



City of Rockingham

Heritage Strategy (2020 – 2025)

June 2020



rockingham.wa.gov.au





ACKNOWLEDGEMENT TO COUNTRY

The City of Rockingham respectfully acknowledges the traditional owners and custodians of the land on which Rockingham stands today, the Nyoongar people. The City pays its respects to their elders both past and present.

Nyoongar people successfully managed and nurtured the land and water for thousands of generations and an enduring spiritual and physical connection remains today. By showing respect for the land and water in the same way, the City can continue to work towards the sustainability of the environment for future generations.

The City of Rockingham is committed to working with the Nyoongar community on matters of land, water, culture, language and heritage. The City's third Reconciliation Action Plan is in development and aims to build a community that demonstrates respect, builds positive relationships and creates opportunities for local Aboriginal and Torres Strait Islander people.

The Rockingham municipality is entirely encompassed by the Gnaala Karla Booja Indigenous Land Use Agreement of the South West Native Title Settlement (registration pending) and the City looks forward to working with the Gnaala Karla Booja Regional Corporation, once established.

This Strategy was adopted by Council at its Ordinary meeting held on 23 June 2020.

Alternative Formats

This publication is available in alternative formats on request from the City of Rockingham on 9528 0333 or at customer@rockingham.wa.gov.au.

When we use the word "Heritage", we are talking about:

- *Natural heritage;*
- *Aboriginal heritage;*
- *Historic heritage; and*
- *Tangible and Intangible heritage.*



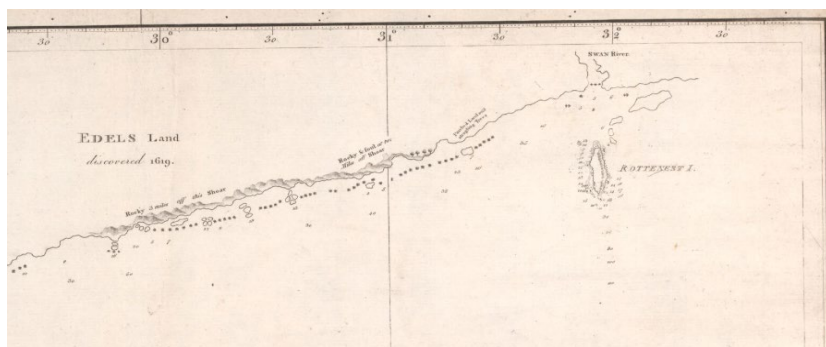
Natural
(Lake Richmond)



Aboriginal
(Scar tree)



European
(Day Cottage)



Tangible
(Houtman Dedel map circa 1619 - showing part of Rockingham coastline to Dongara)¹



Intangible
(Acknowledgment of Traditional Custodians of Lake Richmond)

This report was prepared by:



For the City of Rockingham

¹ Trove - <http://nla.gov.au/nla.obj-230691059/view>

CONTENTS

1. EXECUTIVE SUMMARY	1
1.1 Project Scope and Methodology	1
2. STRATEGY SUMMARY	4
2.1 Strategic Context	4
2.2 Vision	4
2.3 Objectives	4
3. BACKGROUND	5
3.1 What is Heritage?	5
3.2 Brief History of Rockingham	6
3.3 Strategic Context	11
3.4 Statutory Context	12
3.5 Heritage List	13
3.6 Conservation Management Plans	14
4. SWOT	15
4.1 Strengths	15
4.2 Weaknesses	15
4.3 Opportunities	15
4.4 Threats	16
5. THE WAY FORWARD	18
6. MEASURING SUCCESS	24
6.1 Implementation	24
7. RISK MANAGEMENT	26
8. ACTION PLAN	28
9. STAKEHOLDER & ENGAGEMENT	34
9.1 Stakeholder Engagement	34
9.2 Community Consultation	34
10. REFERENCES	41
10.1 Internal Documents	41
10.2 External Documents	41

CITY OF ROCKINGHAM SNAPSHOT



has a population of over

140,000

11,516 ha
of Natural Bushland



4,270 ha
of Regional Park

covers an area of around

26,000 ha



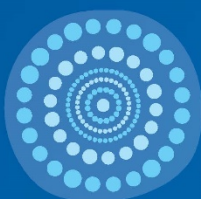
40km

south-west of Perth CBD



included in

16 suburbs



10

Registered Aboriginal Sites

37

Other Heritage Places



95

Places of local
heritage significance

6

State Registered
Heritage Places

1. EXECUTIVE SUMMARY

This Heritage Strategy (Strategy) sets the future direction for heritage management within the City of Rockingham (the City).

The term "Cultural heritage significance" means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. (ICOMOS Burra Charter, 2013). The significance of each heritage place is based on an assessment against each of these values. These values are established in the nationally adopted document the Australia ICOMOS Burra Charter, 2013.²

"Heritage is important in understanding the story of Western Australia - its history, identity and diversity. Heritage is diverse and consists of places such as buildings, monuments, gardens, cemeteries, cultural landscapes and archaeological sites. As a community, we share the responsibility to identify and protect what is important, and pass on these places to future generations so they will understand what came before them." (Heritage Council of Western Australia).

On a local level, the understanding and conserving of the heritage of the City of Rockingham helps us to understand our past and to contribute to the lives of future generations. When we use the word "heritage", we are talking about:

- Natural heritage;
- Aboriginal heritage;
- Historic heritage; and
- Tangible and Intangible heritage.

The City recognises that its heritage is a valuable finite resource that must be preserved for future generations due to its importance to the community's social, environmental and economic prosperity. Accordingly, the City has pro-actively sought to identify, understand, protect and promote its heritage.

Building on its existing initiatives, the City has developed this Strategy to guide its ongoing commitment to heritage management to ensure that the management of its heritage assets occur in a coordinated and effective manner; and to capitalise on the many benefits that its heritage affords.

Specifically, this Strategy provides an action plan to guide the City in its endeavour to comprehensively understand, protect, sustain and celebrate its heritage.

1.1 Project Scope and Methodology

The four step methodology outlined below is inspired by the International Council on Monuments and Sites (ICOMOS) Burra Charter (2013) and has been used in the development of this Strategy.



Step 1 - Identify:

A desktop survey of the existing heritage management framework was undertaken and strengths and weaknesses were identified.

Step 2 - Understand:

Workshops with the community and key stakeholders enabled a clear understanding of the needs and aspirations of the City, with regard to the future of its heritage management and identified challenges to be addressed. Interviews were held with the following Business Units and other stakeholders:

- Planning and Development Services
- Corporate Services (including Customer and Corporate Support, and Facility Leasing)
- Community Development (includes Community Capacity Building, Library Services, Community Support and Safety Services, Community Infrastructure Planning, Community and Leisure Facilities and Economic Development and Tourism)

² Australia ICOMOS Burra Charter, 2013 p.1

- City Building and Asset Management (including Parks and Reserves)
- Heritage Reference Group
- Aboriginal Advisory Group

Other engagement initiatives included:

- Community Workshop
- Junior Youth Council
- Online community survey

Step 3 – Develop:

A vision, strategies and actions were developed. The actions sought to build on existing strengths, fill in any gaps, harness weaknesses and reflect the Community's aspirations.

Step 4 – Manage:

The Strategy is implementation-oriented and aims to facilitate actions. Mechanisms to enable the City to monitor and review its effectiveness were therefore developed. A summary of the proposed actions are:

Understanding

- Maintain an up-to-date heritage inventory and statutory heritage list.
- Continue to raise awareness in the community of how to understand and protect their heritage asset.
- Document and understand all places of Aboriginal significance.
- Continue to support the ongoing research and understanding the City's history and investigate stories as they emerge.

Protecting

- Prepare Conservation Management Plans for all City owned heritage assets and maintain those places accordingly.
- Ensure the City's policies for heritage management are sufficiently detailed to support the needs of the officers and clearly articulate the requirements for property owners and developers.
- Ensure that heritage places are protected from inappropriate development.

Sustaining

- Further develop ties between the City's Library Services and Rockingham District Historical Society. Particularly in sharing and digitising important archives.
- Continue to build capacity among City officers in the understanding and management of cultural heritage.

- Investigate the cost of incentivising private owners to conserve heritage places.
- Consider an integrated approach to cultural heritage management with all community stakeholders working together.

Celebrating

- Continue to improve on the positive perceptions of heritage in the community, particularly among young people, through the City's existing and emerging online resources.
- Celebrate the City's diverse heritage through events and promotional materials where appropriate.
- Develop a series of interpretive walking trails with the Heritage Reference Group and the Rockingham District Historical Society.
- Investigate options to help improve access to privately owned sites of Aboriginal significance.
- Improve access to privately owned sites of Aboriginal significance.



MUSEUM

2. STRATEGY SUMMARY

This Heritage Strategy examines how the City manages cultural heritage. It identifies the future vision before making recommended strategies under Heritage Management key themes.

2.1 Strategic Context

The management of the City's historic heritage sits within a broad statutory framework, as set out in the Planning and Development Act 2005; and the Heritage Act.

These Acts each provide important tools to assist the recognition and protection of our valuable heritage. In addition, there is a suite of strategic plans, establishing the goals and direction for the City's future activities. The most important of these is the City's Strategic Community Plan 2019-2029. This Heritage Strategy sits under the Strategic Community Plan and is informed by the statutory framework.

The City's commitment to Cultural Heritage is stated in the City of Rockingham Strategic Community Plan 2019-2029:

Aspiration 3: *Plan for Future Generations*
Strategic Objective: *Responsible Planning and Control of Land Use: Plan and control the use of land to meet the needs of the growing population, with consideration of future generations.*





2.2 Vision

The following vision, which was developed in consultation with all the stakeholders as part of the community engagement process, articulates the aspirations of the City in relation to the future of its heritage management and underpins every action nominated in this Strategy.

To improve awareness and foster a greater appreciation of the City's rich and diverse heritage; and to collaborate with our community and key stakeholders to protect, preserve, enhance and celebrate our heritage for the benefit of the current and future generations.

2.3 Objectives

The objectives of this strategy to deliver the vision have been structured under four themes:

	Understanding – the City will seek to comprehensively identify, assess and document its tangible and intangible heritage in line with the principles and practices of the Burra Charter.
	Protecting – the City will safeguard its heritage for current and future generations by maintaining and reviewing its Heritage Protection Areas and Heritage List and associated policies.
	Sustaining – the City will continue to build partnerships and capability amongst the broad range of stakeholders involved in its heritage in order to share knowledge and expertise; to align efforts and to make the most of available resources.
	Celebrating – the City will celebrate and promote its heritage through a variety of initiatives in order to promote local distinctness and those places / stories / events which help shape the on-going evolution of the City.



