

Remove ' from 'Queens Gardens' throughout

POD VOLUME 3:
ATTACHMENT D.10:
FORMER LAND
ADMINISTRATION
BUILDING
CONSERVATION
MANAGEMENT PLAN

PREPARED BY: URBIS PTY LTD



DESTINATION
BRISBANE
CONSORTIUM

QUEEN'S
WHARF
BRISBANE

Any items struck out
are not approved.

AMENDED IN RED

By: K McGill

Date: 20 December 2017



PLANS AND DOCUMENTS
referred to in the PDA
DEVELOPMENT APPROVAL

Approval no: DEV2017/846

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DESTINATION BRISBANE CONSORTIUM

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1. INTRODUCTION

1.1. BACKGROUND

Urbis has been engaged by Destination Brisbane Consortium (DBC) to prepare a Conservation Management Plan (CMP) for the former Land Administration Building, located at 142 George Street, Brisbane.

The former Land Administration Building is recognised as a State Heritage Place and is entered in the Queensland Heritage Register (QHR) (Queensland Heritage Register Number 600123).

Within the former Land Administration Building is a First World War honour board. While an internal element of this building and permanently fixed to the wall of the main corridor on the first floor, the honour board is entered in the Queensland Heritage Register separately (Queensland Heritage Register Number 600117). The honour board is discussed within this report where appropriate.

External to the precise site of the building and in the road reserve of George and William Streets are two sets of gas lamps, located just outside the entrances to the building off these streets. These gas lamps are included in the Heritage Overlay of the *Brisbane City Plan 2014* as a Local Heritage Place. They are not included in the Queensland Heritage Register entry for the former Land Administration Building.

The place is sited within the Queen's Wharf Brisbane (QWB) Priority Development Area (PDA) (**Figure 1**).

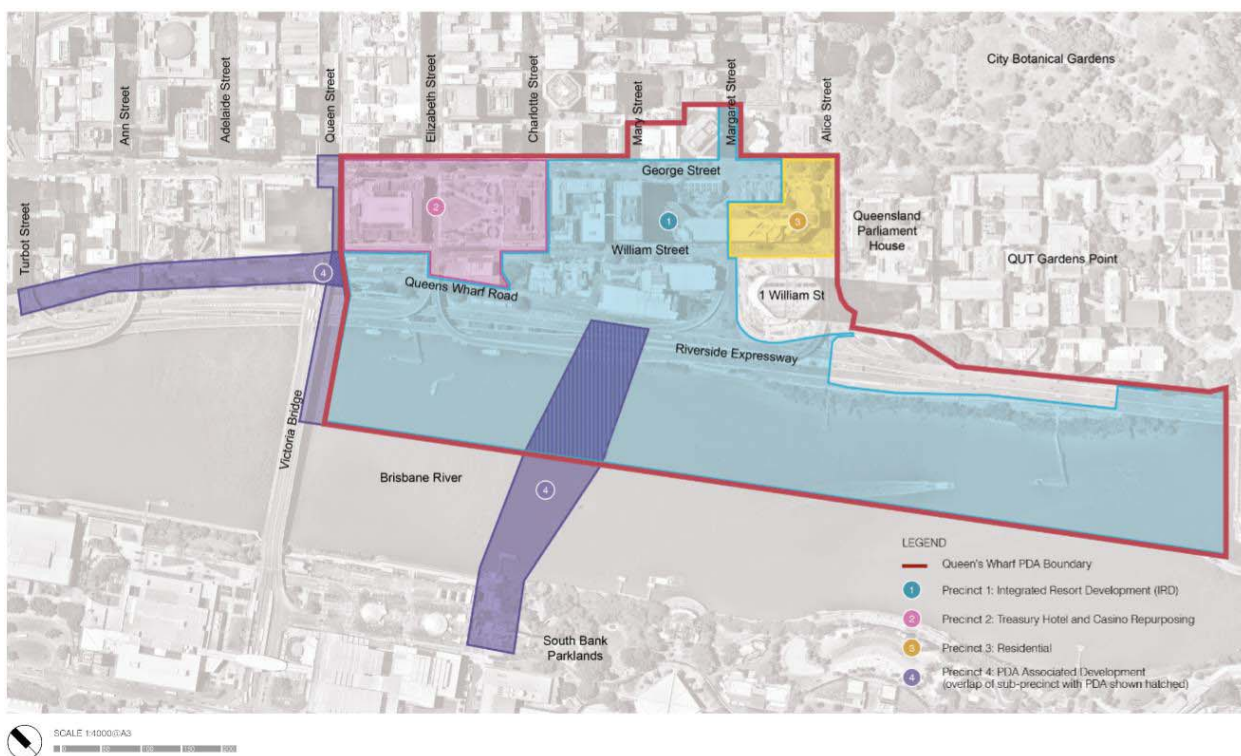


Figure 1 – Queen's Wharf Brisbane Precinct Plan

Source: Urbis 2017

The QWB PDA comprises land bounded by the Brisbane River to the south, west and north-west; Queen Street to the north; George Street to the east and north-east; and Alice Street and the Riverside Expressway to the south-east. The area of the QWB PDA is approximately 26.8ha (13.5ha over land; 13.3ha over the river, excluding the bridge and landing area).

The QWB PDA was declared by Economic Development Queensland (EDQ) on 28 November 2014, to facilitate the planning and delivery of the QWB Integrated Resort Development (IRD) and establish the necessary policy environment to support the intended development outcome for the site.

1.2. QUEEN'S WHARF BRISBANE

QWB is recognised as the birthplace of Brisbane, with European settlement taking place in this location almost 200 years ago. Much evidence of that history still survives in the precinct, in the streets, the various buildings and places, in the archaeological record, and the collective memory of generations of Queenslanders.

The cultural heritage significance of the QWB PDA is a result of the major government presence in the area, which was first established at this location in the mid-1820s when the Moreton Bay penal settlement was formed on the north bank of the Brisbane River. The PDA contains a range of fine government and private buildings from the early nineteenth century, the mid to late nineteenth century and the early twentieth century, and more modern buildings that demonstrate the evolution of the various generations of the government presence at this location in the centre of Brisbane.

The QWB PDA contains 13 Heritage Places and items that are entered in the QHR under the *Queensland Heritage Act 1992* (QHA). These places are well known and appreciated, with a high level of community and public support for their retention and continued use. They are as follows:

- Early Streets of Brisbane (Place ID 645611);
- The former Treasury Building (Place ID 600143);
- The former Land Administration Building (Place ID 600123), including the First World War Honour Board (Place ID 600117);
- The former State Library (Place ID 600177);
- ~~Queen's~~ Gardens (Place ID 600112);
- The William Street and Queens Wharf Road retaining walls (Place ID 600135);
- The Commissariat Store, including the adjacent Miller Park (Place ID 600176);
- The former Victoria Bridge abutment (northern) (Place ID 600303);
- The former Government Printing Office (Place ID 600114);
- The former Department of Primary Industries (DPI) Building (National Trust House) (Place ID 601093);
- Harris Terrace (Place ID 600121); and
- The Mansions (Place ID 600119).

1.3. PURPOSE

This CMP has been prepared to comply with the QWB PDA Development Scheme which requires CMPs to be prepared to provide guidance for the development and ensure the ongoing care and maintenance of heritage buildings.

The purpose of this CMP is to provide an understanding of the history and cultural significance of the place and provide guidance for the future conservation of the building and site. The CMP provides a careful analysis of why the former Land Administration Building is significant, policies on how to retain its significance, and conservation strategies to ensure its long-term viability.

Future development of the former Land Administration Building should be generally in accordance with this CMP.

1.4. SITE LOCATION

The former Land Administration Building is located at 142 George Street, Brisbane (see **Figure 2**).

The site is described as Lot 682 on CP855445.

1.5. METHODOLOGY

This CMP has been prepared in accordance with:

- Guideline: Conservation Management Plans (DEHP 2015);
- Australia ICOMOS Charter for Places of Cultural Significance, The Burra Charter, 2013 (Australia ICOMOS 2013) (the Burra Charter); and
- The Conservation Plan (Kerr 2000).

Conservation policies have been summarised at the end of **Section 6** to assist with future assessment.

Existing literature about the place including previous heritage studies and the Department of Environment and Heritage Protection (DEHP) entry in the heritage register for the site have been reviewed. The information in these documents has been utilised and incorporated into this report where appropriate.

Consultation has occurred with DBC and its consultants, and with the Queensland Heritage Council (QHC), DEHP and the National Trust of Australia (Queensland) (NTAQ) during the preparation of this report.

The site of the former Land Administration Building has been inspected by externally and internally. Previous and current plans of the building have been examined in order to understand the changes that have taken place to the fabric. Copies of plans from the 1990s adaptation of the building as a hotel were used during the inspection of the building where appropriate.

1.6. LIMITATIONS

Some additional primary research has been undertaken as part of this study to understand the history and development of the buildings and the site.

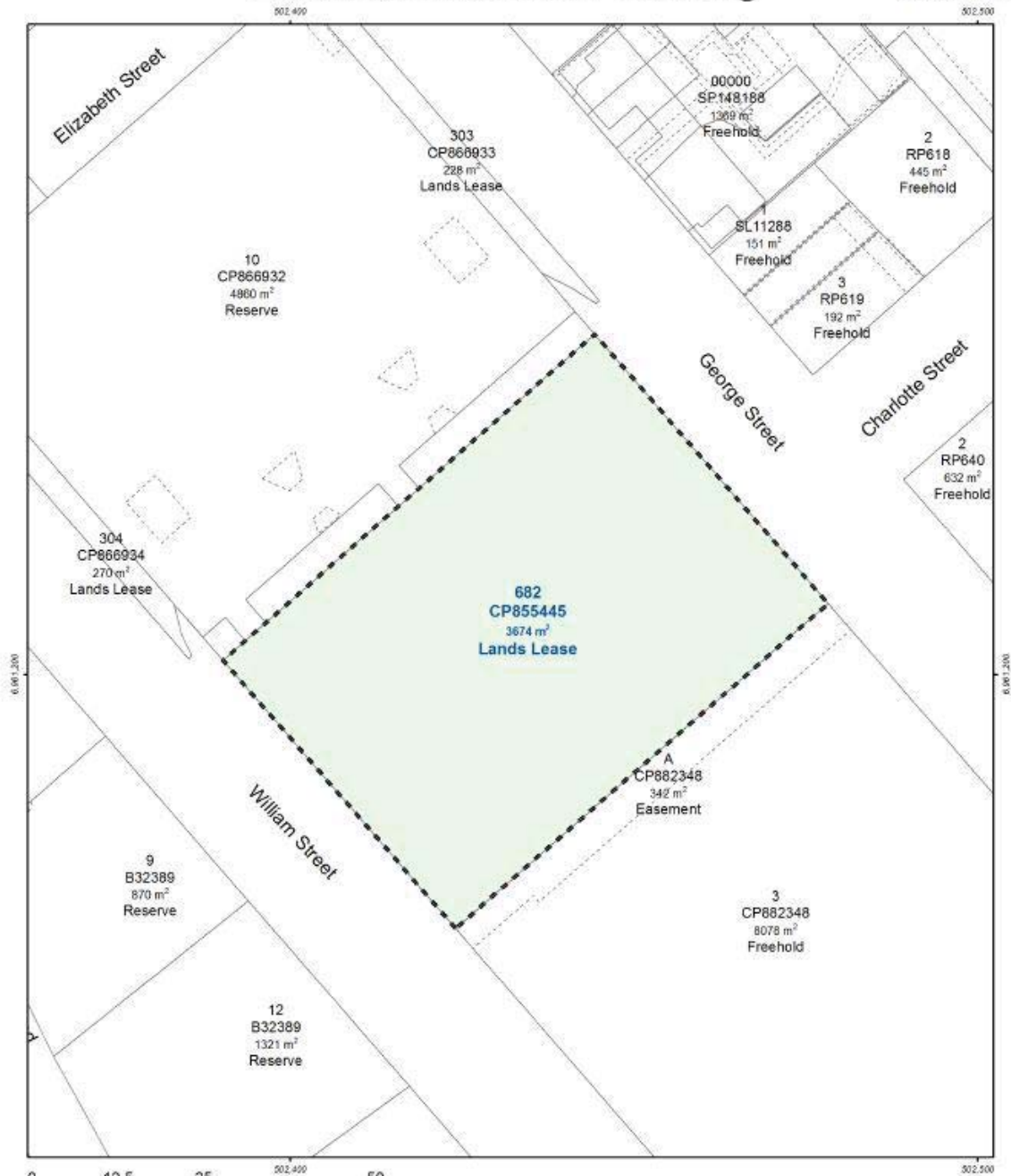
The former Land Administration Building currently operates as a five-star hotel, with guests staying at the hotel at all times. The site visits and fabric analysis have been limited as a result.

Roof spaces generally were not available for inspection. In some internal areas it was not possible to gain access or take photographs.

No disturbance of fabric or investigation was undertaken to understand building materials, paint finishes, etc.

Land Administration Building

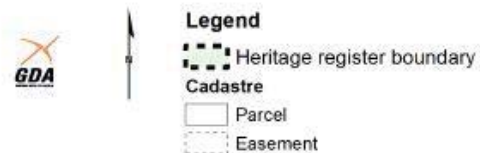
600123



Map Projection: Transverse Mercator (MGA) zone 56
 Horizontal datum: Geodetic Datum of Australia 1994 (GDA94)
 Map Production: Heritage, Department of Environment and Heritage Protection 10 September 2015
 Accuracy Statement: Due to varying source, accuracy or currency of data layers used in this map, the spatial locations of features may not coincide when overlaid.
 Disclaimer: This map has been produced for the purposes of information and discussion. While the map has been prepared with care, neither the Queensland Government nor the Department of Environment and Heritage Protection or its officers or its staff, accept any liability for any decisions or actions taken by individuals or organisations on the basis of this map.

Map 1

Heritage boundary overview



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Figure 2 – Heritage Curtilage of the Former Land Administration

Source: DEHP QHR Entry 600123

2. HISTORICAL CONTEXT

2.1. THE FORMER LAND ADMINISTRATION BUILDING

This chapter examines the documentary evidence of the building to gain an understanding of its history and cultural heritage significance. Much of this material has been taken from the Michael Kennedy Conservation Plan Stage 1 (1989), Allom Lovell Conservation Study (1992) and the DEHP register entry for the site.

The former Land Administration Building was built between 1901 and 1905, to a design attributed to Thomas Pye, an architect employed in the Public Works Department. The offices of the Chief Secretary, the Cabinet Room, and the Auditor-General were located in this building, and it was subsequently referred to as the Executive Building.

The building was originally designed in the late 1890s as the main office accommodation for the Lands and Survey Office, an important department of the Queensland Government at the turn of the twentieth century. During construction and then on completion the building was so well regarded in government circles that the Premier of the time decided to relocate Cabinet and the major offices of government into the building.

