

POD VOLUME 3:
ATTACHMENT D.7: THE
COMMISSARIAT STORE
AND MILLER PARK
CONSERVATION
MANAGEMENT PLAN

PREPARED BY: URBIS PTY LTD



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

Date: 21 December 2017



DATE OF ISSUE: 24.11.2017

REVISION: 12

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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 Commissariat Store and Miller Park, located at 115-127 William Street, Brisbane.

The site of the Commissariat Store and Miller Park is recognised as a State Heritage Place and is entered in the Queensland Heritage Register (QHR) (Queensland Heritage Register Number 600176).

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

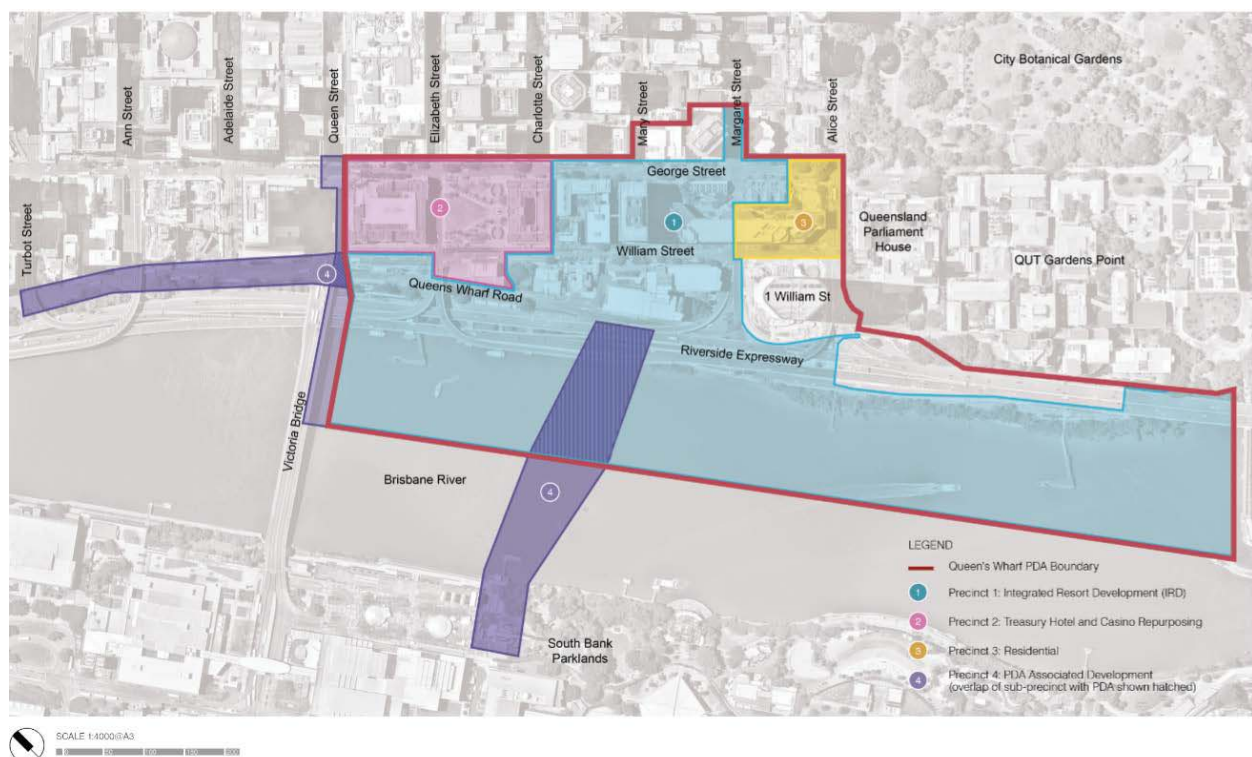


Figure 1 – Queen's Wharf Brisbane Precinct Plan

Source: Urbis 2017

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~~ **Queens** 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 Commissariat Store and Miller Park are significant, policies on how to retain their significance, and conservation strategies to ensure their long-term viability.

Future development of the Commissariat Store and Miller Park should be generally in accordance with this CMP.

1.4. SITE LOCATION

The Commissariat Store and Miller Park are located at 115-127 William Street, Brisbane (**Figure 2**).

The Commissariat Store site is described as Lot 12 on B32389, and the Miller Park site is described as Lot 9 on B32389.

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 Commissariat Store has been inspected both externally and internally. Previous and current plans of the building were examined in order to understand the changes that have taken place to the fabric.

A site walkover of Miller Park was undertaken to observe the condition and layout of the Park.