3. BACKGROUND

Heritage is what we inherit from previous generations and recognise as something that we want to pass on to future generations, this can be manifested in tangible or intangible forms.

3.1 What is Heritage?

Tangible heritage is often associated with the built environment. Examples can include cultural landscape, the natural environment, buildings, artefacts, and records.

Intangible heritage includes language, traditional skills, stories, songs, oral history and knowledge.

Because of heritage not necessarily being a building, we use the term heritage place. Likewise, tangible heritage artefacts can also be referred to as an item or object.

Who is responsible for managing heritage?

The responsibility for managing heritage places comes from the collaboration of various stakeholders.

The degree and combination of those responsible for each place is subject to its form (tangible/intangible) the level of significance, the owner of the place and the statutory protection attributed to it i.e. Local Heritage List, State Register of Heritage Places, Register of Aboriginal Sites, National Heritage List.

If a place is of local significance, both the owner and the City have a role of stewarding the heritage place into the future, by understanding the heritage significance of the place and managing change in a manner that retains and, if possible, enhances that significance.

What are the benefits of heritage?

There are many and varied benefits to conserving and understanding heritage. The following selection identifies those key benefits.



Socially:

Heritage is the embodiment of social values from the present that we have inherited and accepted as being important to our identity. It can serve as a resource for education and a means to strengthen community enfranchisement or connection to where we live.

Access to places of heritage significance assists with understanding, appreciating and celebrating the history of a place. Heritage places can also assist with social inclusion and a wider interpretation of community values.



Sustainability:

Ongoing use and management of heritage places promotes both cultural and environmental sustainability. The use of existing buildings, for example, retains the embodied energy used to construct that building and negates the need to use resources to build something new. The ongoing use and access to a heritage place fosters connection to our built and natural environment and as such it has cultural and economic benefits.³



Economically:

Heritage places and areas that have been well conserved are generally considered attractive places to live, work and visit which leads to increased commercial value and tourism. Heritage listed properties and location within a heritage area have been shown to have a positive effect on property value.



Historically:

Heritage places are a living record, in the tangible or intangible form, of the events in history that have taken place. Learning about the history of a place assists with a shared understanding and recognising commonalities that bring our community together.



Aesthetically:

Heritage places provide important local icons that the community identify with an area. The unique features and aesthetic value offered by heritage buildings is appreciated by residents and contributes to the character of the place.



Spiritually:

Heritage places are often used for commemoration and for reflection; raising awareness of past events and connecting to the stories of our country. This can shape our attitudes to respect, learn from the past and create a better future.

³ State of NSW and Department of Environment, Climate Change and Water (2010) "Cultural Connections".



Scientifically:

The conservation of heritage places encourages further research about the traditional methods and materials used as part of a building or structure, as well as understanding how we once lived by using archaeological investigations.

The Virtuous Circle of heritage

From understanding the significance of our local heritage, we begin to appreciate its cultural value more and take greater interest in its continued presence. From this comes a thirst to further understand and appreciate it more. This is referred to as the virtuous cycle and is illustrated below.⁴

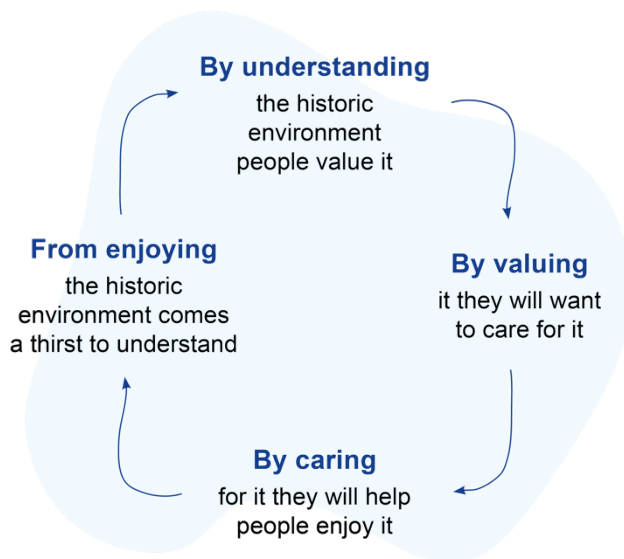


Figure 1. Sketch of Stirling's Camp at Sulphur Bay, 1830. Courtesy Amalfi Publishing. Cites original from Battye Library.

3.2 Brief History of Rockingham

The brief history of Rockingham is predominantly based on the Thematic History conducted by the City of Rockingham in the 2017 review of the City's Municipal Heritage Inventory.

This section of the document is organised by periods identified as turning points in its history that contribute to the City's distinctive character. Other sources such as Department for Planning and Infrastructure,⁵ Conservation Management Plans⁶ for specific heritage items within the City of Rockingham, and other studies conducted that relate to the history and character of Rockingham, have been used to understand the heritage value of the City.

Aboriginal Histories (Pre and Post European History Period)

The Aboriginal peoples of the south-west of Western Australia are collectively known as the Nyoongar (also spelt Noongar, Njonga, Nyungar, Nyunga, Yunga, Nyungah) peoples.⁷

The histories of Aboriginal peoples in connection to what is now known as the City of Rockingham today relates to mainly the social organisation, land relationships, events and experiences in the area, as the current boundaries of the City do not reflect the Aboriginal cultural groupings prior to the Contact and Settlement period.⁸

The history of the Aboriginal peoples who occupied the Swan River are presented here from the historical records generated by the early European Settlers; for the records created by the Aboriginal people have not survived.⁹

The Perth Gazette (1838)¹⁰ includes a rough plan of the various Aboriginal groups occupying land along the Swan River. This map was drawn by the early settler Robert Menli Lyon, with the help of Yagan (then a prisoner on Carnac Island).¹¹

Figure 2 depicts a re-drawn map by Neville Green (1979) from Lyon's original, published by AIATSIS Research Publications (2001).¹²

⁴ Adapted from 'Virtuous Circle' prepared by Simon Thurley – English Heritage, 2008

⁵ Department for Planning and Infrastructure. (2008) "The Changing Cockburn Coast – Draft

⁶ <http://rockingham.wa.gov.au/Services/Town-planning-services/Heritage#CMP>

⁷ Nyoongar means 'a person of the south-west of Western Australia', or the name of the 'original inhabitants of the south-west of Western Australia'. Rockingham sits within this region. There are several ways of pronouncing Nyoongar and this is reflected in multiple spellings being used. The approved City spelling is Nyoongar.

⁸ City of Rockingham. (2018) "Municipal Heritage Inventory Review." p.19.

⁹ Ibid

¹⁰ Perth Gazette. (1838) p.91.

¹¹ City of Rockingham. (2018) "Municipal Heritage Inventory Review." p.19.

¹² Neville Green. (2001) "Chapter 8. Survival against all odds: The Indigenous population of metropolitan Perth, 1829-2001." p.135.

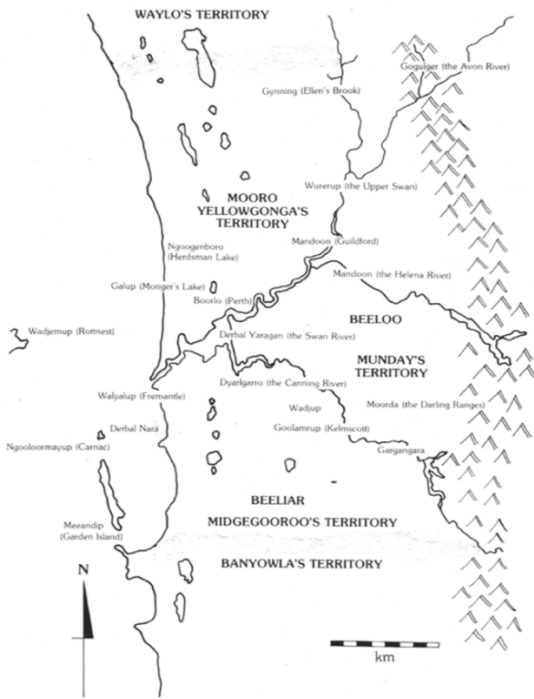


Figure 2. Place, names and territories recorded by Robert Lyon in 1832 (Green 1979:174; map by Neville Green).

In 2006, the anthropologist Kingsley Palmer stated during his expert testimony to the Perth Federal Court on the Single Nyoongar Native Title claim, that:

“...members of Yellowgonga’s group represented several different territorial areas. Yellowgonga himself is recorded as regarding the area north of the Swan River as his own. One of his wives was Yangan, and Yangan’s brother had the country round Lake Monger. Nignana and his brothers belonged to the area round Rockingham and probably south to the River Murray.”

The full testimony given by Palmer provides some insight into the nature of the connection of various Nyoongar groups prior to contact and settlement. The above passage intends to provide names of Aboriginal peoples whose names have been recorded as being from the area of what is currently identified as Rockingham.

‘The Changing Cockburn Coast – Draft’ (2008) document; Appendices – Indigenous Heritage, consists of an Ethno- historical Profile of the Cockburn Coastal Area, exploring the theme of Place, Antiquity, and People, which identifies the Rockingham, Kwinana Beach, Garden and Carnac Island as areas of significance and of concern for the conservation of the coastal limestone, shoreline, the dunal system, and shallow waters.¹³

Evidences such as Fossiliferous Chert artefacts that have been recorded in the Pinjarra area by Australian Interaction Consultants (AIC) archaeologists surveying the islands offshore from Rockingham, suggest Aboriginal occupation on Rockingham’s coast.

“The many exhaustive surveys by Charlie Dortch on the islands near Fremantle revealed only a few artefacts of fossiliferous chert, mostly on adjacent Garden Island. All these finds must precede the islands’ formation”¹⁴

Other evidences gathered from present-day Kwinana and Rockingham suggest it as having been and still remembered as, lying on a major north-south travelling route referred to by Hammond as one of several ‘pads’ and by Mulvaney as ‘trackways’.