On opening in 1905 the building was then renamed the Executive Building. It remained in this use and name until the 1970s when the new Executive Building was constructed further down George Street. This building was then renamed the Land Administration Building, reflecting its origins from the late nineteenth century and one of its longstanding tenants.

2.1.1. Background

From the time that Queensland became a separate colony in 1859, a major preoccupation of government was opening up the land to pastoralists and selectors. In the first session of Parliament no less than four Acts were passed dealing with the land grants and leases. The administration of this legislation quickly became a major enterprise and consequently the Lands Department was one of the first departments to have purpose built offices.

In 1862 a Lands Office was built in George Street opposite the junction with Adelaide Street. The building was extended in 1878 and again in the early 1880s. During the 1880s and 1890s, the work of the department continued to increase. The surveying of land and processing of land claims became a growth industry in the public service. Between 1880 and 1890 the Lands Department staff more than doubled from 52 to 128.

Despite the extensions to this building, the office space at the disposal of the Lands Department was not adequate, and the accommodation was unsuitable for the efficient transaction of business. In 1898 the Surveyor-General AM Dowall, in commenting on the need for more office space, noted that "since 1895 the work of the department, as a whole, has enormously increased and is increasing". To exemplify this, the Under Secretary of the Department of Public Lands attested to the amounts of land which had been alienated in the colony, against that which had not. Out of some 400 million or so acres of land in Queensland, only a very small percentage, 15 million acres, had been alienated. The prospective future needs of the Department were quite evident. Accordingly, in the following year, plans for new Lands and Survey Offices were drawn up.

2.1.2. The Land and Survey Offices

It was originally proposed to build the new Land and Survey Offices on the existing site in George Street. The Surveyor-General held the opinion that it was the most suitable, as there was sufficient space fronting North Quay to provide temporary accommodation while the new frontage facing George Street could be built. In reply the Under Secretary of Lands preferred a site in George Street between the Government Printing Office and St Johns Pro-Cathedral. The inconvenience of temporary relocation while the new buildings were erected would be avoided with this new site, as would the inconvenience to public business due to the noise of heavy traffic in the vicinity.

Construction of the Lands and Survey Offices began in February 1901 (**Figures 3 and 4**) and the work was completed by 1905 (**Figures 5, 7 and 8**). A £2,900 contract for site preparation and foundations was commenced in 1899, and in 1901 the principal construction contract for £141,000 was let to Brisbane builder Arthur Midson.

The annual report of the Department of Public Works described the exterior of the new offices as follows.

The building is entirely faced with stone, the base course and plinth being of granite with alternate bands of light and dark material, the former having been obtained from Enoggera, and the latter from Mount Crosby. The outer walls above the base are of brown freestone obtained from Helidon; the colonnade walls being faced with freestone from Yangan near Warwick.

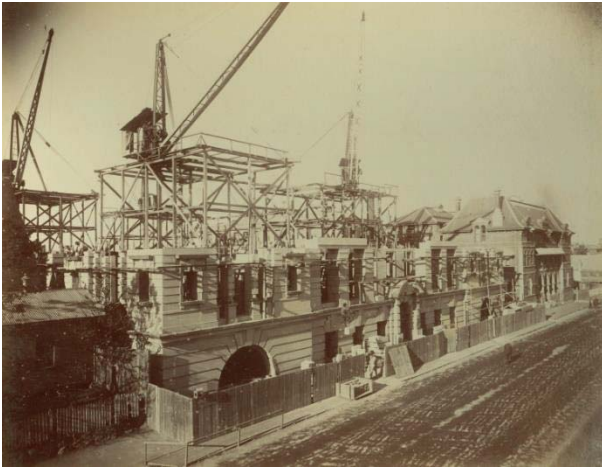


Figure 3 – Construction of the Land and Survey Office, 1902

Source: SLQ ID 240354



Figure 4 – Construction of the Building, 'Land and Survey Office', 1902

Source: SLQ ID 240326

The use of expanded metal lathing as a re-enforcement to the concrete floors and ceilings was among the earliest application of such technology in Australia, and was a first in Queensland. At the time, this building was viewed as a symbol of state pride and achievement, and a showcase for the use of Queensland materials.

Granite used as the base course and plinth was obtained from Enoggera and Mount Crosby. Brown freestone from Helidon was used to face the outer walls, and freestone from Yangan near Warwick was used on the colonnade walls.



Figure 5 – Completed Building, 1907

Source: SLQ ID 171329



Figure 6 – View to Land Administration Building, with Church Buildings in Foreground at Present Location of Queen's Gardens, 1906

Source: SLQ ID 240342

The decorative carving to the facades, completed during 1903-04, included in the north western elevation an allegorical group representing Queensland mining and agriculture, carved by New South Wales sculptor WP MacIntosh to a design by Thomas Pye. The mantelpieces were constructed of a variety of Queensland timbers (maple, cedar, black bean and silky oak) representing the state's timber resources. Allegorical stained glass highlighted the rural nature of the Queensland economy.

The Church of England remained in its buildings adjacent to the construction site (current site of Queen's Gardens) while the Lands and Survey Offices were erected (Figure 6). The Diocesan Offices, built in 1897, were purchased by the Government and were used to house the Criminal Investigation Branch of the Police Department for many years.

The other church buildings on the site were demolished in 1904 and a reserve was laid out the length of the block between George and William Streets and to a width of 64 feet, or 18.2 metres. Pye envisaged a reserve with asphalt walks, flower and shrubbery beds, with each end having a low granite wall with railings and lamp pillars. In the centre of the reserve, opposite the centre of the new building, was a site which Pye felt would be “an excellent place for a statue or fountain”.

When nearing completion, it became evident that the Lands Department would not occupy all the building as anticipated. The expected growth in the department's business in the late 1890s and early 1900s did not eventuate, primarily because of the major drought of 1898-1902, which affected all parts of the state. As a result, there was a significant decline in primary production and a decline in land sales.

However, the vacant space in the building was soon taken up by other departments, including the Auditor-General, Income Tax Department and the Chief Secretary's Office.



Figure 7 – Interior of Completed Building, c.1906

Source: SLQ ID 240338



Figure 8 – Interior of Completed Building, c.1906

Source: SLQ ID 240350

2.1.3. The Executive Building

The decision to accommodate the Chief Secretary's Office in the building was made on the initiative of the Premier and Chief Secretary, Arthur Morgan, when it was almost finished. When informed that space was available in the almost completed Lands and Survey Offices, Morgan enquired as to whether his department could be located there. The Government Architect and Under Secretary of Public Works were only too willing to oblige, and space was provided on the second floor. Minor alterations to the original design had to be undertaken, including the installation of a bathroom and the extension of the private stairway from the first floor on the northern corner of the building. Although the rooms had not been designed for ministerial use, and particularly for the Chief Secretary, they were nevertheless of “considerable dimensions” and were easily adapted for such use. The rooms compared favourably with the ministerial suites in the Treasury Building.

With the Chief Secretary in the building, it was convenient to also locate the Cabinet Room there. Again, although no room had been specifically designed for such purposes, the room intended for the Land Court was readily adapted and the Land Court was moved into the corresponding room on the next floor. Cabinet began meeting in the building from July 1905, and shortly after the *Brisbane Courier* contained a brief description of the room:

The new Cabinet-room is very large. Round the room is a massive cedar panelling, and the floor is covered with cork linoleum, over which in the centre of the room, a handsome carpet has been spread.

Once the building was fully occupied, the intended name Lands and Survey Offices was no longer suitable. Suggestions for an alternative name included: *State Building*, *Executive Building*, *Queensland Building*, *Edward the Seventh Building*, *Queen Victoria Building*, *Alexandria Building*, *York Building*, and *Norman Building* – The second suggestion was finally chosen.

The movement of a number of large departments into this building saw a rearrangement of the office space in the Treasury Building. The recently vacated Cabinet Room in the Treasury Building was used to accommodate the office of the Treasurer.

The *Annual Report of the Department of Public Works* for 1904-1905 recorded the occupancy of the Executive Building. On the ground floor were the Lands General Information Bureau, the Land

Commissioner and Land Agent, the Map Sales Room, the Instrument Room, and Stores. Also on this floor were the Lithographic Draftsmen's Rooms and the Income Tax Offices.

The offices for the Minister and Under Secretary of Lands, and the Assistant Under-Secretary, and clerical rooms were on the first floor, in rooms facing George Street. Lands Records were located on this floor, in rooms overlooking Queens Garden, with the Chief Clerk and Roads facing the courtyard. The Chief Surveyor and clerical staff, the Accountant and staff, the Survey Board, and Staff Surveyors were accommodated in rooms overlooking William Street. The Selection Branch, the Gazette and Auction Branches, and the Survey Strongroom faced Stephens Lane on this floor.

The second floor accommodated the more important departments. The offices for the Premier, Under-Secretary, Chief Clerk and clerical staff were on this floor, in rooms overlooking George Street. The Secretary to the Public Service Board and clerical staff, and offices for the Public Service Inspector were accommodated on this floor. The Cabinet Room faced Queens Garden, and the Lands Pastoral Occupation and Forestry Branches were also on this floor. The Auditor-General's Offices faced William Street on this floor, and facing Stephens Lane were two Drafting Rooms for computing work connected with Surveys.

The Queensland Art Gallery moved into the large room facing the whole of the George Street frontage on the third floor of the building. The Queensland Art Gallery had been formed in 1895 and its first premises was a room on the upper level of the Town Hall in Queen Street. The Gallery's trustees had difficulties paying the rent and when space in the new Executive Building was offered rent free, they did not hesitate in moving. Despite the lack of ready public access - it was located on the third floor - the Gallery was well patronised by the public.

In August 1906, the Gallery displayed Holman Hunt's Light of the World which attracted 50,000 visitors in eight days. The Gallery remained in the building until 1930 when the Concert Hall in the Exhibition Building was refurbished to provide significantly more space for the collection. The removal of the Gallery allowed a rearrangement of office space in the building which relieved the congestion.

The Land Court was also situated on the third floor (**Figure 9**), as well as members of the Land Board, the offices for the Registrar and staff, and the Government Analyst's Laboratories. The rooms facing Stephens Lane were for survey, drafting and compiling work. Other rooms on this floor were allocated for photographic work rooms and for map mounting.



Figure 9 – Land Court 1961

Source: QSA ID 14203



Figure 10 – Works Inside the Camera Room, 1970

Source: QSA ID 25750

The fourth floor consisted of photographic, camera (**Figure 10**) and development rooms, and two blocks of latrines. One electric passenger elevator was located at the William Street entrance, and another of similar design was at the time of opening in preparation for the George Street entrance. A small electric plan lift was also provided for the convenience of the Survey Department.

The interiors of the building, particularly the stained glass, reflected the pursuits of the department for which it was constructed (**Figure 11**). The suite of glass at the William Street entrance represented themes seen as appropriate to the use of the land - sower, reaper, squatter and pioneer, the latter pair flanked by landscape including a stockyard and a kangaroo - while those at George Street are a tiller and herdsman. It was reported at the time of opening as follows:

The vestibules are divided by ornamental cedar screens, glazed with coloured lead lights in figure subjects, representative of the callings followed by the occupiers of the lands of the State.



Figure 11 – Stained Glass

Source: De Gruchy. Photographic series 1981



Figure 12 – Land Administration Building, 1963, with central arch as window

Source: QSA ID 16737

The glass was executed by one or both of Queensland's first stained glass artists, Robert S Exton (1852-1921) and George Gough (1841-1918), both emigrants from Lincolnshire, who had begun business in Brisbane in 1882 under the name of Exton & Gough. By 1888 the windows of Exton & Gough were being cited as "proof that we, in the colonies, do not need to call upon London for our best touches in the Art". By 1889 they began introducing Australian flora and fauna into their work, both at *Eulalia*, Norman Park, and *Kirkston*, Windsor.

Plans for converting the building into the Supreme Court were proposed in 1968 when the old Supreme Court was severely damaged by fire. The scheme proposed creating a front entrance on the ground floor through the central arch facing Queens Queen's Gardens (Figure 12) and enclosing the courtyard to build the four main court rooms on two levels. These plans did not eventuate.

2.1.4. The Land Administration Building

The Chief Secretary's Office, which later became known as the Premier's Department, and the Cabinet Room remained in the building until the construction of the Executive Building in George Street in 1971. These and other departments relocated to the new building. With the former building almost exclusively occupied by the Lands Department, the name was changed to the Land Administration Building. The Minister for Lands or the equivalent portfolio was located in the building from 1905 to 1990s.

The building remained in use as government offices and functions (Figure 13) until the early 1990s. In 1991 the former Land Administration Building, together with the former Treasury Building, the former State Library and the area of Queens Queen's Gardens, was offered as a potential casino site for the city of Brisbane among a number of other sites in the city.



Figure 13 – Land Administration Building, Room 123, 1963

Source: QSA ID 16745

In 1992 the Treasury Building site was confirmed for the development of the Brisbane Casino-Hotel Complex, with the successful proponent Conrad Jupiters.

The building underwent a major refurbishment program to adapt the building as the Hotel Conrad, the new five-star hotel developed in conjunction with the Treasury Casino. The Brisbane Casino-Hotel Complex opened in April 1995 and this building has operated successfully as a hotel since that time.

2.2. CHRONOLOGICAL OVERVIEW

Table 1 provides a summary of the key dates and events in the history and development of the former Land Administration Building.

Table 1 – Chronological Overview

Date	Event
1860s	First Lands Office constructed in George Street near Adelaide Street.
1880s	Work of the Lands Department increases with growth of colony in the decade and pastoral expansion.
1899	Plans for new Lands and Survey Office prepared by Thomas Pye of Public Works Department. Site preparation commences.
1901	Main building contract commences.
1905	Building completed, but named Executive Building with relocation of Premier and Cabinet offices from Treasury Building.
1905	Queensland Art Gallery opens in rooms on third floor and remains here for many years.
1905-1970s	Building operates as main location of government offices in Queensland, with Premier and Cabinet rooms and other departments.
1971	Executive Building opens at 100 George Street. Premier and Cabinet relocate to this new building. The building is renamed the Land Administration Building.
1992	The former Land Administration Building announced as part of Brisbane Casino-Hotel Complex.
1992-1994	Work to adapt the building for new uses.
1995	Casino opens. This building adapted for use as hotel, and has operated in this use since that time.

2.3. HISTORICAL THEMES

Historical themes can be used to understand the context of a place, such as what influences have shaped that place over time. The Queensland thematic framework (Blake 2005) includes 10 principal themes and 64 sub-themes in Queensland's history. These themes correlate with national and local historical themes.

Historical themes at each level that are relevant to the former Land Administration Building are provided in **Table 2**.