1.6. LIMITATIONS

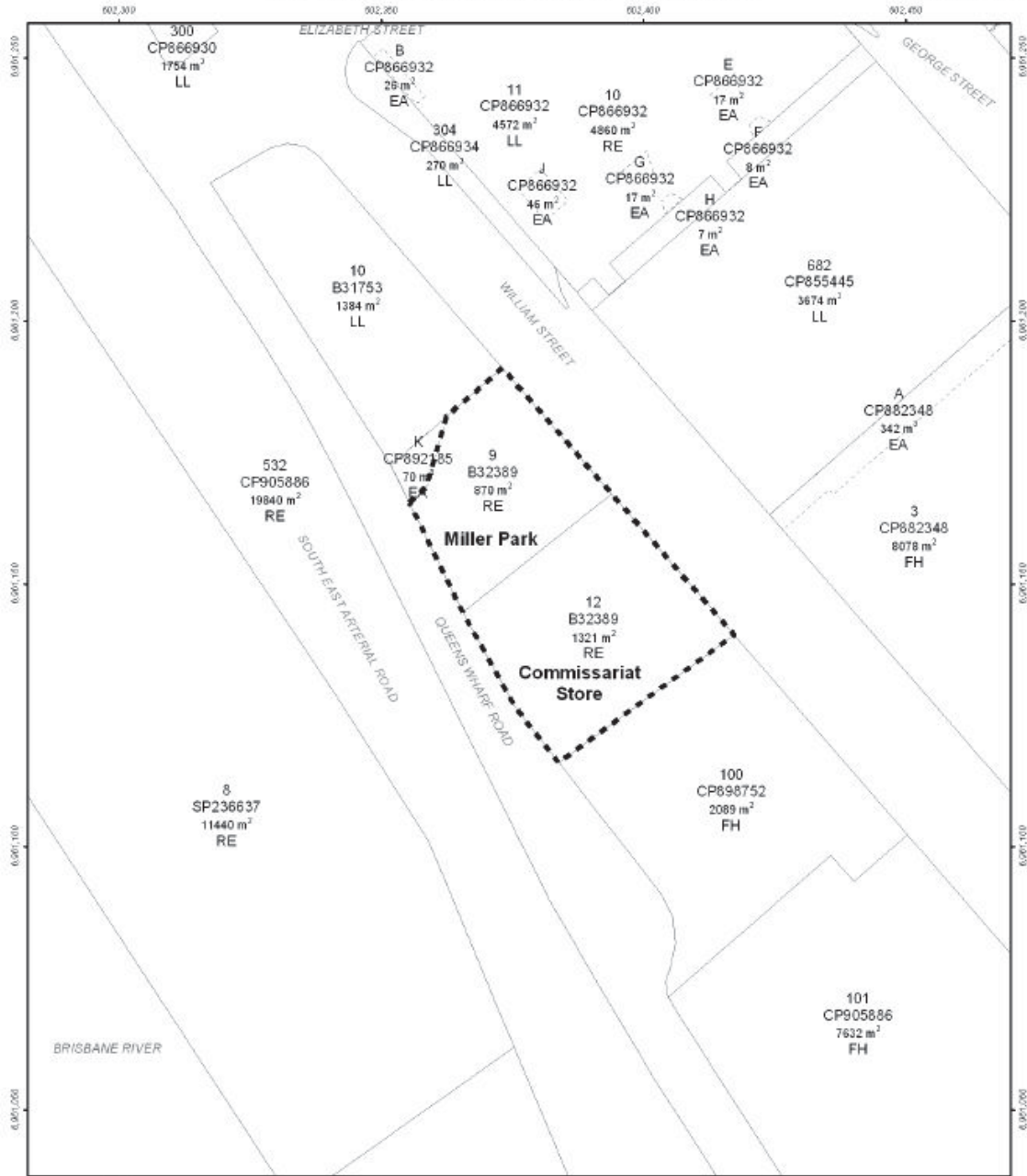
Limited additional primary research has been undertaken as part of this study.

While most areas of the building were inspected, roof spaces generally were not available for inspection. Similarly, the sub-floor area was not able to be comprehensively inspected.

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

Commissariat Store (former)

600176



0 12.5 25 50
Meters
1:1,000

Map 1
Heritage boundary overview

Map Projection: Transverse Mercator (MGA) zone 95
Horizontal datum: Geostatic Datum of Australia 1994 (GDA84)

Map Production:
Heritage, Department of Environment and Heritage Protection
15 October 2012

Accuracy Statement:
Due to varying sources, 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 organizations on the basis of this map.