Seasonal travels in search of food resources along waterways and the coast were essential to the survival of the Nyoongar people. Lakes and wetlands are likely to have had particular ethnographic significance for Aboriginal people as sources of abundant food throughout the year, as well as places of ceremony and trade.¹⁵

From the beginning, the Swan River and other watercourses were of vital importance to the new settlers and Indigenous people alike. As communication routes for the new settlers and the Indigenous people for whom it exerted strong spiritual significance as well, which hold value today.¹⁶

“Not only in a general sense, by utilising the same tracts of country, but in a very specific sense, by using the same network of nodes (at water sources) linked by tracks, the European pattern of land use was based on (and modified) the Aboriginal pattern... The tracks ran from Perth to North Fremantle, across the river, on to Bibra Lake, Rockingham, Mandurah, and alongside the Murray to Pinjarra; another two crossed the river near the Causeway, to Canning, Bibra Lake south; they led through Kelmscott to Pinjarra ford and on to Bunbury, Busselton, and the extreme South-west.”¹⁷

There was an informal boundary between the Whadjuk and Binjareb people's territories which was partly located within the City of Rockingham. The lakes systems and surrounding land sustained the various tribes, as well as the more permanent tribes, such as the Mangles Bay tribe.

¹³ Department for Planning and Infrastructure. (2008) “The Changing Cockburn Coast – Draft.” p.30.

¹⁴ John Mulvaney & Johan Kamminga (1999) “Prehistory of Australia.” p.338.

¹⁵ City of Rockingham. (2018) “Municipal Heritage Inventory Review.” p.21.

¹⁶ Department for Planning and Infrastructure. (2008) “The Changing Cockburn Coast – Draft. P.34

¹⁷ Sylvia Hallam. (1975) “Fire and Hearth: A Study of Aboriginal Usage and European Usurpation in South-Western Australia.” p.67.

Soon after European Settlement, the Nyoongar people suffered from a lack of access to food resources. Their relationships with the land were all but destroyed through the expansion of the Colony. It resulted in numerous deaths due to many conflicts occurring, and also being introduced to diseases, to which they had no natural immunity.¹⁸

In 2018 the Department of Planning, Lands and Heritage on its online database; known as the Aboriginal Heritage Inquiry System (AHIS) included a total of ten Registered Sites in the City of Rockingham, all of which are listed in the City of Rockingham's Municipal Heritage Inventory (MHI) 2018. These sites include:

- Rotary Park, Rockingham
- Golden Bay Camp
- Wally's Camp
- Serpentine River
- Gas pipeline 82
- Lake Richmond, Rockingham (also State heritage listed)
- Mooribirdup Ceremonial Grounds
- Sister Kate's Children's Home Summer Camp
- RIZ 12-01
- Pagononi Swamp (Berong)

In addition to the ten "Registered Sites" there are a further 37 "Other Heritage Places" listed on the online database which are not included in the MHI. These sites can include such places as lakes, swamps, burial sites, birthing places and scar trees.

Early Dutch History (1619)

In a letter dated October 7, 1619 to Prince Maurice¹⁹, Dutch explorer Frederick De Houtman identified the sighting of the new land (Australia) at Latitude 32° 20'S, which is in the vicinity of Warnbro Sound:

"Now as regards my subsequent progress I would inform Your Excellency that on the 8th of June we set sail from the Tafelbay with a fair wind with the ships Dordrecht and Amsterdam, add that on the 19th of July following we suddenly came upon the Southland of Beach in 32 degrees 20 minutes. We spent a few days there in order to get some knowledge of the same, but the inconvenience of being unable to make a landing, together with the heavy gales, prevented us from effecting our purpose, upon which shaping our course for Java..."

Early Colonial History (1829-1849)

In 1829, Thomas Peel first settled Peel Town in Cockburn Sound, just north of the area of what is now known as Rockingham. In 1830, during a severe gale, the ship *Rockingham* was wrecked on the coast just north of the current townsite but it was not until the 1850s that families began to take up land in East Rockingham for farming.

- The Baudin Expedition commenced in 1800 by European explorers.²⁰
- Captain James Stirling's revisit in 1827 led to naming the Ile Bauche as the Garden Island due to its apparent fertility.
- Two years later, Captain Charles Fremantle prepared the place for the arrival of the settlers.
- Thomas Peel Settlement of Cockburn Sound district in 1829.
- Under Peel's direction, twelve families from the *Rockingham* attempted to establish settlements south of Clarence in 1830. This involved travelling through the future Rockingham area.²¹
- Peel's Settlers stayed in groups based on the ships that they arrived in, and referred to themselves as "Gilmore Town, Hooghly Town and Rockingham Town."
- Peel's various family groups established settlements across his landholdings. Some of these settlers addressed a petition from 'Rockingham Town' (the first occurrence of this name in print other than to refer to the ship) to James Stirling, complaining of neglect at the hand of Peel.²²
- Peel eventually moved south to Mandurah, taking with him the remnants of his 'community'. Even this experiment more or less failed, ending his time as an influential colonist.²³



Figure 3. Plan of Rockingham Townsite, 1873. Courtesy SROWA, item 372 Rockingham Townsite Cons 3868. (Source: City of Rockingham Municipal Heritage Inventory 2018 p. 29).

¹⁸ City of Rockingham. (2018) "Municipal Heritage Inventory Review." p.22.

¹⁹ The Project Gutenberg EBook of the Part Borne by the Dutch in the Discovery of Australia 1606-1765, by J. E. Heeres - *Alaurice* [sic] corrected to *Maurice* 13 November 2020

²⁰ Western Australian Museum: Diana S. Jones. (2017) "The Baudin Expedition in Australian waters (1801-1803): The faunal legacy.

²¹ "Rockingham Looks Back" (Taggart: 32-33, 36)

²² "Rockingham Looks Back" (Taggart: 32)

²³ "Murray and Mandurah: A sequel history of the Old Murray District of Western Australia" (Richards 1993: 6)

In 1846 after a survey of the Rockingham townsite, gradual developments such as the railway, port and sawmill were established over two decades.²⁴

Identified places of significance for these areas include:

- Cliff Point Historic Site, Garden Island
- Rockingham Cairn, Rockingham

Late Colonial Period (1850 – 1885)

- From 1850, convicts arrived in Western Australia, allowing for cheaper labour and altering the economic base of the colony.
- Rockingham became a working timber Port and the town displayed all the characteristics of this.
- Late 1850s, the first settlers established properties at East Rockingham, on the land behind the planned townsite on Mangles Bay.
- A number of small-scale farmers were attracted to the area, since they were able to afford the smaller parcels of land available in places like the Rockingham district.
- Peelhurst (ruins), Golden Bay
- Due to the construction of the railway in the 1870s, it became easier and cheaper to supply timber within the metropolitan area. Rockingham was the superior port for the loading of export timber.
- Rockingham Jetties
- Further ships were wrecked along the coast, including the *Amur* (1887), the *Contest* (1874) and the *Chalmers* (1874).²⁵

Significant places identified within this period include:

- Bell Cottage (ruin) 1868
- Chesterfield Inn (fmr) (c.1855)
- Day Cottage (1882-85)
- East Rockingham Cemetery (established 1866, with first internment in 1867)
- Limestone Quarry (c.1850)



Figure 4. Bell Family and Homestead, 1895-1905. Courtesy Rockingham and Districts Historical Society.

The Gold Boom Period (1886-1914)

- In the 1890s, the economy of Western Australia was booming due to the discovery of the Coolgardie and Kalgoorlie goldfields.
- In 1895, the Rockingham Beach School was established on the corner of Kent Street and Patterson Road and in 1896 the first Police Station was built in Kent Street.²⁶
- In 1902-03, several timber companies merged in response to changing economic conditions.
- The inner harbour of the Port of Fremantle opened in 1898. In 1903, the Fremantle authorities refused to maintain the dredging necessary to keep the Parmelia Passage navigable. Consequently, Rockingham port closed in 1908.

Representative and significant places identified for the gold boom are:

- Rockingham Hotel (1886)
- Hymus House and Outbuildings (1895-1905)
- Road Board Office (site) (1905)



Figure 5. Timber loading at Rockingham Jetty (Source: Royal Western Australian Historical Society Collections).

The Inter War Years (1915 – 1949)

- The war having a devastating impact, women and children were making up the labour shortfall.
- Productive employment was needed for the servicemen. Widespread unemployment led to programs to be developed in most of Europe, encouraging people especially from the British Isles to migrate to Australia.
- From this new influx of migrants, more than 3000 blocks of uncleared land averaging 45 hectares were surveyed for Group Settlements in the areas of Denmark, Northcliffe, Pemberton, Manjimup, Hester, Capel-Augusta and the Peel Estate.
- On the Peel Estate, 61,000 acres were purchased at a cost of eight shillings to one pound an acre.

²⁴ Department of Planning and Infrastructure (2008) "The Changing Cockburn Coast - Draft" p.32.

²⁵ Sails, Steam and Storms - Publication 21 - Western Australia Museum

²⁶ City of Rockingham. (2018) "Municipal Heritage Inventory Review." p.36.

- The economics of the Group Settlement scheme were complex, and despite their best efforts many of these farmers were unable to overcome the problems resulting from start-up costs and increasing debt, often imposed by government action. Faced with only growing losses, a large number were forced to abandon their holdings. The lack of suitable farming land had a significant impact on only being able to support a few small groups of pioneer families near wetlands where the soils were more productive to establishing small farms, along what was a track from Peel to Fremantle and is now Mandurah Road.
- The 1920's also saw an increase in infrastructure and transport within Rockingham with local inhabitants making regular trips to and from the City.
- During World War I, East Rockingham saw troops of the 10th Light Horse train with their horses, stabling at the former Chesterfield Inn. The camp was on government land between Point Peron and Lake Richmond.
- World War II saw Point Peron utilised as part of the coastal defence of Australia. Cockburn Sound was protected by a string of heavy coastal artillery batteries with 155mm guns at Garden Island, Rottnest Island and the mainland. These batteries known as Fremantle Fortress, were dedicated to defending the Port of Fremantle.

A list of significant places relevant to this period include:

- Z-Force Memorial
- Garden Island Batteries
- Point Peron, 'K' Battery
- Abattoir and Stables
- Rockingham Hotel
- Group Settler's Home
- Seaforth Island and Penguin Island well and caves



Figure 7. Rockingham Hotel 1937 (Source: Royal Western Australian Historical Society Collections)



Figure 6. Field artillery, 1926? Military manoeuvres, Rockingham, Orloff, Izzy 1891-1983 State Library of Western Australia

The Post-War Modern Period (1950 – 2017)

The Post War/Modern period in Rockingham witnessed the greatest level of growth with the population expanding exponentially. In time this period will surely be one of the most significant in the City's history. For the time being the following milestones are considered to mark that period:

- Preservation of parks and natural spaces became an important concern for the Rockingham district, especially since the 1950s. It was during this period that a number of recreational camps were established by various social groups.
- In 1956, the Commonwealth leased most of the land at Cape Peron to the State Government, with the latter purchasing this land in 1964.
- Construction of the Garden Island Causeway began in the beginning of 1971 and was completed in June 1973.
- The base was originally programmed for completion in December 1975, however, a change of Government resulted in the postponement of completion by three years.