Table 2 – Historical Themes

QLD Theme	Sub-Theme	Example of Place
1. Working	<ul style="list-style-type: none"> Working in offices 	<ul style="list-style-type: none"> Offices.
2. Building settlements, towns, cities and dwellings	<ul style="list-style-type: none"> Establishing towns and settlements 	<ul style="list-style-type: none"> First facilities; Town reserve; and Key geographical features.
	<ul style="list-style-type: none"> Planning and forming settlements 	<ul style="list-style-type: none"> Street plan.
3. Maintaining order	<ul style="list-style-type: none"> Government and public administration 	<ul style="list-style-type: none"> Government house; Parliament; Local government chambers; Government offices; Town/shire hall; and Residence for government official.
4. Creating social and cultural institutions	<ul style="list-style-type: none"> Cultural activities 	<ul style="list-style-type: none"> Art galleries; Museums; Library; and Reading room.
	<ul style="list-style-type: none"> Commemorating significant events 	<ul style="list-style-type: none"> Memorial – disasters; Monument; and War memorial.

3. PHYSICAL CONTEXT

3.1. VIEWS, LANDSCAPE AND SETTING

The former Land Administration Building has major frontages to William and George Streets, Queens Gardens, and Stephens Lane at the rear. The four elevations of the building are at the street/park alignment, with an open courtyard in the centre. Access is provided from Queens Gardens into the ground floor of the building. This access was created as part of the Treasury Casino development in the mid-1990s. The building occupies the entire site and there is little or no landscaping associated with the building.

The building has a major presence in the townscape of the city and is a major component of the George and William Street streetscapes. Significant views to the building exist from Elizabeth, William and George Streets across Queens Gardens (Figures 14 and 15).



Figure 14 – Existing views

Source: Google Earth & Urbis 2016

Add view up Charlotte Street, along George Street from Harris Tce and along William from the Public Service Club. Amend left hand view so it orients to LAB from Victoria Bridge



Figure 15 – View from Elizabeth Street

Source: Urbis 2016

The Treasury Building forms the eastern edge of a grouping of early buildings including the former Treasury Building, the former State Library and the Family Services Building (the latter is outside the QWB PDA). The visual relationship between these buildings is considered significant (Figure 14).

The Land Administration Building is an important part of the historic George and William Street streetscapes. Views of the building from Victoria Bridge and South Bank are also considered to be important.

3.2. BUILDING EXTERIOR

Overall, the exterior of the former Land Administration Building survives highly intact. The building is four storeys, with an overall square to rectangular footprint. The architectural detailing of the building exemplifies the Edwardian Baroque style. Its form is complementary to the former Treasury Building, being a perimeter block building with central courtyard.

It has a steel and concrete frame, is clad in sandstone panels and sits on a granite plinth. The granite is comprised of alternating courses of Enoggera and Mt Crosby granite. Elevations to George and William Streets feature rustication on the lower two storeys. These storeys support a colonnade of Ionic order columns with recessed balcony behind. The colonnade is terminated at each corner of the building by projecting pavilions. A centrally positioned pavilion at the Queens Gardens elevation further breaks the arrangement of the colonnade. This pavilion features an open segmental pediment, which supports a sculpture depicting agriculture and mining.

The masonry of the building is accentuated with fine wrought iron detailing on balustrades, railings and gates.

The entry vestibules at William and George Streets feature stained glass imagery, which is varied in each entry. At William Street is a sower, reaper, pioneer and squatter; at George Street is a tiller and herdsman. The latter also features an inset marble tablet, with the speech of King George V on 25 April 1916, which established the ANZAC Day tradition.

3.3. BUILDING INTERIOR

Internally, a wide hallway spans most of the building, accessing the rooms. This hallway does not continue through the portion of the building located on Stephens Lane.

Similarly to the former Treasury Building, the facades which open to the central courtyard feature cast iron balconies providing circulation around the perimeter.

The key internal spaces include rooms formerly used for the Executive Council Chamber, the Land Court, and offices of the Premier and the Minister of Lands. The latter has a private access to George Street. These rooms have fine detailing including coffered plaster ceilings, and timber dado panels. Stained glass windows feature in the former Executive Council Chamber.

The former Cabinet Lounge on the first floor, the former Cabinet Room and former Premier's Suite on the second floor, and the former Queensland Art Gallery on the third floor largely survive, although with some subdivision and insertion. All rooms include special joinery and decoration, and features such as clerestory and port-hole windows, timber wall panelling, and leadlight windows.

Most rooms on the first to third floors have been adapted as hotel rooms or suites, with added ensuite bathrooms which typically have lowered plasterboard ceilings which are used to conceal and reticulate services, in particular air conditioning. Additional hotel rooms were constructed on the fourth floor, expanding the habitable area of that level.

3.3.1. First World War Honour Board

The First World War Honour Board was erected by Lands Department employees in 1917 as a tribute to fellow staff on active service (**Figure 16**). It was unveiled on 2 May of that year, and wreaths are laid below the board on ANZAC Day each year (QHR 600117).

Affixed to the wall of the main corridor of the first floor of the building, this item of moveable heritage commemorates the officers of the Lands Department who served in World War I as part of the Australian Imperial Forces. It is formed of Queensland silky oak, 2m x 2.5m in size, and features a central panel with the Queensland Coat of Arms and the names of the men who served. A stippled lotus pattern is carved in relief in the lower section, and a rich moulding of laurel leaves is in the upper left hand corner. Within the laurels is an oval shaped metal plaque depicting a cavalry charge and infantry soldiers, formed in bas relief. It was restored by the Lands Department in 1981.



Figure 16 – WWI Honour Board

Source: QHR 600117

3.4. CURTILAGE

A heritage boundary, or curtilage, has been prepared for the site of the former Land Administration Building by officers of the DEHP and approved by the Queensland Heritage Council as an appropriate curtilage for the place.

The curtilage for the Land Administration Building is cadastrally based, comprising 3674m² on Lot 682 on CP855445.

3.5. CONDITION AND INTEGRITY

3.5.1. Condition

Given the issues with access to the building and those parts of the building that were unavailable to investigate, the condition of the building was not generally noted during the inspections.

However, it is evident that as a regularly used building and as one of the major hotels of the city the building is in a fine working condition and no issues relating to condition are known. Vast sums have been expended by the current operators on stonework conservation of the external elevations of the building.

3.5.2. Integrity

The integrity of the building is very good. While some changes have of course been made to the building over time as part of the hotel adaptation, overall the building remains quite intact.

Changes made as part of the casino adaptation work in the 1990s were minor and included the new entrance from ~~Queen's~~ ^{Queens} Gardens, new openings to the yard to Stephens Lane, and additional accommodation, plant, walkways, and services to the fourth floor and roof. A canopy was built over the William Street entrance. Signs and lighting were also added.

Since the casino and hotel opened there have been only very minor changes made, and these have had little impact on the remaining significant fabric, with all work addressed as Permitted Variation Work or approved as Minor Variation Work under the Brisbane Casino Agreement. All facades except Stephens Lane have been the subject of recent sandstone conservation works.

Internally, the planning of the building survives largely intact with double-loaded corridors except to the rear Stephens Lane wing where rooms are accessed by a colonnade facing the open courtyard. Some walls were also opened out to enlarge and interconnect spaces, particularly on the ground floor, where a new entrance was also provided from ~~Queen's~~ ^{Queens} Gardens. Other entrances from William and George Streets remain intact, and feature suites of stained glass, and early stairs to each of the William Street and George Street sides also survive. A 1933 lift car and cage survives near the George Street entry.

In terms of fabric, most early walls, floors, and ceilings survive, with some concealed. Early cedar joinery, French polished, varnished and painted, largely survives. Many early doors and fireplaces survive. No early colour schemes are understood to survive and floor coverings are recent and have been upgraded regularly. Some early door and window hardware survives and has been supplemented by later hardware including electronic door locks. Window coverings including blinds are recent additions.

Changes made as part of the casino adaptation work in the 1990s include the provision of building services and plant, toilets and bathrooms, additional lifts and fire stairs, bars and a kitchen, and the subdivision of larger spaces to form hotel rooms and suites on all levels except the ground floor.

The full impact of the adaptation was to some extent mitigated by containing most back-of-house and support spaces within a new basement, and under ~~Queen's~~ **Queens** Garden.

In designing new work, an approach was taken whereby there was freedom to change applied decoration and furniture, and other fabric introduced as part of the Casino adaptation. Since the Brisbane Casino-Hotel Complex opened there have been only several changes made to the interiors, and these have been made with little impact, if any, on the remaining significant fabric, with all work addressed as Permitted Variation Work or approved as Minor Variation Work under the Brisbane Casino Agreement. That work has typically been confined to redecoration.

Changes are generally clearly legible as such, although the original approach was to subtly identify new work through simplification of mouldings and details, which is mostly illegible. Opening in walls to public areas were identified by chamfered edges to the reveals and thin black shadow-line margins, in most cases applied black vinyl strips. New walls are typically light-weight stud framed, ceilings are flush plasterboard, and fire rated and some hotel room entry doors have applied mouldings.

3.6. HISTORICAL ARCHAEOLOGICAL POTENTIAL

Historical archaeology is the study of the past using physical evidence in conjunction with historical sources. It focuses on the objects used by people in the past and the places where they lived and worked. It can tell us about the way things were made and used and how people lived their daily lives. Archaeology is not just about objects and remains; it is also about landscapes and links between sites.

~~Archaeological Potential is defined as (Heritage Office & Department of Urban Affairs & Planning 1996):~~

~~The degree of physical evidence present on an archaeological site, usually assessed on the basis of physical evaluation and historical research. Common units for describing archaeological potential are:~~

Replace with text on next page

- ~~• Known archaeological features/sites (high archaeological potential);~~
- ~~• Potential archaeological features/sites (medium archaeological potential); and~~
- ~~• No archaeological features/sites (low archaeological potential).~~

It is essential to identify areas of archaeological potential in order to prepare measures to protect and conserve the archaeological record, and to assist in providing recommendations for further investigation.

3.6.1. Summary

The archaeological potential of the former Land Administration Building can be divided into two categories, as follows:

- **Low (blue).**

Prior to the construction of this building, the United Evangelical Church (later the Telegraph Office) was located on the corner of George Street and Stephens Lane. Prior to this the Commissariat Officers Quarters and Chaplains Quarters were located around the central portion of the current building.

The site was substantially excavated as part of the building's construction; therefore, it is unlikely that any archaeological evidence remains, with the exception of the atrium/courtyard area.

- **Moderate (yellow).**

There is moderate potential for sub-surface remains to be present below the atrium/courtyard of the building due to the lesser degree of disturbance.

The historical archaeological potential of the place is shown in **Figure 17**.

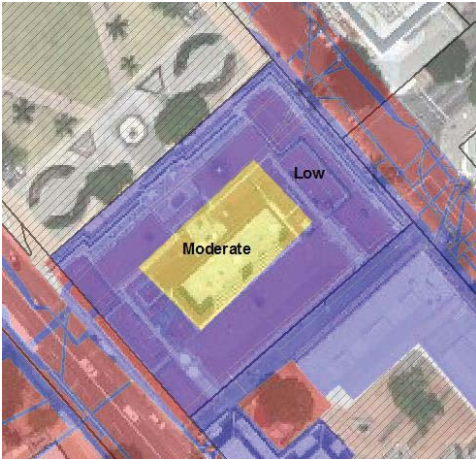


Figure 17 – Archaeological Potential of Land Administration Building

Source: Urbis 2016

Replace strikethrough under 3.6 with:

High archaeological potential: Where archaeological features are known to exist, and the level of ground disturbance is understood and has not impacted on the archaeological record.

Moderate archaeological potential: Where historic features are known to have existed in the past, and the level of disturbance is either unquantified or has not extended beyond the surface layers.

Low archaeological potential: Where historic features are known to have existed in the past, but historical evidence indicates that the area below the surface has been disturbed. Where no documented features have existed in the past, but the level of ground disturbance is understood and has not impacted on the archaeological record.

No archaeological potential: No archaeological remains possible due to prior substantial disturbance that has been recorded such as excavation.

4. CULTURAL SIGNIFICANCE

Before making decisions to change a heritage item, an item within a heritage conservation area, or an item located in proximity to a heritage listed item, it is important to understand its values and the values of its context. This leads to decisions that will retain these values in the future. Statements of heritage significance summarise a place's heritage values – why it is important, and why a statutory listing was made to protect these values.

4.1. ABOUT CULTURAL SIGNIFICANCE

Cultural significance is the term used to embrace the range of qualities that make some places especially important to the community, over and above their basic utilitarian function. These places are usually those that help understand the past, enrich the present, and that will be of value to future generations.

The Burra Charter defines cultural significance as aesthetic, historic, scientific or social value for past, present, or future generations.

It is a simple concept, helping to identify and assess the attributes that make a place of value to people and society. An understanding of it is therefore basic to any planning process involving historic buildings or places. Once the significance of a place is understood, informed policy decisions can be made which will enable that significance to be retained or revealed. A clear understanding of the nature and level of the significance of a place not only suggests constraints on future action, it also introduces flexibility into the process by identifying areas which can be adapted or developed with greater freedom.

4.2. SIGNIFICANT ASSESSMENT

Table 3 presents an assessment of the significance of the former Land Administration Building, taken from the existing QHR entry.