Legend
 Proposed heritage register boundary
Cadastral
 Parcel
 Easement

© The State of Queensland, 2012

Figure 2 – Heritage Curtilage of the Commissariat Store and Miller Park

Source: DEHP QHR Entry 600176

2. HISTORICAL CONTEXT

This section contains a summary of the history and development of the Commissariat Store and provides insight into the use and changes of Miller Park. The CMP for the Commissariat Store prepared in 1998 (Kennedy and Pullar) provides detailed insight into the history of the Commissariat Store, and contextualises it more broadly within the establishment of Brisbane. It should be referred to where further information is required.

2.1. COMMISSARIAT STORE AND MILLER PARK - OVERVIEW

The Commissariat Store is the oldest structure within QWB, and is one of Brisbane's two oldest structures; the other being the Windmill at Spring Hill. Both structures were designed by William Dumaesq, Acting Civil Engineer for New South Wales.

The Commissariat was a sub-department of the British Government controlled by the Commissary General in London. The Commissariat's primary role in Moreton Bay was to supply stores and provisions, but this expanded to include customs and banking duties (NSW Government in Kennedy and Pullar 1998). The Commissariat Store was therefore used by the Commissariat department, to support its role.

The building has undergone some alterations and changes in use and name since its original construction almost 200 years ago, including:

- Commissariat Stores- 1829-1860;
- Colonial Store – 1860-1898;
- Government Stores – 1898-1923;
- State Stores Building – 1923-1960;
- Queensland State Archives – 1960-1992; and
- Commissariat Store – 1992-present.

Miller Park has been maintained as a green space in Brisbane since the establishment of the Moreton Bay Penal Settlement in 1824. It has undergone alterations and modernisation through its history through the establishment of paths and landscaping.

This chapter examines the documentary and physical evidence of the two places to gain an understanding of their history and heritage significance.

2.1.1. Commissariat Stores – 1829-1860

In 1825, Lieutenant Henry Miller arrived as the first Commandant of the Moreton Bay Penal Settlement, in the location now known as Queen's Wharf. It was one of four such settlements established in Australia in the 1820s (Kennedy and Pullar 1998).

Miller was Captain in the 40th Regiment (Ireland). He brought an attachment of his regiment along with 30 convicts and established the first rudimentary buildings of the penal settlement. One such building was the first commissariat store; a slab constructed building (**Figure 3**) located in the vicinity of the present-day corner of Albert and Elizabeth Streets.

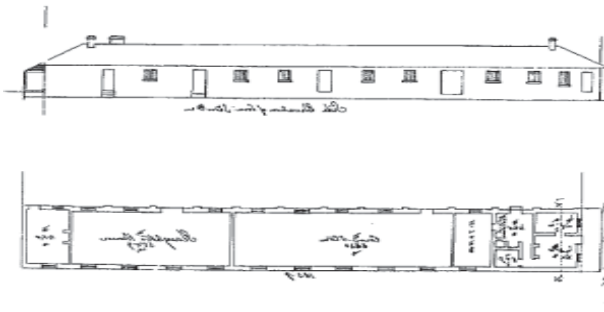


Figure 3 – Plan of First Commissariat Store

Source: QSA Moreton Bay Drawing in Kennedy And Pullar 1998

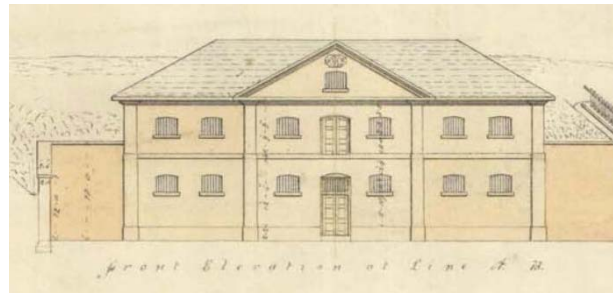


Figure 4 – Plan of southern elevation of the Commissariat Store, 1840

Source: QSA ID 2775

In 1826, Captain Patrick Logan arrived at the penal settlement, and was appointed the new Commandant (Cranfield 1967). He immediately implemented a programme of public works, starting with a wharf along the river bank adjacent to the site selected for the Commissariat Store.

The wharf, originally known as King's Wharf in recognition of King George IV the reigning monarch of the time, was constructed by convicts and was not only used for the purposes of loading and unloading of goods from the river, but also served as the point of entry to the settlement. The wharf was completed by 1827, and featured a crane, dock and accommodation for boat builders and boat crews (**Figure 6**) (Kennedy and Pullar 1998).