Places of significance related to this period include:

- Point Kennedy Scientific Park
- Kwinana Grain Terminal, Granary Museum and Jetty
- Aloha and Oahu Shoalwater
- Rockingham Park including relocated War Memorial
- Point Peron Recreation Camp
- Waikiki Hotel (site)
- Rockingham Park Underpass
- Rockingham Park Kindergarten



Figure 8. Waikiki Hotel, 1965 (now an historic site). Courtesy SLWA online image b4772683.

3.3 Strategic Context

City of Rockingham Strategic Community Plan 2019-2029

The City's Strategic Community Plan 2019-2029 (SCP) sets the vision and aspirations for the City over the next ten years. The City has developed various Community Plan Strategies to assist in realising these aspirations, including the Heritage Strategy. Within the SCP, the community has identified four aspirations and a number of objectives to meet those aspirations. While the SCP only makes passing reference to heritage specifically, it is identified under the community's aspiration for 'Planning for Future Generations' as part of the management of cultural heritage. The following demonstrates, however, that heritage can form part of each of the community's aspirations.

Community Aspirations for 2019-2029	How heritage can contribute
Actively pursue tourism and economic development	Promoting the cultural value of the City's unique heritage has potential to be a key driver for tourism. As an example, this is already apparent in promotion of natural and cultural heritage on Penguin Island and reflection of the historical timber industry and Aboriginal culture in the redevelopment of the Rockingham Foreshore.
Grow and nurture community connectedness and wellbeing	Heritage creates a sense of place in the community and by engaging with our cultural heritage it builds capacity and wellbeing. This Heritage Strategy was prepared in order to achieve this community aspiration.
Planning for future generations	Conservation, retention or re-use of heritage buildings and cultural landscapes is inherently sustainable. Existing buildings have an embodied energy that avoids the need for rebuilding and cultural landscapes contribute to the City's sustainable management of the City's bushland and reserves.
Deliver quality leadership and business expertise	Management of the City's heritage should be informed by the community and led by the City. Primarily, the City has a statutory responsibility to protect and steward heritage places into the future. It also has a role as owners and manager of many heritage places on behalf of the community. Effective management of heritage continues to engender a sense of place.

City of Rockingham Cultural Development and the Arts Strategy 2018-2022

The Cultural Development and the Arts (CDATA) Strategy 2018-2022 provides the actions to deliver high quality arts, culture, heritage events, and programs to the City's community. This strategy primarily relates to the broader management of cultural heritage with particular emphasis on Aboriginal arts and culture. The vision for this strategy is to create:

“A culturally and artistically aware community, actively pursuing a wide range of cultural, artistic and heritage activities within a vibrant, attractive, multicultural City.” (City of Rockingham, 2019)

This Heritage Strategy is complementary to the City's overall vision for culture and the arts and there will be some inevitable overlaps between the two in terms of audience and deliverable actions.

Other Relevant Strategic Documents

Effective management of the City's heritage is reliant on the successful integration of a suite of documents that address the management of cultural heritage. Because of the inevitable overlaps that effective heritage management has with the natural and built environments, community empowerment, planning and placemaking; the following documents were given particular consideration during the development of this Heritage Strategy and should be referred to during implementation as required:

- Reconciliation Action Plan 2014-2017, City of Rockingham
- Library and Information Services Strategy 2017-2021, City of Rockingham
- Rockingham Foreshore Management Plan 2016, City of Rockingham
- Infrastructure Asset Management Plan 2019
- Local Planning Strategy, City of Rockingham (in progress)
- Natural Area Conservation Strategy, City of Rockingham (2017)
- State Planning Policy 3.5, Historic Heritage Conservation, Department of Planning (2012)
- Planning Policy 3.3.21 Heritage Conservation and Development, City of Rockingham

3.4 Statutory Context

The management of heritage conservation is also guided by a broader statutory framework, as set out in the *Planning and Development Act 2005*, the *Heritage of Western Australia Act 1990* and the *Aboriginal Heritage Act 1972*. These frameworks are explored below.

It is important to note that this Heritage Strategy does not affect or replace relevant statutory requirements; rather it seeks to ensure that obligations arising from the statutory framework are proactively addressed.

The Heritage Act (2018)

On 12 September 2018, Parliament passed the *Heritage Bill 2017*, effectively giving Western Australia a new *Heritage Act*. This will replace the *Heritage of Western Australia Act 1990*.

The *Heritage Act* provides for, and encourages, the conservation of places which have significance to the cultural heritage in the State; and establishes the Heritage Council of Western Australia. Whilst there are many functions of the *Heritage Act* there are two key aspects which provide for the recognition of places of cultural heritage value; the State Register of Heritage Places and the Local Heritage Survey.

State Register of Heritage Places

The *Heritage Act* requires the Heritage Council, the State Government's advisory body on historic heritage matters, to maintain the State Register of Heritage Places.

Planning, building, demolition and other applications affecting a place on the State Register are referred by the relevant decision-making authority (usually a Local Government) to the Heritage Council for advice.

Local Heritage Survey

Under the *Heritage Act (1990)* Local Governments are required to prepare and review every four years a Local Heritage Survey, formerly known as a Local Government Inventory or Municipal Heritage Inventory. A Local Heritage Survey is essentially a list of heritage places in the local government area that are, or may become, of cultural significance. The Local Heritage Survey does not have any effect on the use and development of land and buildings, unless it has been adopted under a Local Planning Scheme.

The City's Local Heritage Survey still uses the name Municipal Heritage Inventory and was comprehensively updated in 2018. The City has 95 places on its Municipal Heritage Inventory categorised from A to E depending on the places' level of significance to the community. The categories are shown on the following table.

Mgmt. Content	Level of Significance	Description	Desired Outcome
A	Exceptional Significance	Essential to the heritage of the locality. Rare or outstanding example. Recommended for inclusion on the State Register of Heritage Places.	The place should be retained and conserved. Any alterations or extensions should reinforce the significance of the place, and be in accordance with a Conservation Plan (if one exists for the place).
B	Considerable Significance	Very important to the heritage of the locality. High degree of integrity / authenticity.	Conservation of the place is highly desirable. Any alterations or extensions should reinforce the significance of the place.
C	Some / Moderate Significance	Contributes to the heritage of the locality. Has some altered or modified elements, not necessarily detracting from the overall significance of the item.	Conservation of the place is desirable. Any alterations or extensions should reinforce the significance of the place, and original fabric should be retained whenever feasible.
D	Little Significance	Significant but not essential to the understanding to the district.	Photographically record prior to major development or demolition. Recognise and interpret the site if possible.
E	Historic Site	Historic site. Recognise - for example, with a plaque, place name, or acknowledge in new urban or architectural design.	Recognise and interpret the site if possible.

Planning and Development Act 2005

The *Planning and Development Act 2005 (Planning Act 2005)* sets out that a Local Government may prepare a Local Planning Scheme (LPS) with reference to land in its district. A LPS is the central instrument for planning at the local government level, setting out the planning proposals and intentions for a municipality and establishing the system for planning and services provisions.

Part 3 of Schedule 2 (deemed provisions for local planning schemes) of the Planning and Development (*Local Planning Schemes*) Regulations 2015 requires a local government to establish and maintain a Heritage List to identify places within the Scheme area that are of cultural heritage significance and worthy of built heritage conservation. It also includes an option to designate a Heritage Area within its Local Planning Scheme.

Aboriginal Heritage Act, 1972

The *Aboriginal Heritage Act, 1972* is undergoing a review and is anticipated to be completed in 2020.

The *Aboriginal Heritage Act 1972* affords statutory protection to all Aboriginal heritage sites in Western Australia, whether they are registered with the Department of Planning, Lands and Heritage or not. Consent is required from the Minister for Aboriginal Affairs for any activity which will negatively impact Aboriginal heritage sites.

The City currently has 10 Registered Aboriginal Sites (including Lake Richmond and the Serpentine River) and 37 Other Heritage Sites.

The City can include places of Aboriginal significance on its Municipal Heritage Inventory and has places located within Point Peron and Lake Richmond which have both Historic heritage and Aboriginal heritage significance.

3.5 Heritage List

The Heritage List is a list of places compiled under the City's Town Planning Scheme No.2 (TPS2) and those places therefore have statutory protection under the provisions of TPS2.

A Heritage List generally comprises of individual buildings, structures or other places in the environment that have cultural heritage significance in terms of aesthetic, historic, research or social value. Places on the Heritage List require Development Approval for demolition, alterations or other development affecting the cultural heritage values that make it significant.

Heritage Lists must be compiled with regard to the Municipal Heritage Inventory/Local Heritage Survey, but do not necessarily include all places in the Municipal Heritage Inventory. The City includes all places on the Municipal Heritage Inventory with a Management Category of 'A-D' or higher on the list, but excludes historic sites (where the structure is gone) and places outside of the jurisdiction of the City's Town Planning Scheme (such as Garden Island and Penguin Island).

The City has 63 places on its Heritage List. Twenty-two of these heritage listed places are owned or managed by the City.

Heritage Areas

Heritage Areas typically exist on a much larger scale than individual places, containing a large number of built elements and property holdings.

The City has no Heritage Areas. There was previously one proposed for the East Rockingham heritage precinct which includes the majority of the City's State Registered Heritage Places. An assessment of this area was prepared with an accompanying policy in 2007 but this was not adopted by Council and the Policy remains in draft.

Entry on either the Heritage List or Heritage Area, would provide statutory protection, ensuring that building or works affecting the place would have minimal impact on the cultural heritage values of the place or heritage area. Development applications are generally required for works affecting a heritage place.

3.6 Conservation Management Plans

A Conservation Management Plan (CMP) is the principle guiding document for the conservation and management of a heritage place. While it is not a statutory document, it is referred to as part of the decision-making process in the management of change. The main objective of a CMP is to ensure that decisions are made with regard to the cultural heritage significance of a heritage place. A CMP describes the heritage significance of the place and provides clear policies for the sustainable future of the place. The City has eight CMPs available on its website for heritage places that are within the District:

- The Old Abattoir Conservation Plan 1999 (and 2009 update)
- Peelhurst Ruin Conservation Plan
- Baldivis Primary School Conservation Plan
- Point Peron Battery K Conservation Plan
- Chesterfield House Conservation Plan
- Ellendale (Day Cottage) Conservation Plan
- Hymus House Conservation Plan
- Thorpe, Thomas and Bell Cottages Conservation Plan²⁷

²⁷ The Thorpe, Thomas and Bell Cottages Conservation Plan was prepared by the National Trust and covers one property within the City of Rockingham (Bell

cottage) and two properties within the Town of Kwinana (Thorpe and Thomas cottages).