Table 3 – Assessment of Heritage Significance

Criteria	Significance Assessment	
A – Historical Significance /Scientific Significance <i>The place is important in demonstrating the evolution or pattern of Queensland's history</i>	<i>As the most important building constructed by the Queensland government during the economic recovery of the early 1900s, the Land Administration Building is important in demonstrating the pattern of Queensland's history.</i>	
Significance Indicators	State threshold indicators	
<ul style="list-style-type: none"> ▪ Product, result or outcome of an event, phase, movement, process, activity or way of life that has made a strong, noticeable or influential contribution to the evolution or pattern of our development of our society or of our environment. <input checked="" type="checkbox"/> ▪ Example of a process or activity that has made a strong, noticeable or influential contribution to the evolution or pattern of our development of our society or of our environment. <input checked="" type="checkbox"/> ▪ Influenced by an event, phase, movement, process, activity or way of life that has made a strong, noticeable or influential contribution to the evolution or pattern of our development of our society or of our environment. <input checked="" type="checkbox"/> ▪ Has influenced an event, phase, movement, process, activity or way of life that has made a strong, noticeable or influential contribution to <input checked="" type="checkbox"/> 	<ul style="list-style-type: none"> ▪ Regional importance <input checked="" type="checkbox"/> ▪ Earliness <input type="checkbox"/> ▪ Representativeness <input checked="" type="checkbox"/> ▪ Distinctiveness/Exceptionality <input checked="" type="checkbox"/> ▪ Rarity <input type="checkbox"/> 	

Criteria	Significance Assessment	
<p>the evolution or pattern of our development of our society or of our environment.</p> <ul style="list-style-type: none"> ▪ Site of or associated with an event, or activity that has made a strong, noticeable or influential contribution to the evolution or development of our society or of our environment. <input checked="" type="checkbox"/> ▪ Symbolic association with an event, or activity that has made a strong, noticeable or influential contribution to the evolution or development of our society or of our environment. <input checked="" type="checkbox"/> 		
<p>B – All Aspects of Heritage Significance</p> <p><i>The place has rare, uncommon or endangered aspects of Queensland’s cultural heritage.</i></p>	Does not meet this criterion	
<p>Significance Indicators</p> <ul style="list-style-type: none"> ▪ Way of life (including fashion, taste and aspiration) that once was common but is now rare or that has always been uncommon or is endangered. <input type="checkbox"/> ▪ Custom that was once common but is now rare or uncommon or no longer practised or has always been uncommon or is endangered. <input type="checkbox"/> ▪ Process that was once common but is now rare or uncommon or no longer practised or has always been uncommon or is endangered. <input type="checkbox"/> ▪ Function that was once common but is now rare or uncommon or no longer practised or has always been uncommon or is endangered. <input type="checkbox"/> ▪ Land use that was once common but is now rare or uncommon or no longer practised or has always been uncommon or is endangered. <input type="checkbox"/> ▪ Design or form that was once common but is now rare or uncommon or no longer practised or has always been uncommon or is endangered. <input type="checkbox"/> 	<p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Intactness/Integrity <input type="checkbox"/> ▪ Distinctiveness <input type="checkbox"/> ▪ Exceptionality <input type="checkbox"/> 	
<p>C – Scientific Significance/Historical Significance</p> <p><i>The place has potential to yield information that will contribute to an understanding of Queensland’s history.</i></p>	Does not meet this criterion	
<p>Significance Indicators</p> <ul style="list-style-type: none"> ▪ Potential to contribute new knowledge about Queensland’s history <input type="checkbox"/> ▪ Potential to contribute knowledge that will lead to a greater understanding of particular aspects of Queensland’s history <input type="checkbox"/> ▪ Potential to contribute knowledge that will aid in comparative analysis of similar places <input type="checkbox"/> 	<p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Earliness <input type="checkbox"/> ▪ Rarity <input type="checkbox"/> ▪ Extensiveness <input type="checkbox"/> ▪ Intactness <input type="checkbox"/> 	

Criteria	Significance Assessment	
<p>D – Architectural Significance/ Historical Significance</p> <p><i>The place is important in demonstrating the principal characteristics of a particular class of cultural places.</i></p> <p>Significance Indicators</p> <p>Exemplifies or illustrates in the surviving fabric:</p> <ul style="list-style-type: none"> ▪ A way of life or custom that has made a noticeable contribution to the pattern or evolution of Queensland’s history <input type="checkbox"/> ▪ The impact of an ideology, value or philosophy on Queensland’s history <input checked="" type="checkbox"/> ▪ A process or land use that has made a strong contribution to the pattern or evolution of Queensland’s history <input checked="" type="checkbox"/> ▪ A function that has been an important part of the pattern of Queensland’s history <input checked="" type="checkbox"/> ▪ The work of a designer who made an important contribution to Queensland’s built environment <input checked="" type="checkbox"/> ▪ An architectural style or form that has made an influential or noticeable contribution to the pattern or evolution of Queensland’s built environment <input checked="" type="checkbox"/> ▪ A construction technique or particular use of materials that has made a conspicuous or early contribution to the evolution of Queensland’s built environment <input checked="" type="checkbox"/> ▪ Variations within, or the evolution of or the transition of, the principal characteristics of a class of cultural places <input checked="" type="checkbox"/> 	<p><i>The highly intact Lands Administration Building is important in demonstrating the principal characteristics of Edwardian Baroque public architecture, and is the finest example of its type constructed in Queensland.</i></p> <p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Intactness/Integrity <input checked="" type="checkbox"/> ▪ Earliness <input type="checkbox"/> ▪ Rarity/uncommonness <input checked="" type="checkbox"/> ▪ Exceptionality <input checked="" type="checkbox"/> 	
<p>E – Aesthetic Significance/Architectural Significance</p> <p><i>The place is important because of its aesthetic significance.</i></p>	<p><i>The building is important in exhibiting particular aesthetic characteristics valued by the community, and by architectural historians in particular, the accomplished design, detailing, materials and workmanship, its townscape contribution, particularly in relation to the adjacent buildings and sites and the aesthetic quality and connotations of the associated artworks and furnishings, including the stained glass and sculptural work</i></p>	
<p>Significance Indicators</p> <p>Demonstrates or possesses:</p> <ul style="list-style-type: none"> ▪ Beautiful attributes <input checked="" type="checkbox"/> ▪ Natural beauty or natural aesthetic quality <input checked="" type="checkbox"/> ▪ Picturesque attributes <input type="checkbox"/> ▪ Evocative qualities <input checked="" type="checkbox"/> ▪ Expressive attributes <input checked="" type="checkbox"/> 	<p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Intactness <input checked="" type="checkbox"/> ▪ Integrity <input checked="" type="checkbox"/> ▪ Degree of deterioration <input checked="" type="checkbox"/> ▪ Setting and location context <input checked="" type="checkbox"/> ▪ Demonstrated representation <input checked="" type="checkbox"/> 	

Criteria	Significance Assessment	
<ul style="list-style-type: none"> ▪ Landmark quality <input checked="" type="checkbox"/> ▪ Streetscape contribution <input checked="" type="checkbox"/> ▪ Symbolic meaning <input checked="" type="checkbox"/> 		
<p>F – Aesthetic Significance/Architectural Significance/Other Significance</p> <p><i>The place is important in demonstrating a high degree of creative or technical achievement at a particular period.</i></p>	Does not meet this criterion	
<p>Significance Indicators</p> <ul style="list-style-type: none"> ▪ Displays artistic value <input type="checkbox"/> ▪ Displays architectural excellence <input type="checkbox"/> ▪ Is innovative or develops new technology <input type="checkbox"/> ▪ Represents a breakthrough in design or construction technique <input type="checkbox"/> ▪ Is a particularly appropriate solution to a technical problem that extends the limits of existing technology <input type="checkbox"/> ▪ Adapts technology in a creative manner <input type="checkbox"/> 	<p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Intactness/integrity <input type="checkbox"/> ▪ Peer recognition/award <input type="checkbox"/> 	
<p>G – Social Significance</p> <p><i>The place has a strong or special association with the life or work of a particular person, group or organisation of importance in Queensland's history</i></p>	<p><i>The Land Administration Building has a strong and special association with the role and prestige of government, being an integral member of the most prominent, important and cohesive group of government buildings in Queensland.</i></p>	
<p>Significance Indicators</p> <ul style="list-style-type: none"> ▪ Important to the community as a landmark, marker or signature <input checked="" type="checkbox"/> ▪ A place which offers a valued, customary experience <input checked="" type="checkbox"/> ▪ A popular meeting or gathering space <input type="checkbox"/> ▪ Associated with events having a profound effect on a particular community or cultural group <input type="checkbox"/> ▪ A place of ritual or ceremony <input type="checkbox"/> ▪ Symbolically representing the past in the present <input checked="" type="checkbox"/> ▪ A place of essential community function leading to a special attachment <input checked="" type="checkbox"/> 	<p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Length of association <input checked="" type="checkbox"/> ▪ Demonstrated extent and degree of community association <input checked="" type="checkbox"/> ▪ Significant former association <input type="checkbox"/> 	
<p>H – Historical Significance</p> <p><i>The place has a strong or special association with a particular community or cultural group for social, cultural or spiritual reasons</i></p>	<p><i>The Land Administration Building has a strong and special association with the role and prestige of government, being an integral member of the most prominent, important and cohesive group of government buildings in Queensland.</i></p>	

Criteria	Significance Assessment	
	<i>The building has a special association with Queensland Executive government for nearly seven decades and with important Queensland architect Thomas Pye, being one of his major works.</i>	
Significance Indicators	State threshold indicators	
Has a special association with:		
<ul style="list-style-type: none"> ▪ A person who has made an important or notable contribution to the evolution or development of our society or our physical environment <input checked="" type="checkbox"/> ▪ A group of people who have made a notable contribution to the evolution or development of our society or our physical environment <input type="checkbox"/> ▪ An organisation who has made a notable contribution to the evolution or development of our society or our physical environment <input checked="" type="checkbox"/> 	<ul style="list-style-type: none"> ▪ Importance of the person, group or organisation in Queensland's history <input checked="" type="checkbox"/> ▪ Length of association <input type="checkbox"/> ▪ Degree or extent of the association <input checked="" type="checkbox"/> ▪ Influence of the association <input checked="" type="checkbox"/> 	

4.3. STATEMENT OF SIGNIFICANCE

The following statement of significance is from the Queensland Heritage Register entry for this place. The statement of cultural significance below is adopted as the statement of cultural significance in this CMP for the former Land Administration Building.

As the most important building constructed by the Queensland government during the economic recovery of the early 1900s, the Land Administration Building is important in demonstrating the pattern of Queensland's history.

The highly intact Lands Administration Building is important in demonstrating the principal characteristics of Edwardian Baroque public architecture, and is the finest example of its type constructed in Queensland.

The building is important in exhibiting particular aesthetic characteristics valued by the community, and by architectural historians in particular, the accomplished design, detailing, materials and workmanship, its townscape contribution, particularly in relation to the adjacent buildings and sites and the aesthetic quality and connotations of the associated artworks and furnishings, including the stained glass and sculptural work

The Land Administration Building has a strong and special association with the role and prestige of government, being an integral member of the most prominent, important and cohesive group of government buildings in Queensland.

4.4. LEVELS OF SIGNIFICANCE

The level of heritage significance of a place and its components also needs to be considered. Different components of a place may make up different relative contributions to its heritage value, and integrity and condition also need to be taken into account.

Table 4 describes levels of significance and justification, adapted from the New South Wales Heritage Office guideline *Heritage Manual 2: Assessing Heritage Significance*, considered to be best practice in heritage conservation across Australia (NSW Heritage Office 2001).

Table 4 – Levels of Significance




Level of Significance	Justification
Exceptional	<ul style="list-style-type: none"> • Rare or outstanding elements that are potentially of National significance and which directly contribute to the place’s overall heritage significance. • Retains a high degree of integrity and intactness in fabric or use. • Any change should be minimal and retain significant values or fabric.
High	<ul style="list-style-type: none"> • Element demonstrates a key aspect of the place’s significance and the element directly contributes to the place’s overall heritage significance. • Possesses a high degree of original fabric or retains the original use. • Any change should be minimal and retain significant values or fabric.
Moderate	<ul style="list-style-type: none"> • Element contributes to the place’s overall heritage significance. • May have been altered but they still have the ability to demonstrate a function or use particular to the site. • Reproduced Reconstructed elements which are not original but have contributory significance in contributing to the character of the place. • Changes may be appropriate so long as it does not adversely affect the place’s overall heritage significance.
Little	<ul style="list-style-type: none"> • Element may be difficult to interpret or may have been substantially modified which detracts from its heritage significance. • Changes may be appropriate long as it does not adversely affect the place’s overall heritage significance.
Neutral	<ul style="list-style-type: none"> • Elements do not add or detract from the site’s overall heritage significance. • Changes may be appropriate long as it does not adversely affect the place’s overall heritage significance.
Intrusive	<ul style="list-style-type: none"> • Elements are damaging to the place’s overall heritage significance. • May be considered for removal or alteration.


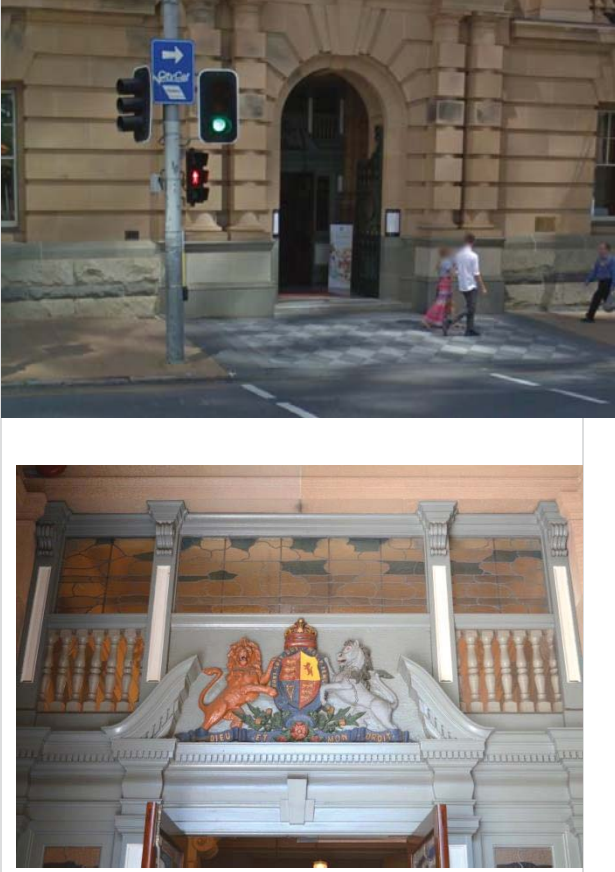
4.5. SCHEDULE OF SIGNIFICANT ELEMENTS




Various elements of the former Land Administration Building have been graded below in relation to their contribution to the site’s overall heritage significance. Elements including built form, structure, landscape and equipment that are located within the site’s curtilage are outlined below in **Table 5** along with their level of significance in accordance with the assessment table at **Table 4**.




If, as a result of further investigation, early or additional fabric is revealed, this schedule is to be reviewed.