Construction on the Commissariat Store commenced in 1828. It was convict-built, using locally available stone known as Brisbane Tuff, from the quarry at Kangaroo Point; with building accents in sandstone quarried from Oxley Creek. The completed structure, with frontage to the river, was a two-storey building with a rectangular footprint, small hinged windows with security bars positioned high up on the wall of each level for security purposes, a hipped roof covered with shingles and featuring a centrally positioned gable to indicate the prominence of the building (**Figure 4**). To complete the construction, the royal cypher of King George IV, along with the date of completion, "1829", was added to the gable. This feature is still extant (**Figure 5**).



Figure 5 – Royal Cypher of King George IV

Source: Urbis 2016



Figure 6 – Detail of watercolour painting of Moreton Bay Penal Settlement, 1835 (*H.B. Bowerman*), showing Commissariat Store, wharf and boatmen's facilities. Retaining wall to Miller Park at left.

Source: SLQ ID Jol 3944-1v000r001

Plans dating to 1838 (Petrie in Kennedy and Pullar 1998) indicate that the Commissariat Store's ground floor was an open space, connected to the upper level by an internal staircase positioned at the northern side of the building. The upper level had partitioned spaces at either end, for use as an engineer's store, and a clothing store. A small opening near the stairs enabled goods to be hoisted between the floors, and a ladder on the upper level accessed attic storage (Kennedy and Pullar 1998, p.16).

Retaining walls were constructed around three sides of the building, and a fence to the present-day Queens Wharf Road. These features are still extant though the fence has been modified. These were constructed by convicts, and matched a retaining wall constructed along present day Queens Wharf Road at Miller Park c. 1831 (**Figure 6**).

Upon the ascension of Queen Victoria to the throne in 1837, the name of the adjacent wharf was changed to Queen's Wharf (Royal Historical Society of Queensland (RHSQ) 2016).

The Moreton Bay Penal Settlement was officially closed in 1839, and Brisbane Town opened for free settlement in 1842. Unlike many other government buildings of the convict era, the Commissariat Store was retained for the storage and provision of supplies for the free settlement (Kennedy and Pullar 1998). The wharf continued to be used for government purposes, but also for alighting passengers using the ferries, which had commenced operation to the fledging settlement at present-day South Bank (Kennedy and Pullar 1998).

In 1848, the upper level was used as the centre for Brisbane land sales. This use was relatively short lived and throughout the 1850s the upper level became used for overflow accommodation when the temporary immigration barracks (the former penal settlement Military Barracks, on the present site of the Treasury Building) became overcrowded.

During the 1850s, a side entrance to the building's upper level was established, providing access for the resident immigrants from present-day Miller Park (**Figure 7**). This was established to avoid the need for the people to access the ground floor, which was still being used as a store (Kennedy and Pullar 1998).

However, the suitability of the Store as accommodation was called into question, with correspondence dating to 1856 stating that overall "*the whole place is totally unfit for human habitation*" (Letterbook of the Clerk of Works, Moreton Bay 1856-1859- in Harvey 1965). The general condition of the building was also called into question, with additional correspondence requesting broad-scale repairs (Kennedy and Pullar 1998).



Figure 7 – View to Queen's Wharf, 1870. Commissariat Store mid-ground left, with side access door to Commissariat Store from Miller Park.

Source: QSA Jol 7216

Whether the result of the correspondence or not, in 1857, a kitchen building was constructed in the yard in front of the Store, and the front wall was underpinned (Kennedy and Pullar 1998). A number of ancillary buildings were also added to the site, including stables, a saddlery, and a shed. These buildings were constructed in between the Store and the retaining wall to William Street. The timeframe of the construction of these buildings is unclear, but it is likely that they were constructed late 1850s to 1870s.

2.1.2. Colonial Store – 1860-1898

In 1860, the building was renamed the Colonial Store, following the creation of the Colony of Queensland after separation from New South Wales in 1859. During this time, Miller Park was a simple grassed slope between William Street and Queens Wharf Road (**Figure 8**).



Figure 8 – Queens Wharf area, with Commissariat Store and Miller Park, 1865

Source: SLQ ID JOL 19128

During 1860, the upper level of the building was refurbished for use as Police Barracks (**Figure 9**). Refurbishments included modified internal fitout and the installation of 18 new hardwood sash windows (Kennedy and Pullar 1998). It is likely that this use continued until c. 1870s, as during the 1870s and 1880s the Colony received a massive influx of new immigrants.