4. SWOT

In order to set out the strategic direction and action plan, the Heritage Strategy must firstly identify the strengths and weaknesses, opportunities and threats of the City's current heritage management framework. This analysis has been based on a desk top investigation of the City's existing statutory and strategic framework as previously introduced, in conjunction with the comprehensive community and stakeholder engagement exercise.

4.1 Strengths

- The City has a rich Aboriginal and European history which together combine to create valuable tangible and intangible heritage we can pass on to future generations.
- The City has an up to date Municipal Heritage Inventory (MHI), in accordance with the Heritage Council of Western Australia's guidelines. This forms the basis of community appreciation of built heritage.
- The City's statutory Heritage List protects the majority of the places on the MHI.
- The City has recently undertaken its Reconciliation Action Plan (RAP) which places its Aboriginal community centrally in managing the local intangible heritage and passing down of stories for future generations of residents and visitors.
- The City has an effective Heritage Reference Group which is formed by elected Councillors, City Officers, heritage experts and community champions.
- The City has an Aboriginal Advisory Group which continues to advise on Aboriginal community matters and implementation of the RAP.
- The City's Planning Policy 3.3.21 for Heritage Conservation and Development is comprehensive and explains the heritage development considerations in some detail.
- The Rockingham District Historical Society (RDHS) is an award winning community organisation based in the Rockingham Museum and promotes the City's Historic heritage and history.
- On its website, the City has listed the Conservation Management Plans for those heritage assets included on Crown land.
- The City has recently adopted its Cultural Development and Arts Strategy (2018-2022).
- The RDHS runs an interpretation centre and museum primarily focussed on Historic heritage.

4.2 Weaknesses

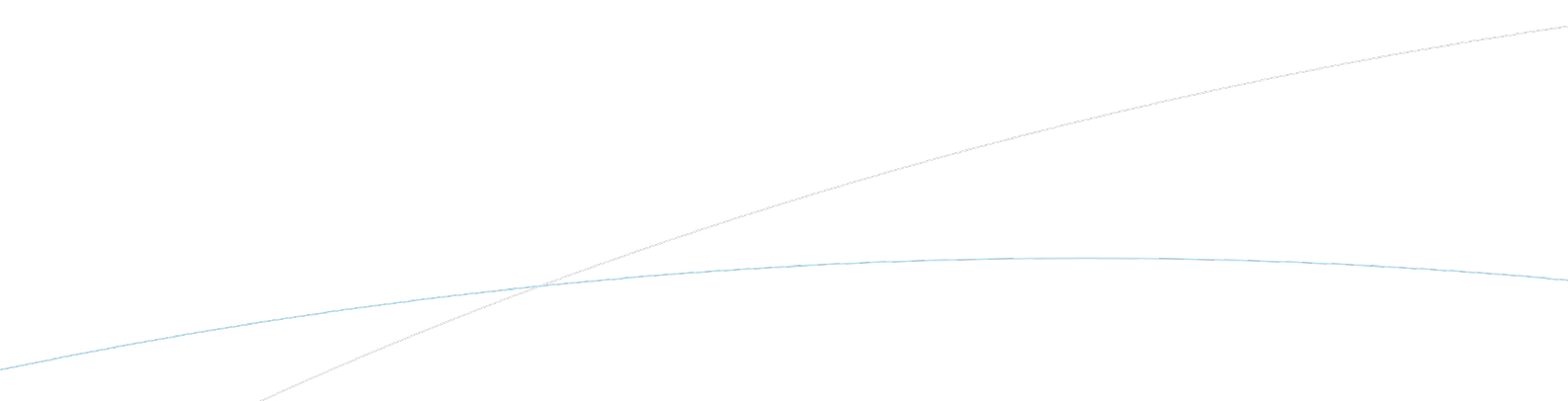
- The City has a good heritage management framework, however, few people know about it or how to engage with it.
- Little financial incentivisation is offered by the City for the conservation of heritage buildings.
- Conservation Management Plans listed on the City's website are largely out of date and require updating. As a general rule CMPs should be reviewed every 8-10 years or following a change in the situation.
- The Rockingham Museum appears to focus on Historic heritage only.
- There is not a dedicated Heritage Officer on the City's staff which some considered could be beneficial.
- A small group of Planning Officers have a good understanding of heritage principles but this is not widely understood among City Officers

4.3 Opportunities

- The City's Strategic Community Plan 2019-2029 provides opportunities for synergy with effective heritage management.
- The City's Community Grants Program has the opportunity to incorporate a specific heritage grant to encourage high quality conservation of privately owned or community managed heritage buildings and places.
- The City could consider introducing other incentives to encourage conservation, maintenance and interpretation of heritage places.
- Improved integration of Aboriginal and Historic heritage as part of the City's overall management of heritage and awareness raising.
- The Rockingham Beach Foreshore Revitalisation offers opportunity for raising awareness and interpreting local heritage through urban design, the installation of art pieces and plaques relating to both European and Aboriginal heritage, reinstatement of artefacts in more visible locations, and improved signage.

- Provide ongoing training to City Planning Officers to give a rounded expertise in heritage management.

4.4 Threats

- The community do not consider Arts and Culture as a 'Key Concern'. It was considered as having low usage and importance during the consultation for the City of Rockingham Strategic Community Plan 2019-2029
 - There are no demolition by neglect policies or provisions attached to the City's Local Planning Scheme which might deter lack of maintenance to places on the MHI.
 - Cultural (and statutory) barriers between European and Aboriginal heritage persist.
 - A perceived lack of interest by young people in cultural heritage predicated by an increased use in personal technology (phones and iPad etc) at home.
 - The loss of intangible heritage (e.g. oral histories, knowledge of traditional skills) not being passed down from the older generation.
 - Limited financial resources to spread among many competing cultural projects.
 - There is not a dedicated staff member on the City staff and therefore risk of heritage issues passing unnoticed.
 - Lack of understanding and heritage awareness by staff and general public.
- 



5. THE WAY FORWARD

In order to achieve the vision, and enhance the delivery of heritage management, an Action Plan has been developed under the four main themes against which the engagement responses have been grouped.

The four main themes are as follows:

	Understand – identifying, assessing and documenting the City's heritage.
	Protect – securing statutory protection for significant places, developing policy / guidelines to assist decision making and appropriate management of the City's heritage.
	Sustain – incentives, education/ training, adequate resourcing and coordination/alignment of efforts.
	Celebrate – measures to raise awareness and appreciation of the City's diverse heritage.

The following table also identifies those actions that are already being implemented (ongoing) and newly recommended actions (new).

Some of the identified actions can be addressed by changes to administration procedures, whilst others will require funding and resourcing.

The following table identifies those Actions and Tasks that need to be undertaken to achieve the Strategic Objectives of the Strategy.

The Action Plan (Section 8) outlines which Business Unit will be responsible for implementing each action (in many cases more than one Business Unit will be responsible).

Note: Acronyms used throughout the table include:

- MHI** - Municipal Heritage Inventory
- DPLH** - Department of Planning Lands and Heritage
- AAG** - Aboriginal Advisory Group
- HRG** - Heritage Reference Group
- RDHS** - Rockingham District Historical Society
- STMC** - Strategy, Tourism, Marketing and Communications



Understanding

OBJECTIVE: to identify, gain detailed understanding and maintain a record of the places, stories and objects that represent the unique and diverse history of the district.

Action	Tasks	New/ Ongoing
1. Ensure the City's Heritage List is representative of the diverse range of places found within the City's boundaries	U1.1 Undertake a process to identify, assess and protect individual places that are of heritage value in their own right.	Ongoing
2. Finalise the 2018 MHI to conform with new Heritage Act, 2018	U2.1 Rename the MHI to the Local Heritage Survey to reflect the <i>Heritage Act, 2018</i> .	Ongoing
	U2.2 Update the Department of Planning, Lands and Heritage's InHerit database to reflect the new MHI.	Ongoing
3. Ensure the community is aware of its heritage places and associated significance	U3.1 Maintain a layer on the City's IntraMaps for places on the Heritage List in addition placing the MHI places into their management categories.	Ongoing
	U3.2 Investigate a 'Heritage Information Pack' to be made available to owners of places on the Heritage List.	New
4. Comprehensively document all places of Aboriginal significance	U4.1 With input from the AAG, ensure that all sites of Aboriginal significance are recorded on the MHI and, if recommended, protected on the Heritage List.	New
5. Ongoing research	U5.1 The history and heritage of the City should continually be researched and updated where new evidence or stories emerge.	Ongoing
	U5.2 Undertake a study which researches Aboriginal Cultural Heritage within the City of Rockingham	New



Protecting

OBJECTIVE: to embed heritage management in the strategic and statutory planning framework for the City thereby ensuring the conservation and sensitive development of the district's heritage places is undertaken in a fair and consistent manner.

Action	Tasks	New/ Ongoing
1. Apply good heritage management practices to City owned or managed assets	P1.1 Prepare a list that identifies heritage places in the City's ownership and control to identify the status and significance of heritage places.	Ongoing
	P1.2 Regularly update the asset register and maintain an accurate record of the heritage places and their condition.	Ongoing
	P1.3 Ensure Asset Management Plans include a provision for the maintenance and capital works pertaining to heritage listed assets.	Ongoing
	P1.4 Prepare a Conservation Management Strategy (CMS) or Conservation Management Plans (CMP) for all the City's own Heritage Assets, which sets out the significance of a place and strategies to guide and manage change.	Ongoing
2. Ensure appropriate Guidelines and Policies are in place to manage change	P2.1 Undertake a review of the City's Heritage Conservation and Development Policy to understand how it can be more accessible and usable for the City's planners and community stakeholders.	New
	P2.2 Establish the East Rockingham Precinct as a 'heritage precinct' for the benefit of long-term interpretation and targeted conservation of the places in that area.	Ongoing
	P2.3 Ensure that non-compliance relating to heritage development are investigated and if necessary, enforcement action taken under the powers of the relevant act(s).	New
	P2.4 Update Conservation Management Plan's for City owned heritage places every 10 years or when a period of significant change may occur.	Ongoing
3. Identify and discourage instances of demolition by neglect	P3.1 Address demolition by neglect, by: <ul style="list-style-type: none"> Providing information and heritage advice to owners on the importance and value of heritage places; and the incentives available. Issuing Heritage Conservation Notices where considered appropriate. 	New
4. Create a Local History Library	P4.1 Within the City's Central library create a section exclusively for researching local history and protecting primary and secondary historical resources.	New



Sustaining

OBJECTIVE: to facilitate management of the City's heritage through collaboration and co-operation amongst all stakeholders. This will be achieved by building knowledge, sharing experience and expertise among community stakeholders and City Officers.

