Interest places can be cleared and disposed of in a manner suitable to the Project.

Recommendation Three – Cultural Heritage Management within the Environmental Management Plan

A variety of management initiatives are required in order to mitigate potential impact to unexpected cultural heritage material or sites found during the construction and pre-clearing activities during operations of the Project. Management strategies include:

- ▶ Provide all new employees with suitable training to provide them with the skills to identify cultural heritage sites or objects and report the find to the Site Environmental Officer;
- ▶ Inform all employees of their obligations to notify the Site Environmental Officer of any cultural heritage finds;
- ▶ Implement a procedure that requires a permit before any relevant employees are able to undertake any clearing or excavations activities;
- ▶ Development of a cultural heritage policies for management of potential cultural heritage sites or finds (if required);
- ▶ Inform the Site Environmental Officer of their obligations to notify the Department of Environment and Resource Management (DERM) of any relevant finds; and
- ▶ Undertake regular cultural heritage educational sessions and distribute educational material. This material should inform the employees of what cultural heritage material may look like, and give them clear instructions on what to do if they find anything.