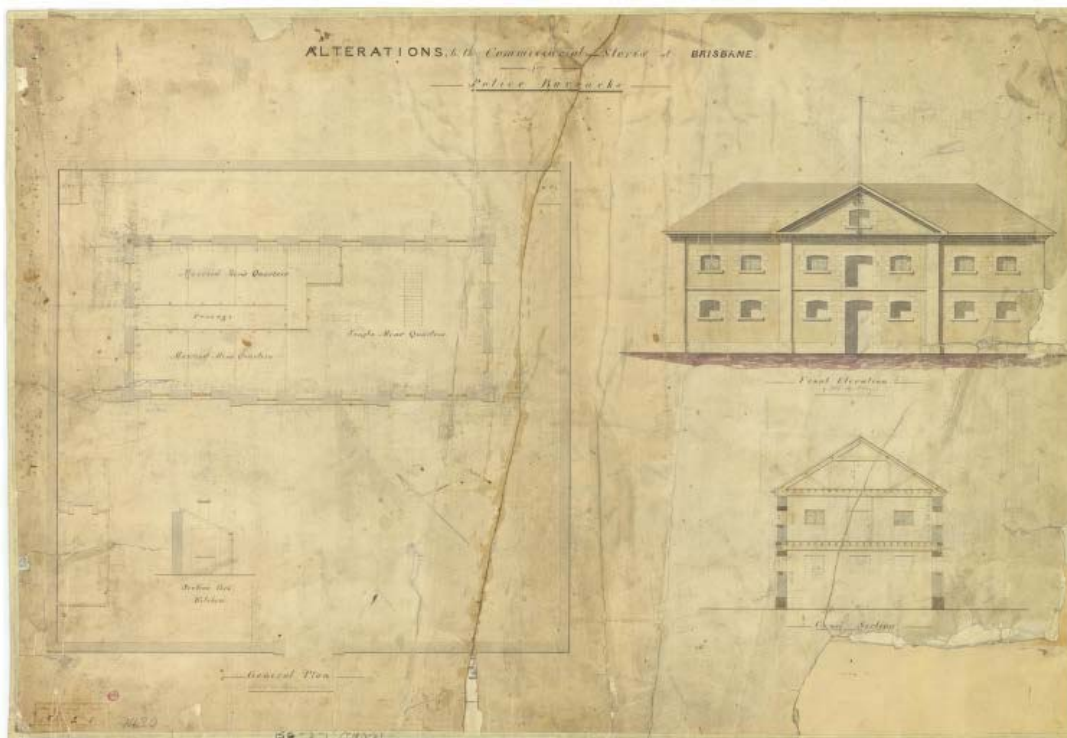


Figure 9 – Modifications to Store for use as Police Barracks, c.1860s

Source: QSA 587950

An official immigration barracks was constructed in 1865, but historical records indicate that it too suffered overcrowding through its history. It is believed that the Commissariat Store housed immigrants until the late 1880s, when the new immigration depot, *Yungaba*, was opened at Kangaroo Point.

In 1886, a single-storey brick addition was constructed perpendicular to the Commissariat Store to serve as a stationery annex. As a result of the construction of this annex, the storekeeper's cottage was relocated to Miller Park (Colonial Secretary's Office in-letter 1319, 1886 in Harvey 1965). However, Kennedy and Pullar (1998) suggest that the building relocated to the Park was actually the kitchen.

In the late 1880s to 1890s, the site's ancillary buildings were rebuilt after being consecutively destroyed by fire. A strong room was constructed in 1889, to house the Store's books and records. It was requested to be fireproof, recognising the danger to the records in the event of fire (Works Department correspondence, in-letter 329, 1889 in Harvey 1965).

2.1.3. Government Stores – 1898-1923

The Federation movement was gaining momentum at the end of the nineteenth century, and in 1898 the building was renamed the Government Stores, in anticipation of Federation. Two years later a second storey was added to the brick annex (**Figure 10**), and one of the windows at the second storey of the Commissariat Store was converted to a door with a hoist added to facilitate lifting of goods. By 1909, two hand-operated goods lifts were constructed in the Store (Kennedy and Pullar 1998).



Figure 10 – Brick Annexe perpendicular to Commissariat Store, 1970s

Source: QSA ID 22950

By the early 1900s, the 'undesirableness of the location' of the Commissariat Store was being raised, as a result of the establishment of a train network, and the growth of Brisbane in the area of the current CBD (Kennedy and Pullar 1998). The Government Storekeeper of the time was rejected in his initial request to relocate the facility to the CBD area. He then proposed to have modifications to the site to enable the Store to front William Street.