Action	Tasks	New/ Ongoing
1. Develop strong ties between the City's Library Services and RDHS	S1.1 Examine the current collections and identify strong areas as well as gaps in order to identify and communicate priorities for targeted research/outreach.	Ongoing
	S1.2 Maintain the program for collecting oral history by identifying priorities and explore innovative ways to use the content. With particular focus on the Nyoongar oral histories.	Ongoing
	S1.3 Archival Records for buildings to be demolished are to be catalogued in a Local History Collection.	New
	S1.4 Encourage the community to contribute to the Local History Library and Museum. For example: <ul style="list-style-type: none"> • Hold open days where people can donate items for the collection. • Hold 'how to research the history of your home' workshops. • Run 'can you help' notices in the West Australian and the City's Community Newsletter. • Enable stories and images to be contributed via Rock Port or other online platforms 	New / Ongoing
2. Build capacity in house to deliver sound and consistent heritage advice	S2.1 Investigate opportunities to build in-house capacity to ensure informed and consistent advice is provided to all stakeholders in relation to heritage matters.	New
	S2.2 Ensure staff (Asset management, Library Services, Community Services and Planning Services) regularly attend heritage training/information sharing sessions; this should include the DPLH Seminars.	Ongoing
	S2.3 Provide internal training sessions for Elected Members and staff. This training should focus on the technical aspects of the Heritage List and Heritage Legislation, and the variety of resources the City has to offer. Ideally this should be undertaken as part of any induction process.	New
	S2.4 Incorporate Heritage Officer into a Planning Officer's role description and, if necessary, in time, appoint dedicated Heritage Officer. This person should be based in Planning Services but have a broad remit to deliver projects that celebrate heritage across the City's corporate network.	New
3. Explore and make available funding opportunities for heritage	S3.1 Develop a Grants Register to identify opportunities for the City to obtain funding for heritage conservation of places it has under its management /control and promotional activities. Strategically identify eligible projects and apply for funding.	New
	S3.2 Investigate the cost of Rates Concessions incentives which further encourage conservation of privately owned heritage places.	New
	S3.3 Promote the City's Community Grants Program to help support community groups to deliver meaningful benefits and outcomes for heritage.	New



Sustaining

OBJECTIVE: to facilitate management of the City's heritage through collaboration and co-operation amongst all stakeholders. This will be achieved by building knowledge, sharing experience and expertise among community stakeholders and City Officers.

Action	Tasks	New/ Ongoing
4. Support organisations who promote and celebrate the City's heritage	S4.1 Continue to work with relevant stakeholders including partners, community members and organisations to assist in celebrating and promoting the heritage of the City. As a minimum this should include AAG and HRG.	Ongoing
5. Develop an integrated approach to cultural heritage management	S5.1 Consider establishing a community-based Heritage Advisory Panel that integrates both Aboriginal and European stakeholders.	New
6. Improve the integration of Aboriginal heritage into the general management of the City	S6.1 Take recordings of the important oral histories by respected elders in both English and Nyoongar language for future reference in the library.	Ongoing



Celebrating

Objective: to increase the awareness and appreciation amongst all stakeholders of the district's unique diverse heritage; and to the social, environmental and economic benefits of heritage.

Action	Tasks	New/ Ongoing
1. Foster positive perceptions and awareness of the City's heritage	C1.1 Enhance the heritage information portal on the City's website to make it more visually engaging and to include: <ul style="list-style-type: none"> • Examples of good heritage outcomes/projects • Information to assist property owners conserve their heritage places • Links to the Department of Planning, Lands and Heritage Website • Links to the Local History Collection • Provide an interesting stories' section perhaps informed by RDHS and Aboriginal Advisory Group 	New
	C1.2 Continue to engage with young people and local primary schools by promoting the history and heritage of the City following the establishment of the Local History Section.	Ongoing
2. Provide opportunity to use heritage as a theme for community events	C2.1 Celebrate the City's diverse heritage through events and promotional material as appropriate.	Ongoing
3. Develop a framework to guide and manage interpretation/ promotion of the City's heritage	C3.1 Investigate options to improve the understanding of Rockingham's history for local residents and visitors through the use of informal walking trails and other options, such as a heritage plaque scheme.	Ongoing
4. Where appropriate seek to use locally endemic species for improved biodiversity and support connections to cultural and heritage values within the landscape.	C4.1 Assess planting plans for inclusiveness of locally endemic species, promoting their use to celebrate connections with environmental and traditional land owner heritage.	Ongoing
5. Improve access to private owned Aboriginal sites	C5.1 Investigate options to facilitate the discussion between Aboriginal elders and owners of inaccessible sites to allow improved access and connection to country.	New
6. Celebrate Heritage	C6.1 The City will use National Trust Heritage month as an opportunity to celebrate its culture and heritage.	Ongoing
	C6.2 Consider options for introducing heritage award(s) for local heritage achievements such as: building conservation, heritage events, tourism product, historical research, heritage champion, following implementation of the Heritage Strategy.	New

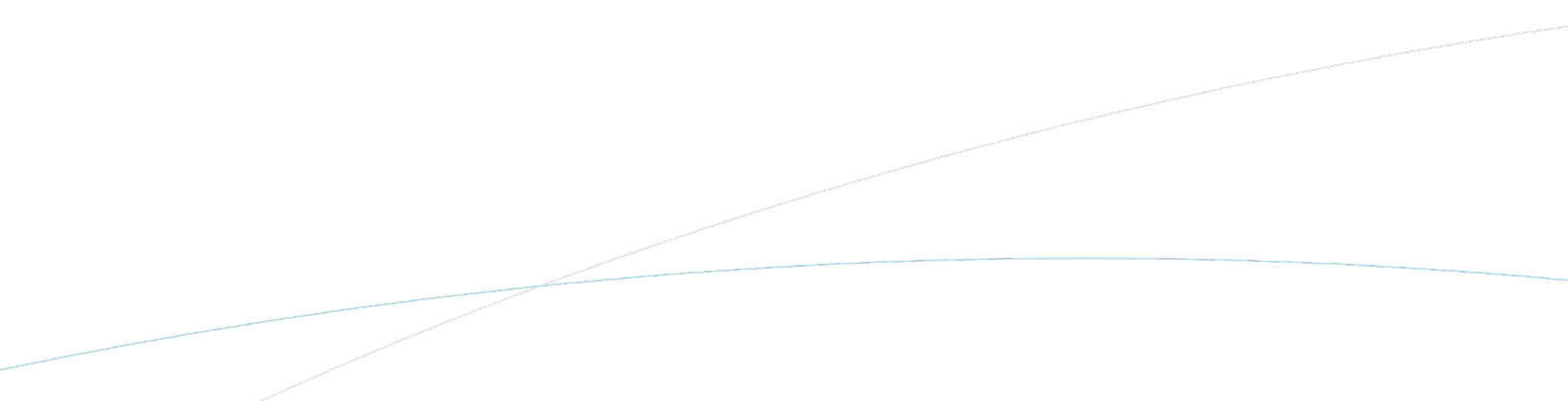
6. MEASURING SUCCESS

The ongoing implementation and effectiveness of the Heritage Strategy needs to be monitored to ensure that the objectives, strategies and actions are being achieved.

6.1 Implementation

The City recognises that heritage management is an enduring responsibility and an iterative process for a variety of internal business units and stakeholder groups. Accordingly this Strategy will be implemented in accordance with the action plan and reviewed annually. A major review will commence in three years or as required.

The implementation of the City of Rockingham's Heritage Strategy requires:

- Adoption of the Heritage Strategy by Council to establish the future direction for all stakeholders on heritage matters.
 - Ongoing consultation with and involvement of the City's Heritage Reference Group and Aboriginal Advisory Group.
 - The nomination of an Officer from each relevant Business Unit to assist in co-ordination and to oversee the implementation of actions identified in the Heritage Strategy.
 - Allocation of resources to effectively undertake policy actions.
 - An implementation matrix with actions, tasks and strategic budgets allocated should be prepared and used as a primary strategic document by the City.
 - The Councillor Bulletin shall be updated to the Council monthly, detailing how actions within the Strategy have been implemented. This Heritage Strategy is applicable from 2020-2025 and should be reviewed at that time.
- 



7. RISK MANAGEMENT

A review of strategy planning and implementation risks has been conducted in line with the City's Risk Management Framework. Project management and customer service operational risks were either at a low or medium level and will be managed by officers as part of the implementation of the strategy.

This chapter has been prepared in line with the City of Rockingham's Risk Management Framework. As Risk Management is dynamic, risks will be assessed and reviewed throughout the lifetime of this Strategy. Only one risk was identified which can be appropriately mitigated by following the actions set out in this strategy.

Risk Description	Risk Impact	Risk Rating	Action Required
Risk of poorly managed heritage places resulting in a loss of cultural heritage significance unique to the City of Rockingham for future generations.	Environment	Medium	Implementation of Community Plan Strategy – Heritage Strategy to improve awareness of the City's diverse heritage. Collaborate with the community to protect, preserve, enhance and celebrate our heritage. Ensure processes are in place to ensure the City protects heritage places under its control.



8. ACTION PLAN

To implement the Way Forward and achieve the Vision, the City has allocated the following resources to each of the identified actions.

The Way Forward set out in Section 5, is based on the four themes of:

1. Understanding;
2. Protecting;
3. Sustaining; and
4. Celebrating

The Way Forward, which has a total of 39 tasks, can be prioritised into New, New/Ongoing and Ongoing Actions. Each action can be further broken down into the following timeframes:

New Actions:

- (a) **Immediate:** Within 12 months - commencing in the 2020-2021 financial year (2 tasks);
- (b) **Medium:** 2021-2023 (3 tasks);
- (c) **Long Term:** 2023-2025 (3 tasks); and

New Ongoing Actions:

- (a) **Immediate:** Within 12 months - commencing in the 2020-2021 financial year (9 tasks);
- (b) **Medium:** 2021-2023 (1 tasks);

Ongoing Actions:

There are 21 ongoing actions, with some of these actions occurring at pre-determined times.