Table 5 – Gradings of Heritage Significance



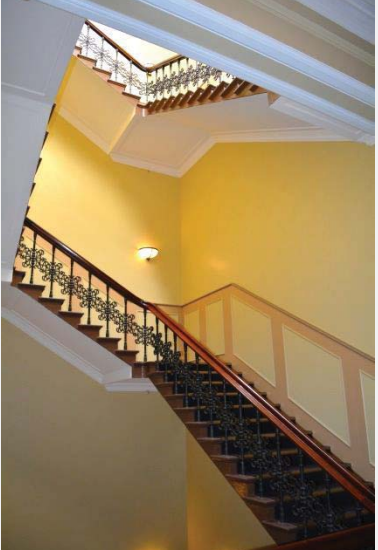
Structure, Space or Element	Location	Photograph	Level
EXTERIOR			
The external form and scale of the building generally, including the William Street, Stephens Lane, George Street and Queen's Gardens elevations	Viewed from public realm areas, streets and Queen's Gardens Queens		High
Stonework to external elevations	George and William Streets, Stephens Lane and Queen's Gardens Queens		High
Fenestration generally unless otherwise noted	External elevations		High




Structure, Space or Element	Location	Photograph	Level
Low stone fence and iron railing	Stephens Lane		High
Timber entrance doors with leadlight detailing and crest	Entrances, George and William Streets		High




Structure, Space or Element	Location	Photograph	Level
Entry portico and staircase, terrazzo floors, wrought iron gates	George Street		High
Arcades	Exterior elevations		High
Roof Lanterns	Roof		High



Structure, Space or Element	Location	Photograph	Level
Rainwater goods	Exterior		High
Roof form and roof sheeting	Roof	 <p data-bbox="715 1218 999 1252">(Google Earth Imagery)</p>	<p>Main roof form: High</p> <p>Roof sheeting: Moderate</p>
Modern entrance to Queens Gardens	Ground floor		<p>Highway</p> <p>Windows:</p> <p>Doors and</p> <p>Stairs:</p> <p>Central</p> <p><i>reformat</i></p>
INTERIOR			

Structure, Space or Element	Location	Photograph	Level
Original lift	George Street entrance lobby		High
Timber joinery (doors, skirtings, architraves, window framing, fireplace surrounds)	All floors		High
First World War honour board			High

Structure, Space or Element	Location	Photograph	Level
Double loaded corridor plan form	All floors		High
Tiled dado (concealed)	Staircases		High
Original staircases, cast iron balustrades, newel posts, timber handrails, mosaic encaustic tiles on landings (concealed)	Various floors		High

Structure, Space or Element	Location	Photograph	Level
<p>The former Cabinet Lounge, former Cabinet Room, former Premier's Suite, former Art Gallery room – timber joinery, pilaster, ceiling</p>	<p>Various floors</p>		<p>High</p>
<p>Fireplaces</p>	<p>Various floors</p>		<p>High</p>
<p>Hotel suites, former office spaces</p>			<p>High</p>

Structure, Space or Element	Location	Photograph	Level
Courtyard space and volume, cast iron walkways	Centre of building		High
Bulkheads concealing services	Interior general		Neutral
Hotel fixtures and fittings	All floors		Neutral

Structure, Space or Element	Location	Photograph	Level
Awnings, canopies and signs	Various locations		Neutral
Removed original and early fittings and other fabric	Held in off-site storage		High

5. KEY ISSUES

This section outlines all the factors likely to present opportunities and constraints for the former Land Administration Building.

5.1. HERITAGE LISTINGS

The heritage listings identified in **Table 6** apply to the subject site.

Table 6 – Heritage Listings

Type of Listing	Name of Item	Details
STATUTORY LISTINGS		
Queensland Heritage Register under the <i>Queensland Heritage Act 1992</i> (items of state significance)	Land Administration Building	Site QHR ID 600123
Brisbane City Plan 2014 City Plan Heritage Register Local Heritage Overlay (items of local significance)	Hotel Conrad, Land Administration Building (former) – Executive Building (former)	Registered
NON-STATUTORY LISTINGS		
Register of the National Estate Non-statutory archive of items of local, state or national significance	Land Administration Building (former)	Registered Site ID 8330
National Trust of Australia (Queensland) (items of local, state or national significance)	Treasury, a Heritage Hotel	BNE 1/63
AIA (QLD) Register of Significant Queensland 20 th Century Architecture	Former Land Administration Building	
Monument Australia (non-statutory listings of monuments and plaques throughout Australia)	Department of Public Lands Roll of Honour	
Queensland War Memorial Register	Lands Administration Department Honour Board	

5.2. STATUTORY OBLIGATIONS

5.2.1. Economic Development Act 2012

The Queen's Wharf Brisbane Priority Development Area was declared on 28 November 2015. The governing legislation for a PDA is the Economic Development Act 2012 (Qld) (ED Act) and the Minister for Economic Development Queensland (MEDQ) is the assessing authority for PDA development applications. The MEDQ has the power under the ED Act to nominate an assessing authority for a PDA development application.

On 28 January 2016, the Queen's Wharf Brisbane PDA Development Scheme was approved by the Queensland Government and all development proposed within the PDA will be assessed against the Development Scheme. It is an offence to carry out PDA assessable development without a PDA development permit.

In relation to development of a Heritage Place, the Development Scheme provides that it is assessable development and that development should demonstrate practical conformance with the requirements, standards and guidance identified in *Developing heritage places: Using the development criteria* (DEHP 2013a), and the guiding principles of the Burra Charter.

The MEDQ may give weight to the QHA and it is likely that DEHP will play a role in the assessment of development of the Heritage Place.

5.2.2. Queensland Heritage Act 1992

The QHA makes provision for the conservation of Queensland's cultural heritage by protecting all places and areas listed on the QHR.

A place may be entered in the Heritage Register if it is of cultural heritage significance and satisfies one or more of the following criteria:

- (a) *The place is important in demonstrating the evolution or pattern of Queensland's history.*
- (b) *The place demonstrates rare, uncommon or endangered aspects of Queensland's cultural heritage.*
- (c) *The place has potential to yield information that will contribute to an understanding of Queensland's history.*
- (d) *The place is important in demonstrating the principal characteristics of a particular class of cultural places.*
- (e) *the place is important in exhibiting particular aesthetic characteristics valued by the community or a particular cultural group.*
- (f) *The place is important in demonstrating a high degree of creative or technical achievement at a particular period.*
- (g) *The place has a strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.*
- (h) *The place has a special association with the life or work of a particular person, group or organisation of importance in Queensland's history.*

The QHA is administered by DEHP.

5.2.3. Building Code of Australia

The *Building Code of Australia* (BCA) guides all construction work in Australia. Under the *Local Government (Approvals) Regulation 1993* the consent authority has the discretionary power to require that existing buildings comply with current building standards, as a condition of approval for proposed works to the building. The BCA provisions relate to fire safety, access and egress, and services and equipment.

Any strategies or solutions to ensure that components of the place comply with the BCA should be driven by the cultural significance of the place. Where necessary, alternative solutions and performance based outcomes should be pursued to ensure the intent of the code is met without adversely impacting on significant fabric. Professional advice should always be obtained.

5.2.4. Disability Discrimination Act 1992

Under Section 23 of the *Disability Discrimination Act 1992* (DDA) it is unlawful to discriminate against a person on the basis of a disability, and therefore all buildings, including heritage buildings are subject to the requirements of the DDA. This includes the provision of equitable access ramps and or lifts to buildings and accessible car parking spaces and toilets (Heritage Victoria 2008).

5.2.5. Brisbane Casino Agreement Act 1992

As part of the Brisbane Casino-Hotel Complex, the operation and use of the building has been in accordance with the *Brisbane Casino Agreement Act 1992*.

The QHA and ED Act do not currently apply to this site. The provisions of the *Brisbane Casino Agreement Act 1992* render all other legislation as not relevant. See **Section 5.5**.

5.3. NON-STATUTORY CONSIDERATIONS

The following outlines non-statutory considerations relevant to the place including non-Statutory listings in registers.

5.3.1. National Trust of Australia (Queensland)

The National Trust of Australia (Queensland) (NTAQ) is a community based organisation that promotes and seeks to protect important natural and cultural Heritage Places across the state.

The NTAQ maintains two heritage registers:

1. **NTA Qld Heritage Register** – In the 1960s the National Trust began compiling a list of places of cultural heritage significance in Queensland, which was subsequently formalised into the Register of NTAQ which contains individual buildings, precincts, natural environment places or culturally significant artefacts.
2. **NTA Qld Tree Register** – In the 1980s the Register of Significant Trees was introduced as an independent register. Since 2011, NTAQ has been conducting an audit of the trees in its Register. Significant trees in Queensland are steadily being added to the National Register of Significant Trees.

5.4. CURRENT PROPOSAL

A comprehensive overview of the proposed development, including timeframes for each of the precincts can be found within the Plan of Development (PoD) (refer to **Volume 2: Plan of Development** prepared by Urbis).

5.5. MANAGEMENT FRAMEWORK

While the site is owned by the Queensland Government, the former Land Administration Building has been part of the 75-year lease for the overall Treasury Casino development since the 1990s – the Brisbane Casino-Hotel Complex.

As part of the Brisbane Casino-Hotel Complex, the operation and use of the building has been in accordance with the *Brisbane Casino Agreement Act 1992* (BCAA).

The building has been used as the main hotel for the casino operation since the facility first opened in 1995.

5.5.1. Management Plans and Guidelines

Any proposed work to the building or site must be approved in accordance with the relevant provisions of the *Brisbane Casino Agreement Act 1992* which contains heritage provisions and allows for an approvals process for works to the building and site.

The Brisbane Casino-Hotel Complex was developed under the BCAA. This Act of the Queensland Parliament is an act to authorise the entering into of an agreement for the development and operation of the Brisbane Casino, and for related purposes.

The Act clearly states that the assessment of any development proposals for the Brisbane Casino-Hotel Complex and the casino site is undertaken in accordance with the provisions of the Act, and no other development legislation. Clause 13 of the Act states as follows:

- a) *Any Development Legislation in force in the Local Government Area in which the Brisbane Casino-Hotel Complex and the Site is situated should not apply to the Development of the Brisbane Casino-Hotel Complex or the Site except to the extent provided for in this Agreement.*
- b) *For the purposes of the Integrated Planning Act 1997, the Development of the Brisbane Casino-Hotel Complex or the Site (other than Prescribed Works) should be exempt development.*

The Brisbane Casino Agreement Amendment Act 2016 applies to the former Land Administration Building and the Plan of Development (PoD) will apply when there is a change of use on the site from a casino, hotel and incidental uses.

Heritage Management Plan

The proposed development of the former Land Administration Building is guided and informed by the Heritage Management Plan (HMP) (Bucan Architects 2000). The HMP is referred to in the BCAA and is a document prepared by the casino operator to the mutual agreement of the casino operator and the relevant Minister.

The HMP is to be consistent with the Heritage Management Principles of the BCAA. These Heritage Management Principles are defined as follows:

Heritage Management Principles means the following principles for the heritage management of the Heritage Places—

- a) *The Use of the Heritage Places to house a casino-hotel requires frequent changes to decoration and presentation during the Lease Period. In the long term such changes generally do not harm the Cultural Heritage Significance of the Heritage Places.*
- b) *A clear distinction must be made between the Heritage Places themselves and the casino-hotel and furniture and fitments which are temporary and benign and without Cultural Heritage Significance.*
- c) *The Heritage Places are to be used like a theatre stage, equipped to work and dressed to create the atmosphere required by the casino-hotel function. It is a decision for the Company to decide the style “stage set”, to change it from time to time and to make judgements about the taste.*
- d) *The aim is to protect for the future the Fabric of the Heritage Places that is of Cultural Heritage Significance. It is understood that some elements, even though they are of Cultural Heritage Significance, may be hidden from view during the Lease Period. These hidden elements are to be protected from damage.*
- e) *(e)The taste and judgment applied to the temporary decoration and furnishings of areas which are—*
 - (i) not of special Cultural Heritage Significance can be undertaken in most cases as Permitted Variation Work; and*
 - (ii) of special Cultural Heritage Significance can be undertaken in most cases with approval for Major Variation Work or Minor Variation Work.*

Refer to the HMP for further details.

5.5.2. External Stakeholders

The following key stakeholders have an interest in the former Land Administration Building and should be consulted about any changes in the future:

- QHC;
- DEHP; and
- NTAQ.

5.6. OPPORTUNITIES

The former Land Administration Building has been used for more than 20 years as a hotel.

Since the opening of the hotel in 1995 it is understood that few changes have been made to the building. Those changes that have been made have been in accordance with the Heritage Management and Heritage Management Principles.

Major conservation works have been carried out to the four external elevations of the building in recent years.

The hotel use of this building is likely to continue in the future. Overall in heritage terms this has proved to a compatible use. The former Land Administration Building is one of the best heritage buildings in the city. The accommodation provided is of high quality and the hotel use allows the general public to visit and engage with the building, its fabric and spaces.

The proposed uses of the former Land Administration Building as part of the QWB redevelopment will ensure this public accessibility and use of the building into the future.

5.7. VISITOR AND PUBLIC ACCESS

The building currently provides DDA access from the William Street elevation, and from the service entrance off Stephens Lane through the courtyard to the ground floor of the building.

The entrance to the building from ~~Queen's~~^{Queens} Gardens is at grade but there are a number of stairs to be navigated internally to reach the ground floor of the building.

There is no compliant access from George Street. Patrons are required to navigate a number of stairs from the street to the ground floor of the building.

5.8. THREATS

5.8.1. Current Condition

The condition of the building has not been assessed as part of this CMP.

Given its current use, public access and long term lease under the existing casino legislation it is understood that the condition of the building is good. No issues regarding condition were readily apparent in the site inspection that was possible.

5.8.2. Adjacent development

The Queen's Wharf Brisbane redevelopment does not envisage any new above ground development in close proximity to the former Land Administration Building that may affect views to and from the building or the streetscape contribution of the building.

6. CONSERVATION POLICY

A conservation policy explains the principles to be followed to retain or reveal a place's heritage significance, and how the significance can be enhanced and maintained. This relies on a full understanding of the item's significance and a review of the constraints and opportunities arising out of that significance.

The following conservation policies have been guided by the significance of the place and are provided to provide clear guidance on the future management of the former Land Administration Building.

6.1. GENERAL APPROACH

Heritage conservation in Australia is guided by the principles of the Burra Charter. The Burra Charter is the accepted standard for heritage conservation in Australia and provides the general philosophies and approaches to conservation analysis for those who make decisions regarding historic buildings or places. A number of fundamental principles provide the basic framework of the charter:

- The place itself is important;
- The aim of conservation is to retain the cultural significance of a place;
- Cultural significance is demonstrated and reflected in its physical fabric, but also in its use, associations and meanings;
- Significance should guide decisions;
- Do as much as necessary, as little as possible;
- Keep records; and
- Do everything in a logical order.

This CMP is a part of this overall process, and is a component in the understanding, investigation and intervention that may be proposed as part of any future use and development of the place.

The Burra Charter contains a number of terms that are used in conservation that are pertinent to this report, and the conservation of the place. These terms and their Burra Charter definitions are as follows:

- **Place** means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views;
- **Cultural significance** means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups;
- **Fabric** means all the physical material including components, fixtures, contents, and objects;
- **Conservation** means all the processes of looking after a place so as to retain its cultural significance;
- **Maintenance** means the continuous protective care of the fabric and setting of a place, and is to be distinguished from repair. Repair involves restoration and reconstruction;
- **Restoration** means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material;
- **Reconstruction** means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material into the fabric;
- **Adaptation** means modifying a place to suit the existing use or a proposed use;
- **Use** means the functions of the place, as well as the activities and practices that may occur at the place;

- **Compatible use** means a use which respects the cultural significance of a place. Such a use involves no, or minimal impact on cultural significance;
- **Setting** means the area around a place, which may include the visual catchment;
- **Interpretation** means all the ways of presenting the cultural significance of a place; and
- **Related place** means a place that contributes to the cultural significance of another place.