Consequently, a tender from English-trained stonemason William Kitchen was accepted, comprising "*an extra storey of brick, cement faced...giving the premises a much improved appearance and increased accommodation for stores*" (Annual Report for the Department of Works 1913 in Kennedy and Pullar 1998).

The third storey (**Figures 11 and 12**) was completed c. 1912, facilitating direct access to William Street for the first time, via a cast iron gangway. As part of that construction, 16 hardwood columns were installed at the first floor and eight at ground floor to support the new addition, a Wunderlich ceiling was installed on the second floor to afford storage space above, and a new internal staircase was constructed (Kennedy and

Pullar 1998). The new level was used by an accountant and clerks, inquiry, typist, and the Government Storekeeper (Kennedy and Pullar 1998). (Figure 12)

Externally, the iron roof was replaced with new material and a fleche and two dormer windows were added to the roof. A cast-iron gangway provided access between William Street and a new building entrance at the third floor.



Figure 11 – Construction of third level, c.1912 also showing entrance to second storey via Miller Park

Source: QSA ID 3086

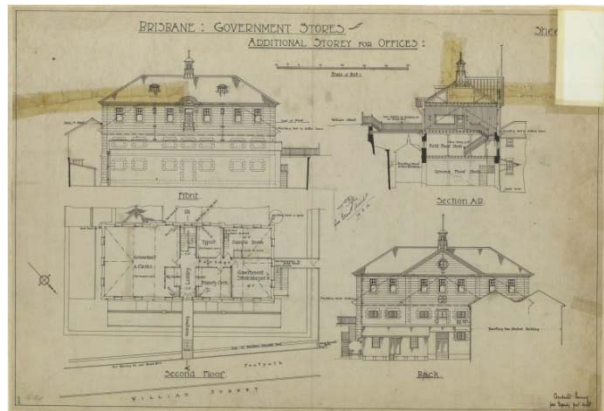


Figure 12 – Plans for additional floor to Commissariat Store

Source: QSA ID 587948

At the first floor, internal modifications included removal of all existing partitions, and placement of linoleum over office floors. As part of this construction, a new concrete retaining wall was built along part of the Miller Park frontage to William Street.

An electric goods lift was added to the building in 1914, which spanned all three levels.

2.1.4. State Stores Building – 1923-1960

The State Stores Board was created in 1923 as an initiative of the Queensland Labor Government to facilitate the economic and efficient purchase and distribution of goods used by government departments. In recognition of the department using the building, the name State Stores Building was adopted.

Plans dated to 1944 (Figures 13 to 15) show the internal arrangement of all three levels of the Commissariat Store at that time, and also depict a variety of ancillary buildings present in the Commissariat Store's grounds. These included sheds at the eastern elevation and north and south eastern walls of the building, a packing case shed in the western corner of the site, a store between the building and the William Street retaining wall, and a toilet block in the northern corner of the site.