In terms of estimated costings, there are some tasks that will need further investigation to determine the actual costs.

Note: Acronyms used throughout the table include:

- MHI** - Municipal Heritage Inventory
- DPLH** - Department of Planning Lands and Heritage
- CCB** - Community Capacity Building
- AAG** - Aboriginal Advisory Group
- HRG** - Heritage Reference Group
- RDHS** - Rockingham District Historical Society
- STMC** - Strategy, Tourism, Marketing and Communications
- CMP** - Conservation Management Plan
- CMS** - Conservation Management Strategy

NEW ACTIONS

Tasks		Cost	Team	Commence	Complete
U3.2	Investigate a 'Heritage Information Pack' to be made available to owners of places on the Heritage List.	Staff hours and production costs	Planning Services	2021	2023
P4.1	Within the City's central library create a section exclusively for researching local history and protecting primary and secondary historical resources.	Staff hours	Library Services	2020	2021
S1.3	Archival Records for buildings to be demolished are to be catalogued in a Local History Collection.	Staff hours	Planning Services; CCB	2023	2025
S3.1	Develop a Grants Register to identify opportunities for the City to obtain funding for heritage conservation of places it has under its management /control and promotional activities. Strategically identify eligible projects and apply for funding.	Investigate and identify options and costs	Planning Services; CCB	2021	2023
S5.1	Consider establishing a community-based Heritage Advisory Panel that integrated both Aboriginal and European stakeholders.	Investigate and identify options and costs	Planning Services; CCB	2023	2025
C1.1	Enhance the heritage information portal on the City's website to make it more visually engaging and to include: 1. Examples of good heritage outcomes/projects. 2. Information to assist property owners conserve their heritage places. 3. Links to the Department of Planning, Lands and Heritage website. 4. Links to the Local History Collection. 5. Provide an 'Interesting Stories' section perhaps informed by the Rockingham District Historical Society and Aboriginal Advisory Group.	Staff hours Staff hours Staff hours Staff hours Staff hours and meeting costs	Planning Services; STMC	2021	2023
C5.1	Investigate options to facilitate the discussion between Aboriginal elders and owners of inaccessible sites to allow improved access and connection to country.	Staff hours and meeting costs	Planning Services; CCB	2020	2021
C6.2	Consider options for introducing heritage award(s) for local heritage achievements such as: building conservation, heritage events, tourism product, historical research, heritage champion, following implementation of the Heritage Strategy.	Investigate and identify options and costs	CCB; Corporate Services;	2023	2025

NEW ONGOING ACTIONS

	Task	Cost	Team	Commence
S1.4	<p>Encourage the community to contribute to the Local History Library and Museum. For example:</p> <ul style="list-style-type: none"> • Hold open days where people can donate items for the collection. • Hold 'how to research the history of your home' workshops. • Run 'can you help' notices in the West Australian and the City's Community Newsletter. <p>Enable stories and images to be contributed via Rock Port or other online platforms</p>	Staff hours and cost of promotional advertising	CCB; Planning Services; Corporate Services	2021
U4.1	With input from the AAG, ensure that all sites of Aboriginal significance are recorded on the MHI and, if recommended, protected on the Heritage List.	Staff hours and Scheme Amendment costs	Planning Services; CCB	2020
P2.1	Undertake a review of the City's Heritage Conservation and Development Policy to understand how it can be more accessible and usable for the City's planners and community stakeholders.	Staff hours	Planning Services	2020
P2.3	Ensure that non-compliance relating to heritage development are investigated and if necessary, enforcement action taken under the powers of the relevant act(s).	Staff hours and SAT legal or court costs	Compliance and Emergency Liaison	2020
P3.1	<p>Address demolition by neglect, by:</p> <ol style="list-style-type: none"> 1. Provide information and heritage advice to owners on the importance and value of heritage places; and the incentives available. 2. Issue Heritage Conservation Notices where considered appropriate. 	<p>Staff hours</p> <p>Staff hours and SAT legal or court costs</p>	<p>Planning Services</p> <p>Planning Services; Compliance and Emergency Liaison</p>	2020
S2.1	Investigate opportunities to build in-house capacity to ensure informed and consistent advice is provided to all stakeholders in relation to heritage matters.	Staff hours	All	2020
S2.3	Provide internal training sessions for Elected Members and staff. This training should focus on the technical aspects of the Heritage List and Heritage Legislation, and the variety of resources the City has to offer. Ideally this should be undertaken as part of any induction process.	Staff hours and training or conference costs	All	2020
S2.4	Incorporate Heritage Officer into a Planning Officer's role description and, if necessary, in time, appoint dedicated Heritage Officer. This person should be based in Planning Services but have a broad remit to deliver projects that celebrate heritage across the City's corporate network.	Investigate need for specialised Heritage Officer and potential cost	Planning Services	2020
S3.2	Investigate the cost of Rates Concessions incentives which further encourage conservation of privately owned heritage places.	Investigate and identify options and costs	Planning Services; Corporate Services	2020
S3.3	Promote the City's Community Grants Program to help support community groups to deliver meaningful benefits and outcomes for heritage.	Staff hours	CCB	2020
U5.2	Undertake a study which researches Aboriginal Cultural Heritage within the City of Rockingham	Estimated cost of \$30,000 for the period 2022-2023	Planning Services/ Community Capacity Building	2022

ONGOING ACTIONS

Task		Cost	Team	Commence
U1.1	Undertake a process to identify, assess and protect individual places that are of heritage value in their own right.	MHI and Heritage List Review - Estimated cost of \$30,000 for the period 2021-22	Planning Services	2021
U2.1	Rename the MHI to the Local Heritage Survey to reflect the Heritage Act 2018.	Staff hours	Planning Services	2021
U2.2	Update the Department of Planning, Lands and Heritage's Inherit database to reflect the new MHI.	Staff hours	Planning Services	2020
U3.1	Maintain a layer on the City's IntraMaps for places on the Heritage List, in addition to identifying the MHI places with their management categories.	Staff hours	Planning Services	2020
U5.1	The history and heritage of the City should continually be researched and updated where new evidence or stories emerge.	Staff hours	Planning Services; CCB	2020
P1.1	Prepare a list that identifies heritage places in the City's ownership and control to identify the status and significance of heritage places.	Staff hours	Planning Services; Asset Services	2021
P1.2	Regularly update the Asset register and maintain an accurate record of the heritage places and their condition	Staff hours	Asset Services	2020
P1.3	Ensure Asset Management Plans include a provision for the maintenance and capital works pertaining to heritage listed assets.	Investigate the condition of the heritage listed properties under the City's control, the status of any existing Asset Management Plans and cost estimates for any maintenance works that would be required on a 5 - 10 yearly cycle	Asset Services	2020
P1.4	Prepare a Conservation Management Strategy (CMS) or Conservation Management Plans (CMP) for all the City's own Heritage Assets, which sets out the significance of a place and strategies to guide and manage change.	Up to \$40,000 for a CMS or CMP	Planning Services	2021
P2.2	Reinitiate the East Rockingham Precinct as a 'heritage precinct' for the benefit of long-term interpretation and targeted conservation of the places in that area.	Undertake a study to establish and promote the East Rockingham Heritage Precinct - \$35,000	Planning Services	2021
P2.4	Update conservation management plans for City owned heritage places every 10 years or when a period of significant change may occur.	Up to \$40,000 for a CMS or CMP	Planning Services	2021
S1.1	Examine the current collections and identify strong areas as well as gaps in order to identify and communicate priorities for targeted research/outreach.	Staff hours	CCB; Corporate Services	2021

ONGOING ACTIONS

Task		Cost	Team	Commence
S1.2	Maintain the program for collecting Oral History by identifying priorities and explore innovative ways to use the content. With particular focus on the Nyoongar oral histories.	Staff hours	CCB	2021
S2.2	Ensure staff (Asset Management, Library Services, Community Services and Planning Services) regularly attend heritage training/information sharing sessions; this should include the DPLH Seminars.	Staff hours and training/conference costs	All	2020
S4.1	Continue to work with relevant stakeholders including partners, community members and organisations to assist them in celebrating and promoting the heritage of the City. As a minimum this should include AAG and HRG.	Investigate and identify options and costs	Planning Services; CCB	2020
S6.1	Take recordings of the important oral histories by respected elders in both English and Nyoongar language for future reference in the library.	Staff hours	CCB; Library Services	2020
C1.2	Continue to engage with young people and local primary schools by promoting the history and heritage of the City following the establishment of the Local History Section.	Staff hours	CCB; Library Services	2020
C2.1	Celebrate the City's diverse heritage through events and promotional material as appropriate.	Investigate and identify options and costs	General Management Services	2021
C3.1	Investigate options to improve the understanding of Rockingham's history for local residents and visitors through the use of informal walking trails and other options, such as a heritage plaque scheme.	Investigate and identify options and costs	Planning Services; HRG; CCB; AAG	2020
C4.1	Assess planting plans for inclusiveness of locally endemic species, promoting their use to celebrate connections with environmental and traditional land owner heritage.	Investigate and identify options and costs	Parks and Reserves	2020
C6.1	The City will use National Trust Heritage month as an opportunity to celebrate its culture and heritage.	Investigate and identify options and costs	Corporate Services; CCB	2020



ALL SAINTS
DENTAL GROUP

9. STAKEHOLDER & ENGAGEMENT

Between October and November 2018, the City undertook a series of community and internal stakeholder engagement activities to understand the strengths and weaknesses of the City's existing heritage management framework.

9.1 Stakeholder Engagement

- Conducted round table sessions with:
- City's Planning Services
- City's Economic Development team
- City's Strategy, Tourism, Marketing and Communications team
- City's Asset Management, including Parks and Reserves
- City's Community Development, Customer Services, and Library Services
- Aboriginal Advisory Group (includes community members, local elders and City Officers)
- Heritage Reference Group (includes community members and City Officers)
- Rockingham Youth Advisory Council

The range of questions can be loosely grouped into the following Heritage Management themes.²⁸



Understanding - how does the City identify assess and document its heritage?



Protecting - how does the City safeguard its heritage for future generations?



Sustaining - how does the City support and incentivise the community to value its heritage?



Celebrating - how does the City raise awareness and facilitate an appreciation of cultural heritage value?

9.2 Community Consultation

- General Public Community Workshop
- Online community surveys (133 responses)

Based on desktop research and Strengths, Weakness, Opportunities and Threats (SWOT) analysis, emerging trends, analysis of the current situation in Rockingham, a set of key questions was developed for consideration. Each group was also asked specific questions relating to their interactions with heritage.