Other terms used in this document and their definitions include:

- **Sympathetic** means complementary to the style and character of a heritage item or place;
- **Intactness** means the degree of the early fabric that survives;
- **Integrity** means the degree to which the values of the place are evident and can be understood and appreciated;
- **Must** means a required and reasonably expected outcome; and
- **Should** means the desired outcome and all reasonable steps are to be taken to achieve the outcome. Where an outcome is specified as being 'should' there will be some flexibility to consider options as to how the outcome can be achieved. Options for achieving the outcome are to be tested against the overall significance of the place to ensure the heritage values are not unduly compromised in delivering the outcome.

Policy 1. Conservation of the former Land Administration Building must be carried out in accordance with best heritage conservation practice, the accepted principles and standards of the Burra Charter and associated guidelines, and this CMP.

Policy 2. Prior to any works being undertaken (including conservation, repair or new works), a suitably qualified and experienced heritage consultant must be engaged to provide expert heritage conservation advice and to oversee the appropriate implementation of the works.

Policy 3. A Heritage Impact Assessment (HIA) must be prepared for all works that may have an impact on the significance of the place. The HIA must be prepared by a suitably qualified heritage consultant. The HIA must have regard to the full suite of policies contained within this CMP, be in accordance with State Government guidelines and must be approved by the relevant approving authority prior to commencement of works.

Policy 4. Detailed records should be made of any new work, including repairs and conservation work.

6.2. UNDERSTANDING SIGNIFICANCE

In accordance with Article 6 of the Burra Charter, an understanding of the cultural significance of a place is required in order to maintain, undertake work and plan for future works.

The cultural significance of the former Land Administration Building is based on its association with the era of economic recovery in which it was constructed, the accomplished design and execution of Edwardian Baroque public architectural style including artwork, stained glass and furnishings, and its townscape contribution as a member of the most prominent and cohesive group of government buildings in Queensland

The conservation policies for this place are based on the identification and retention of those elements of the building fabric that demonstrate these aspects and values.

Policy 5. The cultural heritage significance of the former Land Administration Building must be understood prior to proposing works which will alter the appearance or fabric of historic features. The significance schedules at Sections 4.4 and 4.5 of this CMP must be used to guide decisions about the future management of these items.

6.3. SETTINGS AND VIEWS

The Burra Charter recognises that the setting and visual amenity of a place can contribute to a place's cultural significance. The curtilage of each place has been established to aid in protecting the setting. However, there is potential for the setting to be compromised by the introduction of new structures and vegetation. **Queens Gardens is an important component of the setting of the Land Administration Building and the Queens Garden Conservation Management Plan should be read in conjunction with this CMP.** Existing views to the place are described in **Section 3.1**.

- Policy 6. Any new works within the heritage curtilage of the former Land Administration Building must respect the setting of the place.*
- Policy 7. Significant views and vistas to the former Land Administration Building, including views along George and William Streets, must be maintained in any future development through the appropriate height, setbacks, bulk, orientation and placement of new development. Key views from Victoria Bridge and South Bank should also be considered and managed in new developments.*
- Policy 8. The important contribution the Land Administration Building makes to the precinct of former government building around ~~Queen's~~ **Queens** Gardens and the historic streetscapes of George and William Streets must be recognised and maintained.*
- Policy 9. The Land Administration Building was designed with three prominent facades and this prominence must be maintained and conserved.*
- Policy 10. The formal landscaped setting that ~~Queen's~~ **Queens** Gardens provides to the Land Administration Building must be retained and conserved. Significant views of the building from and across the ~~Queen's~~ **Queens** Gardens should be maintained.*
- Policy 11. Replacement of hard and soft landscaping should respect and reflect the heritage place and must not negatively impact on significant views to the heritage place or on the heritage fabric, including through inadequate drainage.*
- Policy 12. New removable, flexible awnings or shade structures may be acceptable on the Stephens Lane elevation. These structures should be simple, lightweight, of modern materials (e.g. canvas or plastic) and must be in a colour and form that respects the heritage place. If affixed to the heritage fabric, the fixing must minimise heritage impacts and be largely reversible.*

6.4. CONSERVATION OF BUILDING FABRIC

The following sections provide detailed advice on conservation of the building fabric at the former Land Administration Building including recommendations on the retention of significant fabric, and the removal of elements which are considered to be detrimental to cultural heritage significance.

6.4.1. Retaining Significant Elements

The degree of intactness of the former Land Administration Building is quite high, despite the adaptation of the building as a hotel. The hotel has proven to be a relatively compatible use given the double loaded corridor room layout, the room sizes and volumes, and the level of finish. Much early fabric remains demonstrating the former use, occupation and visual qualities of the building.

- Policy 13. Features identified as being of high significance at Section 4.5 of this CMP should be retained and conserved, with minimal changes to these elements.*

Add new Policy 14: Elements of moderate significance as presented in Section 4.5 of this CMP contribute to the significance of the place and should be retained and conserved. Some adaptation of these elements may be acceptable as long as it does not adversely affect the place's overall significance.

- The external elevations of the building to both street frontages, ~~Queen's~~ **Queens** Gardens and Stephens Lane should remain intact. Proposals that impact on the integrity of these major elevations must be avoided.*

- Policy 15. The entrances to the Land Administration Building from George and William Streets must be retained as prominent entrances in these streetscapes.*

- Queens
Queen's
- Policy 16. *The external arcades to the Queen's Gardens, William Street and George Street elevations of the building are major compositional elements in the design of the elevations and the building overall. These arcades must be retained and should remain open. Proposals that impact on the integrity of these elements must be avoided.*
- Policy 17. *The low stone wall and iron palisade to Stephens Lane should remain intact. Proposals that impact on the integrity of these elements should be avoided. If changes are required, these should be limited to existing openings and not involve new openings.*
- Policy 18. *The gas lamps to the George and William Street entrances should be retained in-situ.*
- Policy 19. *The courtyard in the middle of the building should remain open to the sky and must not be fully enclosed. If shade structures are proposed for this space these should be predominantly glazed so that views to the sky are maintained and should retain the volume of the courtyard space. Temporary or reversible shade structures on the ground floor are acceptable. The cast iron walkways to this space should be retained. and conserved*
- Policy 20. *The arrangement of the floor levels of double loaded corridors should remain intact.*
- Policy 21. *The original entrance vestibules and foyers throughout the building including significant historic finishes should be retained. Proposals that impact on the integrity of these spaces and elements should be avoided.*
- Policy 22. *Original timber entrance doors (including leadlight detailing, joinery and crests) and the George Street entry portico (including staircase, terrazzo floor and wrought iron gates) must be retained and conserved.*
- Policy 23. *Major rooms such as the Cabinet Lounge, the former Cabinet Room, the former Premier's Suite and the former Art Gallery must be retained and should not be further subdivided.*
- Policy 24. *Original internal masonry walls should be retained in-situ. Where required, openings may be made in these walls for access between spaces but these should be kept to a minimum of number and width, and be subtly identifiable as new work though chamfering edges to the reveals and applying thin black shadow-line margins to walls.*
- Policy 25. *All original external windows, (including openings and glazing) and associated timber joinery should be retained and conserved.*
- Policy 26. *Original and early timber joinery (skirtings, architraves, doors, window frames, fireplace surrounds) should be retained.*
- Policy 27. *Unpainted surfaces such as internal timber joinery and external stonework must remain unpainted.*
- Policy 28. *Original staircases (including balustrading, handrails, etc) throughout the building must be retained.*

Policy 29. *The lift to George Street must be retained but does not need to be operational.*

Add policy 31: Elements that are accurate reconstructions of early or significant fabric are considered to be of moderate significance and these features should be retained because of their contribution to the understanding of the values and appearance of the place.

6.4.2. Elements of Little and Neutral Significance

Elements identified as being of little significance (refer to **Section 4.5**) are not original or reconstructed fabric. These elements comprise new features that contribute somewhat to the significance of the place.

Renumber policies Policy 30. *Elements of little significance as presented in Section 4.5 of this CMP may be replaced in future with more accurate copies based on new evidence, or replaced with a modern, sympathetic alternative, as long as it does not adversely affect the place's overall heritage significance.*

Policy 31. *Neutral elements, which are generally modern works, may be removed or modified to suit new development proposals, as long as it does not adversely affect the place's overall heritage significance.*

6.5. MAINTENANCE AND MONITORING

Maintenance is all the processes by which a place is kept viable for the benefit of its users, visitors and future generations. The desirable standard of maintenance depends on the intensity of use and climatic conditions and should follow the Burra Charter policy of “do as much as is necessary, as little as possible”.

6.5.1. Maintenance Schedule

A regular program of inspections and maintenance is required. Use of specialist advice is appropriate where more technical maintenance may be involved.

The building is currently subject to an existing maintenance program which has been undertaken by the Casino operator since the mid-1990s, in accordance with the provisions of the *Brisbane Casino Agreement Act 1992*.

Policy 32. The existing maintenance program for the building carried out by the Casino operator should continue to be used to retain and conserve the former Land Administration Building for the future.

6.6. REPAIRS

Maintenance and repairs conducted on historic buildings should be sympathetic to the existing architectural and aesthetic heritage values of the place.

6.6.1. Repair Approach

Repairs should be undertaken in accordance with Burra Charter principles including:

- Doing as much as necessary and as little as possible;
- Replacing like with like; and
- Keeping records of changes.

Making a record of changes to historic structures is an important principle of heritage conservation and Articles 31 and 32 of the Burra Charter recommend documenting changes and keeping records of a Heritage Place.

Where original and significant elements need repair materials chosen and the detailing proposed should be the same or similar to those used in the construction of the building.

All repairs to historic buildings should be detailed to minimise the visual and aesthetic impact to the original structure, and records of all alterations should be made and retained for future reference.

Policy 33. All repairs to the former Land Administration Building must be detailed to minimise the impact on the cultural significance of the place and minimise the visual and aesthetic impact on the original structure. Records of the repairs must be retained by the property owner for future reference.

Policy 34. Repairs to the building should be undertaken in order of priority, ensuring that the source of the problem is fixed before making repairs. The existing maintenance program should be used as a guide.

Policy 35. Where original and significant elements need repair and the profiles and materials are known, the materials chosen and the detailing proposed should match those used in the construction of the building.

6.7. FUTURE USE

Future use of heritage registered places is often a vexed issue, and always a critical aspect of conservation. Nearly all uses of a building will cause some changes to the building fabric over time – it is highly likely that if the original use of a heritage registered building continues this will also require changes to building fabric.

In some instances a new use is critical for the future conservation of a heritage building when the original use is no longer viable, or this original use requires great changes to existing building fabric.

As historic buildings continue to age it is important that they continue to be used and a balance be struck between modern requirements and the place's heritage values. Rather than being made redundant, it is preferable from a heritage conservation perspective that a new compatible use should be found for the building which is compatible with the significance of the place.

Policy 36. The future use of the building must be compatible, respect the significance of the place, and involve no or minimal impacts on its cultural significance.

6.7.1. Adaptive Reuse

Adaptation of the building fabric may be required to facilitate proposed new uses, or at least to bring the building up to modern day standards and expectations.

Policy 37. Continued use of the former Land Administration Building as a hotel is an appropriate and compatible use, and is encouraged to facilitate ongoing use and maintenance of the building.

6.7.2. New Development

The building is located within the QWB development area. It is anticipated that new buildings will be constructed within this precinct in the future.

Policy 38. Any new buildings or structures that may be constructed in close proximity to the former Land Administration Building should be respectful of the cultural significance of the place and its setting, form and scale, and should ensure that the Land Administration Building and its principal facades remain prominent in the precinct.

6.7.3. Construction management

There is also potential for construction impacts associated with future earthworks planned in close proximity to the former Land Administration Building in terms of the structural capacity of the building, and the archaeological resource.

Policy 39. Before any excavation works or earthworks are undertaken in close proximity to the former Land Administration Building, the condition of the building is to be assessed by a registered structural engineer with experience working with heritage buildings in conjunction with a suitably qualified heritage professional and a detailed dilapidation report prepared.

Policy 40. A Construction Management Plan must be prepared to ensure any excavation works and earthworks do not cause any damage to the building or have a detrimental impact on the cultural significance of the place. The Construction Management Plan should include: a demonstrated understanding of the heritage issues, including archaeological potential and the need for vibration monitoring to minimise the risk of damage to the building; a dilapidation report; defined limits for vibration and movement to avoid damage; details of monitoring; and details of protective measures required including bracing.

Policy 41. All excavation works must be undertaken in accordance with an approved Construction Management Plan.

6.8. ALTERATIONS AND NEW WORK

In accordance with Burra Charter Article 22 and the associated practice note, new work is acceptable if it is easily identifiable, but should respect and have minimal impact on the cultural heritage significance of the place. New work should also comply with the Charter as a whole including the following:

- Not adversely affect the setting of the place (Article 8);
- Have minimal impact on the cultural heritage significance (Article 21.1);
- Not distort or obscure the cultural significance of the place, or detract from its appreciation or interpretation (Article 22.1); and
- Respect and have minimal impact on the cultural significance of the place (Article 22.1).

New building work may be required to adapt the former Land Administration Building for new uses. The Burra Charter and accepted conservation practice require that new work should be readily identifiable as such.

New work should be distinguishable from significant building fabric and not detract from this fabric. New work should not replicate or mimic original details or the architectural language of the original building. Any new work proposed should not dominate the existing significant fabric but complement it.

These policies apply to any proposed new construction work or where any intervention is proposed into the historic fabric.

Policy 42. New work to the former Land Administration Building must be sympathetic to the place and readily identifiable. Where historical details are unknown, reproduction or period detailing should be avoided. Instead new work to the building should be conceived and designed in a modern language and expression and not mimic historical details.

Policy 43. New walls should not be fixed to existing exterior walls.

Policy 44. Vegetation in close proximity to, or on, exterior surfaces is a conservation issue and should be avoided.

6.8.1. Internal Layout

The building has some modern fitouts but overall rooms in the building retain a high degree of original or early fabric which needs to be carefully considered where new fitouts are proposed.

Policy 45. Where new fitouts are proposed, they must be reversible, and not conceal or damage historic building fabric. New internal partitions should not connect to significant fabric.

Policy 46. Alterations to original internal walls should be avoided. Where alterations are required, the impact on significant fabric should be minimised and the alterations should be in areas previously subject to alteration.

Policy 47. New walls may be constructed in the former locations of original walls to adapt the building for new uses.