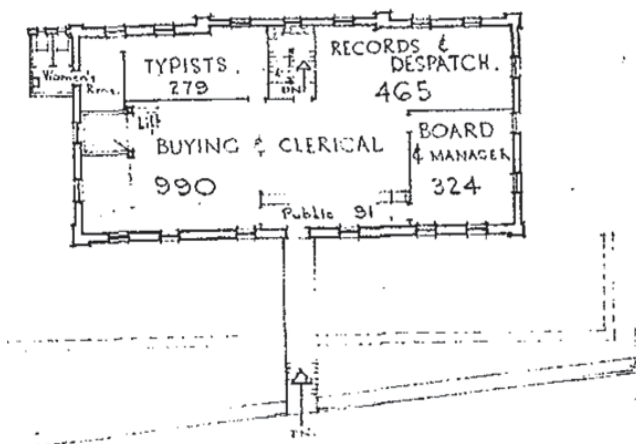


Figure 13 – Second Floor Commissariat Store, as State Stores Building, 1944

Source: QSA Drawing in Kennedy and Pullar 1998

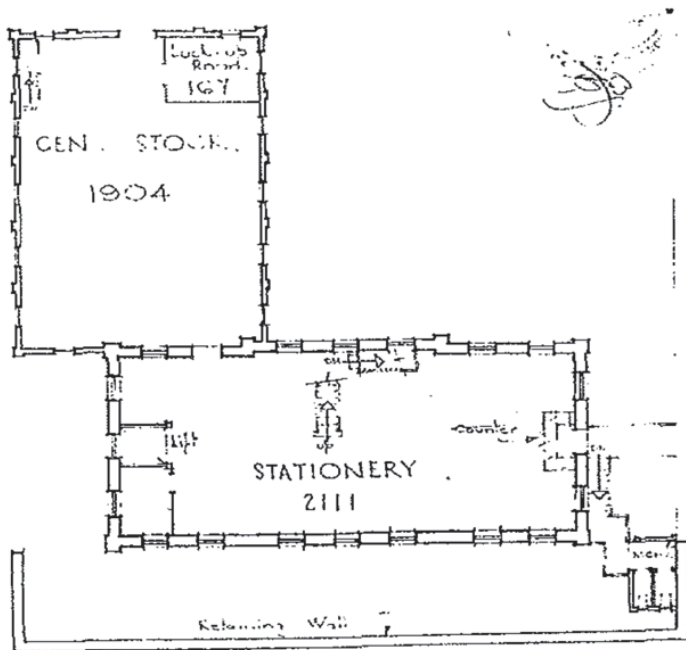


Figure 14 – First Floor, 1944 also showing use of Brick Annexe building

Source: QSA Drawing in Kennedy and Pullar 1998

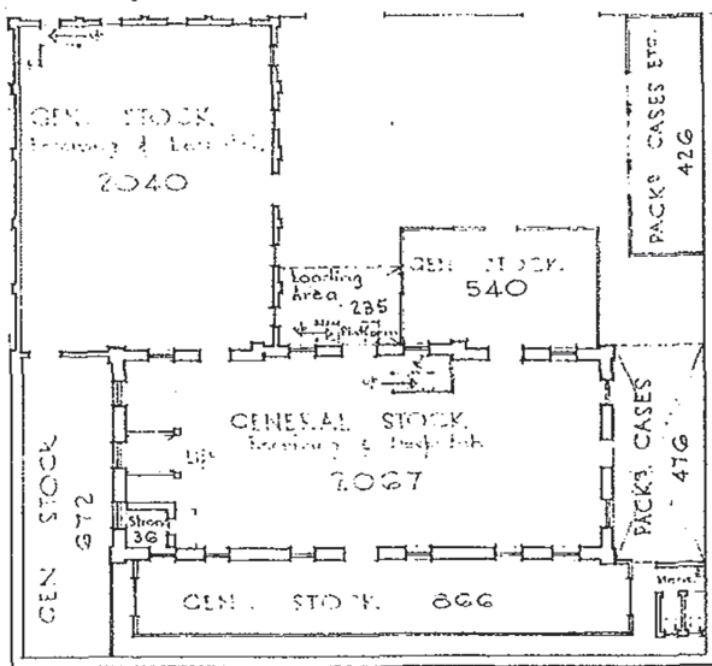


Figure 15 – Ground Floor, 1944 showing arrangement of buildings on site

Source: QSA Drawing in Kennedy and Pullar 1998

A stair and walkway were established at the top of the William Street retaining wall during World War II (**Figure 16**), to access an air raid shelter near to 95 William Street. It is rumoured that an air raid trench was constructed in Miller Park, and has since been infilled.

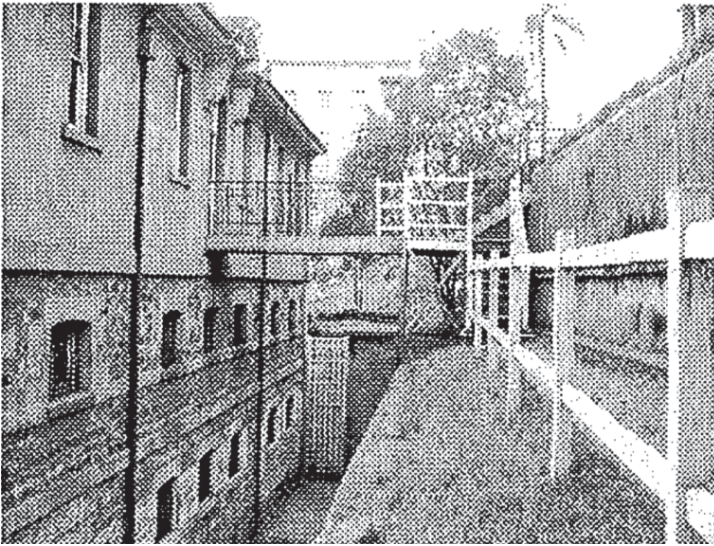


Figure 16 – Stairs and walkway constructed along William Street retaining wall during WWII

Source: *Kennedy and Pullar 1998*

Little changes occurred to the building until the 1970s, apart from some internal modifications achieved through changing of (non-original) partitions and the addition of the timber window hoods on three elevations in 1935.