From the various engagement activities the project team uncovered a number of key themes from both stakeholders and community members.

This feedback is summarised on the following pages aligned under the four heritage management themes.

²⁸ The above themes have been developed from WALGA publication: 'A Model Heritage Strategy for Local Governments'. The themes encapsulate all the

processes of looking after heritage places so as to better understand, retain and enhance their cultural significance.



Understanding

Stakeholder

- There is an up to date Municipal Heritage Inventory (MHI) and Heritage List which provides a detailed understanding of the City's heritage places. This also includes a thematic history of the City which provides a very useful summary on the City's history.
- The City could enhance heritage awareness of heritage places, objects and stories among both internal business units and the general public. In particular the MHI was not widely known about or understood.
- The process of identification and assessment of heritage places was well understood by some officers but could be better understood among junior officers.
- The Heritage Local Planning Policy (LPP 3.3.21) has not been widely used by the planners as there has been very little development to-date, relating to heritage places.

Community

- East Rockingham was described as the 'foundation' of the City and those remaining heritage places are an important indicator to early pioneer families.
- People felt there are untapped opportunities to understand heritage from members in the community that know it best, such as Aboriginal elders, 'founding' families and a wealth of volunteer knowledge.
- Many community members felt more could be done to better document and distribute stories of people who have connections with Rockingham living today.



Protecting

Stakeholder

- Budget constraints may hamper finding sustainable uses for redundant buildings.
- The Local Planning Policy on heritage could be more accessible by the City's Planners. There may be opportunity to restructure it for ease of use.
- Ensure that the budget for updating the MHI every four years is included in the City's Team Plan.
- There are sites of Aboriginal significance valued by the community where access is currently restricted because of ownership and use constraints.
- Perceived disconnect between what the Aboriginal community value as their heritage sites and what is protected on the MHI.

Community

- There is opportunity to increase the relevance of education relating to Rockingham's history particularly for young people, both European and non-European history. Partnering with traditional custodians.
- Demolition by neglect was recognised widely as a concern among community members. How this is addressed in future was a key concern.
- Community members expressed a concern that much of the heritage that existed in Rockingham has been irrevocably lost (i.e. demolition) due to a lack of intrinsic value placed on special places, objects and stories.



Sustaining

Stakeholder

- Asset management have good understanding of which buildings are heritage buildings and how to appropriately maintain them.
- Providing officers with ongoing professional development in heritage management was considered beneficial.
- The library was keen to have a more active role in the promotion of the City's heritage, particularly what is 'uniquely Rockingham's heritage'.
- The City has some knowledgeable officers who deal with heritage and are a consistent point of contact for heritage related queries. Some felt that a dedicated heritage officer would be helpful but this was the minority.

Community

- There was support for increased financial incentives for heritage education and conservation of heritage places.
- More digitisation of local history archives would be welcomed to allow research at home or at school.
- A greater use of indigenous wildflowers, orchids and other flora in parks and reserves would enhance the connection of people to their indigenous environment.
- There was a concern that some stories were being lost. Particular in relation to place names and former industry. Many in the online survey suggested using Aboriginal names to name City assets.
- Very few community members were aware of any incentivised programs available to them in the City; people thought an incentivised scheme would be a positive initiative by the City.



Celebrating

Stakeholder

- Enhance the accessibility of local history collections between the City's Library and Rockingham Museum.
- IntraMaps provides good spatial understanding of locations for heritage place.
- There was a desire, particularly among young people, to see all aspects of Rockingham's history celebrated and not just the European history.

Community

- Heritage trails and self-guided local history walks would be welcomed by both locals and visitors alike. There could be annual or monthly guided versions of these for European and Aboriginal heritage themes. Simple strategies like signage and plaques could help to elevate the status and awareness of heritage places with the City.
 - Improved access to historic photos and local genealogical resources was a popular comment.
 - Promotion of Rockingham's diverse heritage could be improved.
 - Heritage and local history should inform the design of public art installations.
-

June 1942

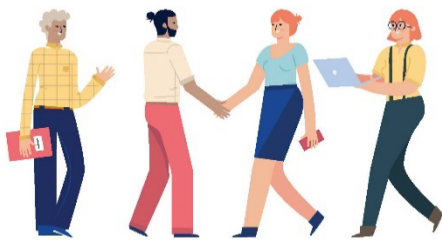
Z Special Unit

Responsible for El S.W. Pacific
covert reconnaissance and
sabotage missions.

Operating behind enemy lines,
infiltrating by Submarine &
parachute to provide
intelligence & guerilla
warfare

COMMUNITY SURVEY RESULTS

Who we engaged of the 133 online respondents...



92%

are residents

21%

own an investment property

19%

work in the City

14%

have descendants that have lived in the City

How respondents are connected to Rockingham's heritage:

71%

enjoy looking at Rockingham's heritage, objects, landscape and buildings

35%

are long-term residents and know the City's past

23%

enjoy researching and learning about heritage at the library and/or museum

Heritage Values

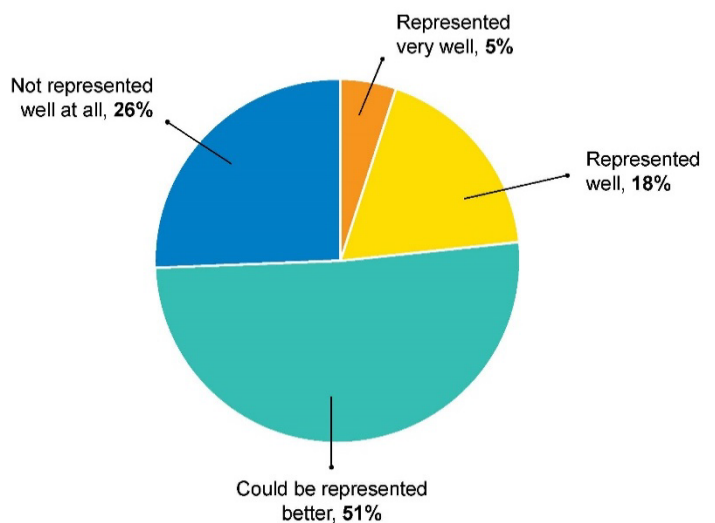
86%

of people believe heritage in the City is important to them, because heritage...

- enhances well-being and connection to place
- explores family history
- creates places of interest
- is precious; once its gone, it is lost forever
- allows us to remember and learn from past achievements and mistakes

77%

of respondents felt that **Aboriginal Heritage** was either not represented well or not well at all within the City of Rockingham



What heritage objects and place do people value the most?



Natural History

Beaches, foreshore, islands (Penguin, Garden, and Seal islands), Richmond Lakes, trees

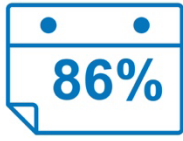


Built History

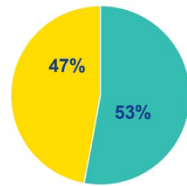
Settlers buildings (cottages), war memorials, shipwrecks, museum

Heritage Sources Awareness

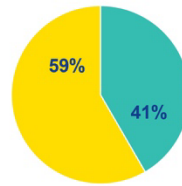
Are you aware of these heritage resources?



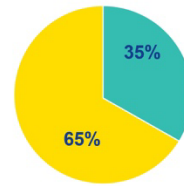
of respondents have not attended any heritage related programs and/or events run by the City



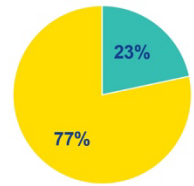
Books and Archival Resources



Conservation Management Plans



MHI and Heritage List



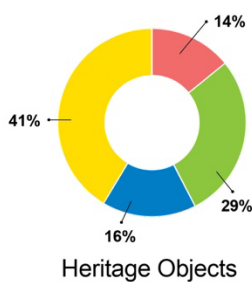
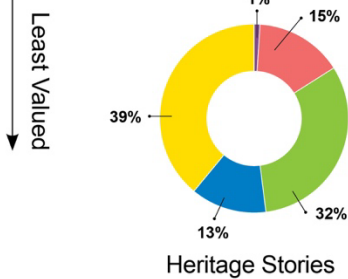
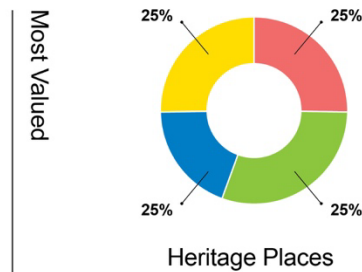
Heritage Assessments

Most Aware

Least Aware

■ No, I'm not aware of this
■ Yes, I'm aware of this

What heritage objects and place do people value the most?



■ Excellent ■ Very good ■ Mildly good
■ Not good at all ■ Don't know

Ideas to improve the management of Rockingham's heritage



Advertising and promotion:

- Print and digital media
- Signage of significant places
- Communication collateral

Heritage Events

- Regular calendar events
- Celebrate other cultures

Partnership and Funding

- Sponsorship
- State and Federal funding
- Private and public partnerships

Sharing and Celebrating

- Aboriginal Culture
- Language
- Elders partnerships
- Education in schools
- Sharing stories

Tourism

- Trails and walks
- Brochure

Other

- Aboriginal artworks
- Continued community engagement
- New Museum (long-term)

10. REFERENCES

10.1 Internal Documents

- Cultural Development and the Arts Strategy, 2018-2022
- Strategic Community Plan 2019- 2029
- Municipal Heritage Inventory, Hocking Heritage, 2018

10.2 External Documents

- Cultural Connections, State of NSW and Department of Environment, Climate Change and Water, 2010
- “Fire and Hearth: A Study of Aboriginal Usage and European Usurpation in South-Western Australia.”, Sylvia Hallam, 1975
- ICOMOS Burra Charter, ICOMOS Australia, 2013
- Prehistory of Australia.” John Mulvaney & Johan Kamminga, 1999
- Rockingham Looks Back: A History of the Rockingham District 1829-1982. Rockingham: Rockingham District Historical Society, Taggart, N, 1984
- ‘Survival against all odds: The Indigenous Population of Metropolitan Perth, 1829-2001.’ Neville Green, 2001
- The Baudin Expedition in Australian Waters (1801-1803): the faunal legacy. Western Australian Museum: Diana S. Jones, 2017
- ‘The Changing Cockburn Coast - Draft, Department of Planning and Infrastructure, 2008
- A Model Heritage Strategy for Local Governments, WALGA, 2016
- The Project Gutenberg EBook of the Part Borne by the Dutch in the Discovery of Australia 1606-1765, by J. E. Heeres





where the coast comes to life