6.8.2. Surface Treatments

The building is constructed in sandstone, and the interior features cedar joinery.

Policy 48. Sandstone finishes to walls externally and internally must not be painted or rendered.

6.8.3. Colour Schemes

Internal colour schemes to partitions are largely modern. No original colour schemes are understood to survive.

Policy 49. New internal colour schemes may be considered. These should be based on investigations of the building's early paint layers and historical colour schemes. Preparation for new colour schemes should retain where possible evidence of early colour schemes.

6.8.4. New Openings

Limited opportunity exists for change to the exterior of the building. Existing openings should be utilised where possible. Where new openings are required they should be in areas that have been subject to previous alterations.

Policy 50. New openings in original fabric should be avoided.

Policy 51. Where new openings are required, they should be in areas previously subject to alteration and aim to minimise loss of original fabric. Where new external openings in original fabric are necessary, these should be limited to the Stephens Lane elevation.

6.8.5. Floors

The former Land Administration Building is a four-storey plus basement structure. Most of the original timber flooring survives, but much has been covered with recent materials.

Policy 52. Existing floor levels must be retained.

Policy 53. New floor coverings are acceptable where they are reversible and do not damage original fabric.

6.8.6. Roof and Rainwater Goods

The roof is clad in corrugated galvanised iron, and features architectural elements such as roof lanterns and chimney stacks.

Policy 54. Significant roof forms, including the lanterns and ridgelines, should be retained.

Policy 55. The roof and rainwater goods must be inspected to identify any potential issues, and this should form part of the existing maintenance program for the building carried out by the Casino operator.

Policy 56. Where new roofing material, gutters, downpipes or rainwater heads are required, or repairs are required, these should match existing profile and materials.

6.8.7. Services

Policy 57. New air-conditioning plant and ducting and other building services (if required) should be located in areas of the building and site that minimise their impact on significant views, significant building fabric and significant spatial volumes of the building. Services should be concealed as much as possible.

Policy 58. Fire protection services and security systems can make an important contribution to the conservation of the place and should be maintained.

6.8.1. Signage

Policy 59. If signage is required, a consistent strategy is to be developed for the whole of the place and must address the size, number, colour, materials and locations of signs. Any signage should be small-scale and be sensitive to the heritage place in terms of materials and colours.

Policy 60. Installation of signage should not damage heritage fabric of high significance and must be readily reversible.

6.9. STATUTORY REQUIREMENTS

It is necessary to comply with relevant legislation and obtain relevant permits when undertaking any sort of work on the site including excavation, alterations to the landscape setting and structural repairs or removal of vegetation. It is also essential to keep a record of changes to a place.

For this building, heritage approvals are currently given under the *Brisbane Casino Agreement Act 1992*, and this will remain for some time while the Casino still operates at this building.

The PoD (**Volume 2: Plan of Development**) will apply when there is a change of use on the site from a casino, hotel and incidental uses.

In the case of the former Land Administration Building, the existing HMP prepared under the *Brisbane Casino Agreement Act 1992* provides guidance for permits required for various levels of work.

Policy 61. Works identified as "Permitted Work" in the Brisbane Casino Hotel Complex Heritage Management Plan may be undertaken without application.

Policy 62. Works identified as “Minor Variation Work” or “Major Variation Work” in the Brisbane Casino Hotel Complex Heritage Management Plan, and any other type of development that has not specifically been listed, will require application to and approval of the Minister.

6.9.1. Non-discriminatory Access

The Australian Council of National Trusts in association with the Australian Heritage Commission commissioned a guideline for improving access to heritage places (Martin 1999) which outlines requirements and best practice for achieving equitable access in heritage buildings.

Policy 63. Where heritage buildings are upgraded to comply with DDA requirements, the best practice guidelines outlined in Martin (1999) should be used as a guide.

The building currently provides DDA access from the William Street elevation, and from the service entrance off Stephens Lane through the courtyard to the ground floor of the building.

The entrance to the building from ~~Queen's~~ ^{Queens} Gardens is at grade but there are a number of stairs to be navigated internally to reach the ground floor of the building.

There is no compliant access from George Street. Patrons are required to navigate a number of stairs from the street to the ground floor of the building.

Policy 64. Proposals for providing equitable access to the building should be conceived and designed in such a manner to minimise impacts on significant building fabric and views to the building.

6.9.2. Building Code of Australia

There is no requirement for heritage structures to retrospectively meet BCA requirements. The Office of Environment and Heritage (n.d., p. 1) describes the requirements of the BCA in relation to heritage buildings:

- For an existing building where no work is proposed, that the building is not subject to the BCA and therefore, is not required by legislation to be upgraded whenever the BCA is amended;
- For an existing building undergoing alterations and/or additions, that the new work should comply with the BCA and the existing part of the building is subject to a discretion under which local council may require upgrading only on the basis of a fire safety matter or development involving more than 50% of the building.

Policy 65. There is no requirement for the place to retrospectively meet BCA requirements; however any new structures should be BCA compliant.

6.10. HISTORICAL ARCHAEOLOGY

The archaeological assessment of the former Land Administration Building has found that there is potential for sub-surface remains within the heritage curtilage. Therefore it is importance to ensure any earthworks being undertaken within the curtilage consider the archaeological potential and obtain the appropriate approvals.

Policy 66. To appropriately manage archaeological potential, the Archaeological Management Plan (Volume 3, Attachment E: Archaeological Management Plan) should be used as a guide. Where works are proposed that have potential to impact on the archaeological resource, the works must be preceded by appropriate archaeological assessment and the necessary approvals obtained. Work must be undertaken in accordance with the Archaeological Management Plan provided at PoD Volume 3, Attachment E.

6.11. MONUMENTS, MEMORIALS AND MOVEABLE HERITAGE

Within the former Land Administration Building is an Honour Board dedicated to the officers of the Queensland Land Department who enlisted with the Australian Imperial Forces in World War I. It was unveiled in May 1917.

Policy 67. The First World War Honour Board must remain intact, in its current location, and able to be viewed by the public.

Policy 68. The collection of original fixtures, fittings and other fabric held in off-site storage must be maintained and conserved. Opportunities for the appropriate re-installation of this material in accordance with the Heritage Management Plan (Brisbane Casino Agreement) should be pursued.

6.12. INTERPRETATION

Article 25 of the Burra Charter concerns interpretation and states as follows:

The cultural significance of many places is not readily apparent, and should be explained by interpretation. Interpretation should enhance understanding and enjoyment, and be culturally appropriate.

The purpose of interpretation of Heritage Places is to reveal and explain their significance and to enable the significance to be understood by the people that manage the place and the public that access it.

A Heritage Interpretation Strategy has been prepared for QWB to help guide the interpretation of heritage places, and in particular the proposed heritage trail.

Policy 69. Interpretation of the significant heritage values in this precinct is encouraged, and should be guided by the Heritage Interpretation Strategy provided at PoD Volume 3, Attachment W.

6.13. ARCHIVAL RECORDING

Articles 31 and 32 of the Burra Charter recommend documenting changes and keeping records of a Heritage Place.

Prior to any substantial alterations to the building and site features, the area of the proposed work should be recorded by a combination of measured drawings, colour digital photographs and black and white film photographs. Black and white film photographs are used in archival recordings as they have provided a stable historic record medium since the mid nineteenth century, whereas other forms of photographic production (colour film and colour slides) have become redundant.

The *Guideline: Archival recording of heritage places* (DEHP 2010) should be used as a guide. The document can be found at: <http://www.ehp.qld.gov.au/heritage/documents/archivalrecording-heritage-places.pdf>

In accordance with DEHP guidelines, measured drawings of the site should include:

- A location plan;
- A site plan (1:500 or 1:200);
- A floor plan/s (1:100 or 1:50); and
- Any other significant details (1:20 or 1:10).

Photographic recording should also be undertaken prior to any alterations on site. Photographic recording is to include negatives and proof sheets of black and white photographs in 35mm in addition to colour digital. In accordance with DEHP guidelines, specific photographs should include:

- General views to and from the site;
- Relationship of the place to its surroundings;
- Record of individual features including close-ups and contextual photographs of the item; and
- Any significant details.

Policy 70. Prior to substantial alterations to the building, archival recording must be carried out in accordance with DEHP guidelines.

6.14. ENDORSEMENT AND REVIEW

This CMP should be adopted by the Queensland Government and Destination Brisbane Consortium as the owner and custodians of the site and the buildings; all relevant consent authorities; and those preparing work or investigating the site, as one of the bases for future planning and use.

*Policy 71. The conservation policies and supporting arguments in this document should be endorsed as an appropriate guide to future development by all bodies involved in planning and approval processes for the former Land Administration Building. ↴ **Remove ticks***

Policy 72. The history of the former Land Administration Building, the statement of significance and conservation policies in this document should be used as a basis in the preparation of future studies or reports into the building that may be prepared. ↴

This CMP should be reviewed at a future date to reflect changes to the buildings or the wider site where and when they occur, or when actual work is proposed to the buildings on the site that have been identified to be of cultural significance.

Policy 73. This CMP and the policies within it must be reviewed every five years, following any significant redevelopment, after any event that affects significant building fabric, or should the existing statutory arrangement (ie the Brisbane Casino Agreement Act) change or cease.

7. IMPLEMENTATION

This section provides guidance on heritage actions and maintenance policies for the former Land Administration Building. It presents a prioritised plan for implementing strategies outlined in the conservation policy.

7.1. IMPLEMENTATION STRATEGIES

Table 7 lists strategies for implementing the conservation policies for the former Land Administration Building.

The strategies have been cross-referenced to conservation policies above and prioritised as follows:

- High priority works should be undertaken within the next 12 months;
- Medium priority works should be undertaken within the next two years; and
- Low priority works should be undertaken within the next five years.

Table 7 – Implementation Strategies for Conservation Policies *update policy #s*

Strategy	Conservation Policy	Priority
Ensure earthworks are guided by the Archaeological Management Plan	50	High
Investigate heritage interpretation	52	Low
Endorsement of CMP	54	High
Review of CMP	56	Low

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[Note: Some government departments have changed their names over time and the above publications state the name at the time of publication.]

9. ABBREVIATIONS AND DEFINITIONS

Common abbreviations and definitions used throughout the report are provided in **Tables 8** and **9** below:

Table 8 – Abbreviations

Abbreviation	Definition
BCA	<i>Building Code of Australia</i>
BCAA	<i>Brisbane Casino Agreement Act 1992</i>
CMP	Conservation Management Plan
DBC	Destination Brisbane Consortium
DDA	<i>Disability Discrimination Act 1992</i>
DPI	Department of Primary Industries
DEHP	Department of Environment and Heritage Protection
ED Act	<i>Economic Development Act 2012</i>
EDQ	Economic Development Queensland
HIS	Heritage Impact Statement
HMP	Heritage Management Plan
ICOMOS	International Council on Monuments and Sites
IDAS	Integrated Development Assessment System
IRD	Integrated Resort Development
MEDQ	Minister for Economic Development Queensland
NTAQ	National Trust of Australia (Queensland)
PDA	Priority Development Area
PoD	Plan of Development
QHA	<i>Queensland Heritage Act 1992</i>
QHC	Queensland Heritage Council
QHR	Queensland Heritage Register
QSA	Queensland State Archives
QWB	Queen's Wharf Brisbane
RNE	Register of the National Estate
SLQ	State Library of Queensland

Abbreviation	Definition
SPA	<i>Sustainable Planning Act 2009</i>

Table 9 – Terms

Term	Definition
Archaeological assessment	A study undertaken to establish the archaeological significance (research potential) of a particular site and to identify appropriate management actions.
Archaeological potential	The degree of physical evidence present on an archaeological site, usually assessed on the basis of physical evaluation and historical research.
Archaeology	The study of past human cultures, behaviours and activities through the recording and excavation of archaeological sites and the analysis of physical evidence.
Australia ICOMOS	The national committee of the International Council on Monuments and Sites.
Burra Charter	Charter adopted by Australia ICOMOS, which establishes the nationally accepted principles for the conservation of places of cultural significance; Although the <i>Burra Charter</i> is not cited formally in an Act, it is nationally recognised as a guiding philosophy for heritage management across Australia.
Conservation	All the processes of looking after an item so as to retain its cultural significance; it includes maintenance and may, according to circumstances, include preservation, restoration, reconstruction and adaptation, and will be commonly a combination of more than one of these.
Conservation Management Plan	A document explaining the significance of a heritage item, including a heritage conservation area, and proposing policies to retain that significance; it can include guidelines for additional development or maintenance of the place.
Conservation policy	A proposal to conserve a heritage item arising out of the opportunities and constraints presented by the statement of heritage significance and other considerations.
Context	The specific character, quality, physical, historical and social characteristics of a building's setting; depending on the nature of the proposal, the context could be as small as a road or entire suburb.
Curtilage	The geographical area that provides the physical context for an item, and which contributes to its heritage significance; land title boundaries do not necessarily coincide.
Heritage item	A landscape, place, building, structure, relic or other work of heritage significance.
Heritage significance	Of aesthetic, historic, scientific, cultural, social, archaeological, natural or aesthetic value for past, present or future generations.
Heritage value	Often used interchangeably with the term 'heritage significance'; there are four nature of significance values used in heritage assessments (historical, aesthetic,

Term	Definition
	social and technical/research) and two comparative significance values (representative and rarity).
Integrity	A heritage item is said to have integrity if its assessment and statement of significance is supported by sound research and analysis, and its fabric and curtilage and still largely intact.
Interpretation	Interpretation explains the heritage significance of a place to the users and the community; the need to interpret heritage significance is likely to drive the design of new elements and the layout or planning of the place.
Maintenance	Continuous protective care of the fabric and setting of a place; to be distinguished from repair; repair involves restoration or reconstruction.
Setting	The area around a heritage place or item that contributes to its heritage significance, which may include views to and from the heritage item; the listing boundary or curtilage of a heritage place does not always include the whole of its setting.

APPENDIX A CURRENT FLOOR PLANS

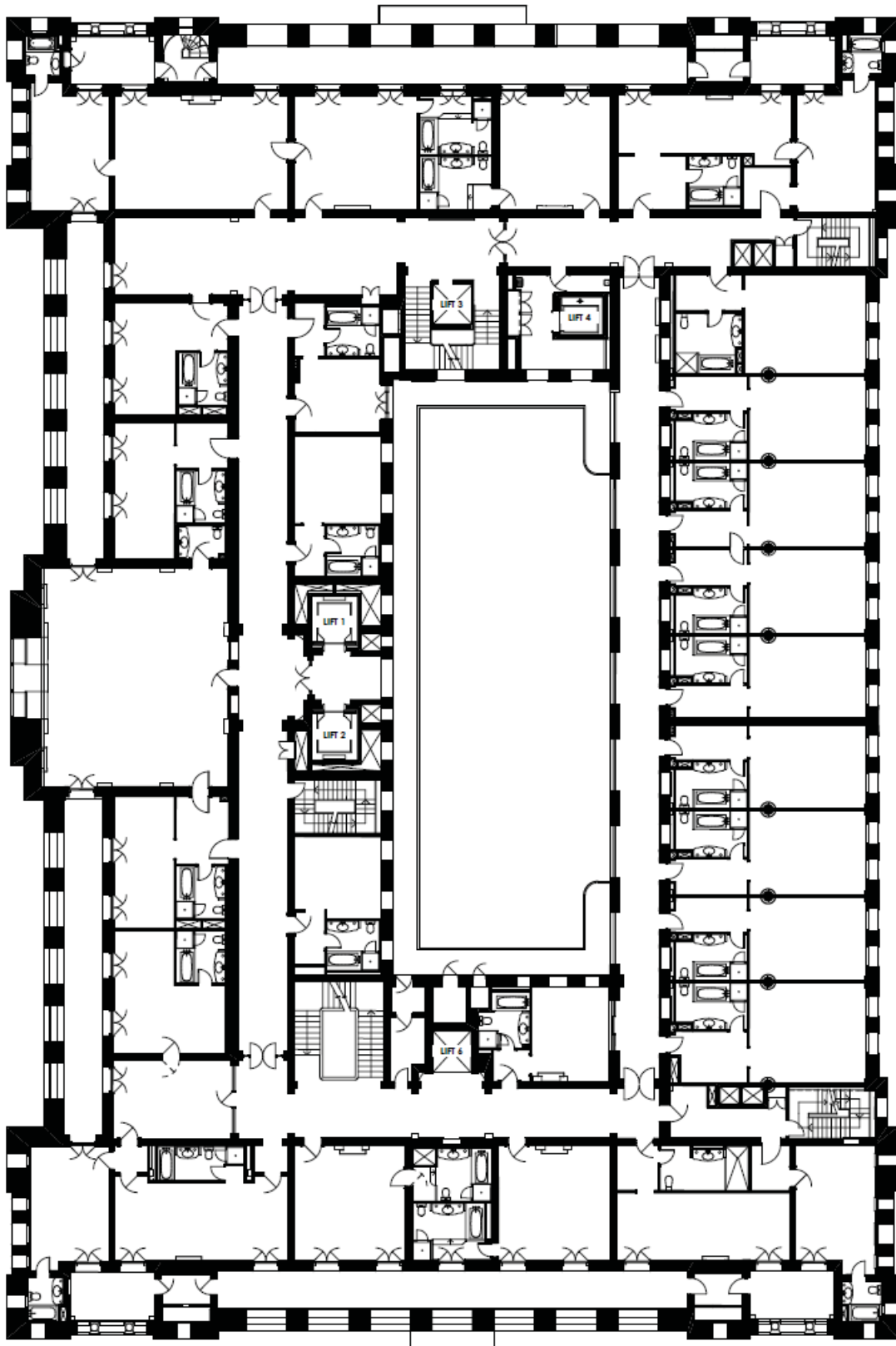


Figure 19 – Floor Plan, Level 1

Source: *ML Design 2016*

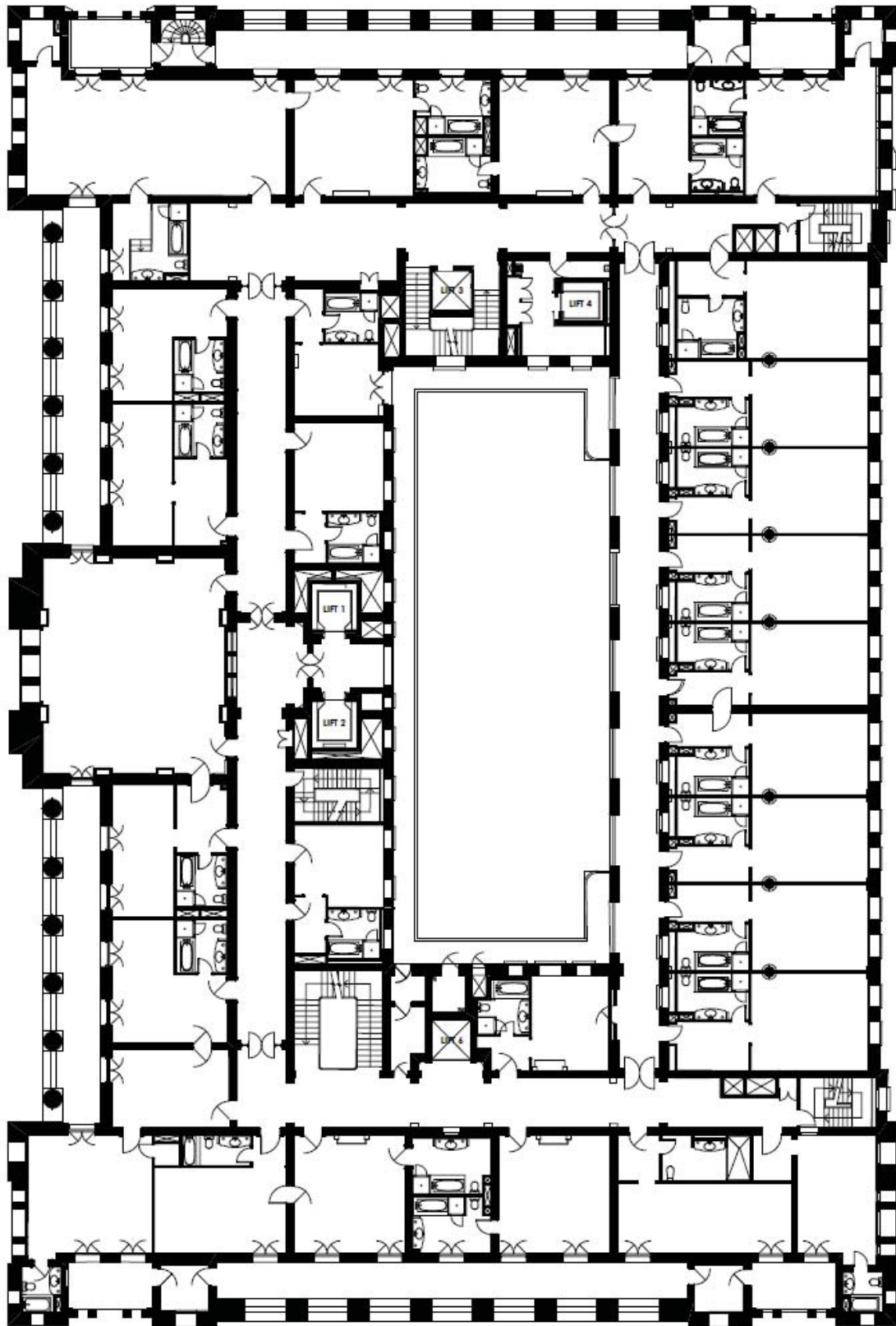


Figure 20 – Floor Plan, Level 2
Source: ML Design 2016

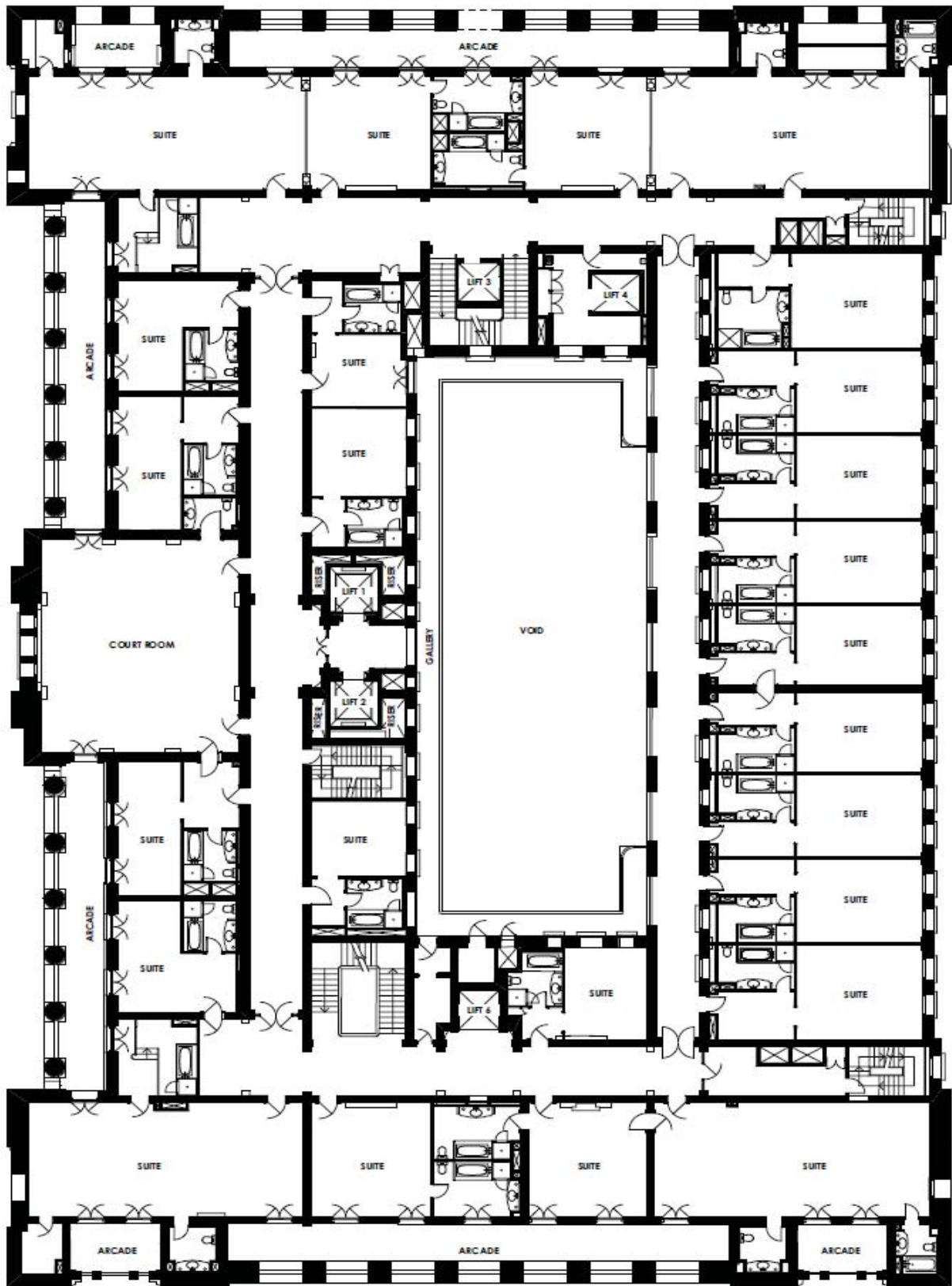


Figure 21 – Floor Plan, Level 3
 Source: ML Design 2016

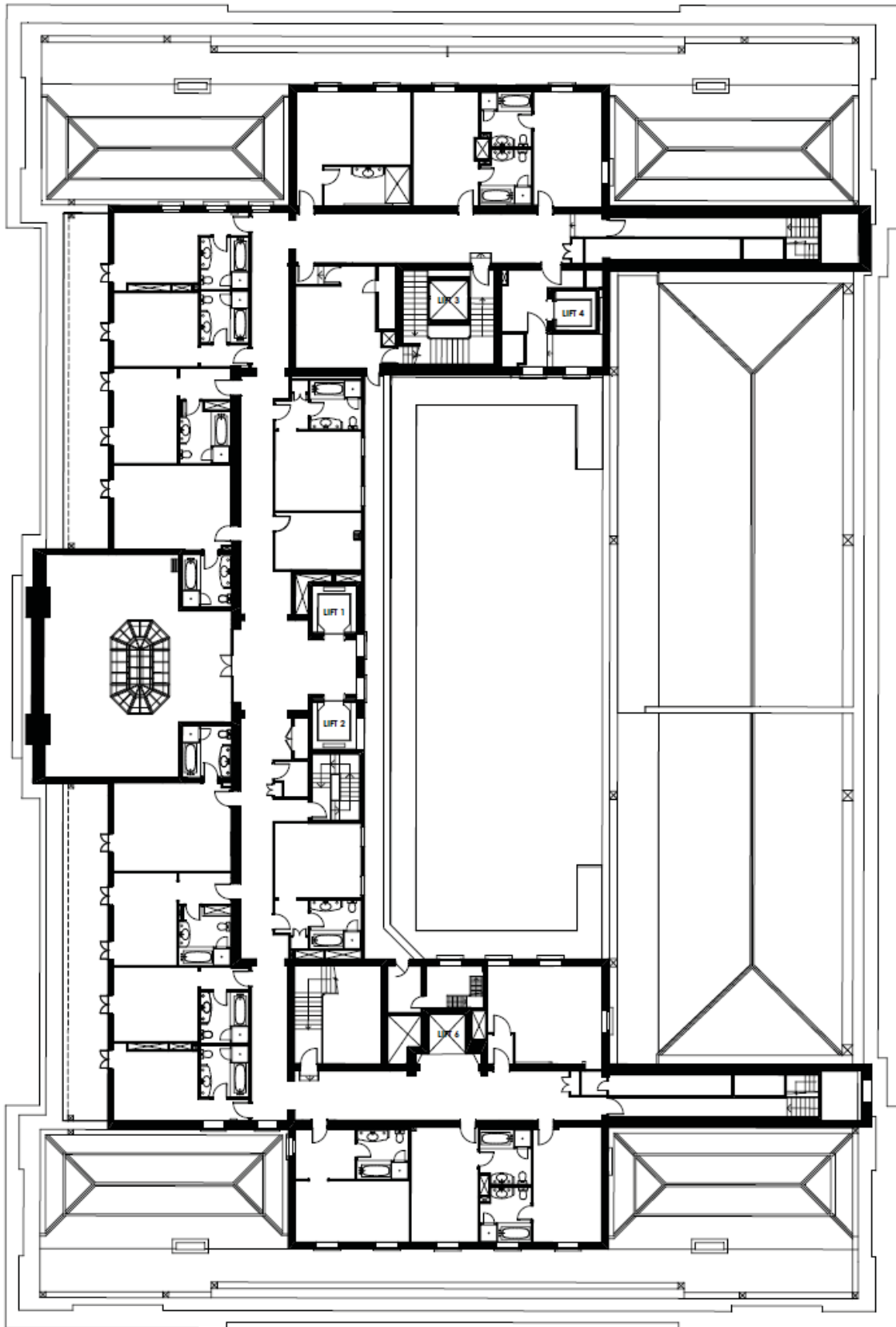


Figure 22 – Floor Plan, Level 4
Source: ML Design 2016