In 1959, extensions to the nearby (former) State Library of Queensland were completed, celebrating the centenary of separation from NSW. A large loading dock was constructed in part of what is now Miller Park, and this resulted in the demolition of part of the convict-built Queens Wharf Road retaining wall.

Significantly in the history of the Commissariat Store, in 1959 it was included in the first shortlist of places recommended for preservation by the Queensland Government.

2.1.5. Queensland State Archives – 1960-1968

The State Stores Board vacated the building in 1960, and the QSA moved into the ground floor. The upper floor was utilised by various government departments on a temporary basis.

To accommodate the functions of the QSA, a lift was installed in 1965 (**Figure 17**) which accessed all building floors and the attic, which is believed to have necessitated the removal of the penthouse of the 1914 lift and the roof fleche.

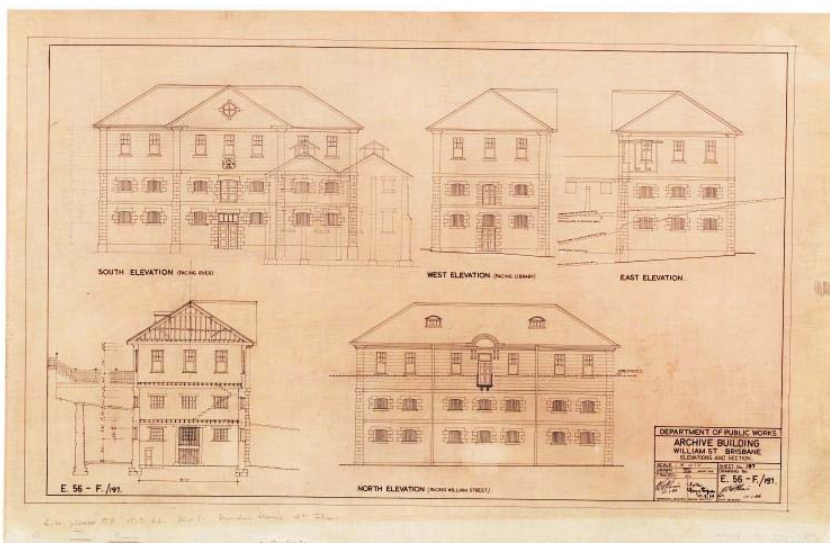


Figure 17 – Elevations and sections of the Commissariat Store / QSA Building, 1965

Source: *QSA ID 1700717*

In the 1960s the structures located on the western side of the site and those sited between the Store and the William Street retaining wall were demolished. The pedestrian bridges accessing the building were reconstructed in concrete.

2.1.6. Commissariat Store – 1968 - Present

A significant level of works was undertaken in the 1970s, when Government funding was offered for the protection of items of heritage significance after the Hope Inquiry into the National Estate in 1974 (Kennedy and Pullar 1998).

The works were initially restricted to stone repair work, including replacement of the lime mortar with a harder cement-rich mortar, to 'strengthen' the walls (Kennedy and Pullar 1998). The works ultimately resulted in general gutting of the building and removal of a significant percentage of the original fabric. The brick annex was also demolished. The works were subsequently criticised for being unsympathetic and a waste of well-intentioned money.

In 1976, the brick annex (**Figure 18**) was demolished, and in 1977 the Royal Historical Society of Queensland (RHSQ) commenced use of the Commissariat Store as its headquarters, lecture room and library.



Figure 18 – Commissariat Store site, with Brick Annex prior to demolition, and Miller Park adjacent (1972)

Source: QSA ID 22997

In 1980, the Commissariat Store was officially opened as the headquarters of the RHSQ, and two years later a new stone wall and metal gates were completed at the Queens Wharf Road boundary with Miller Park and a paved driveway and grassed area were added to the yard (**Figure 19**).

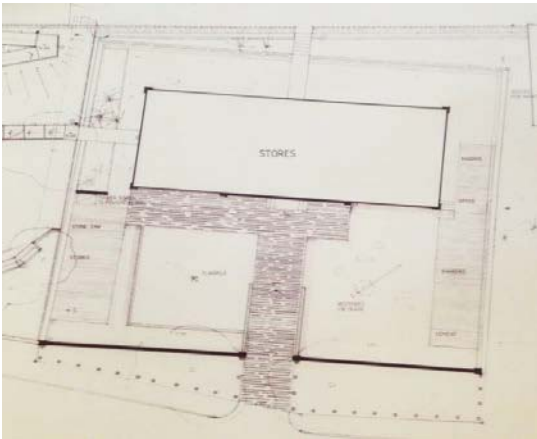


Figure 19 – Plans for modifications to Commissariat Store yard (1982)

Source: QSA ID 19866

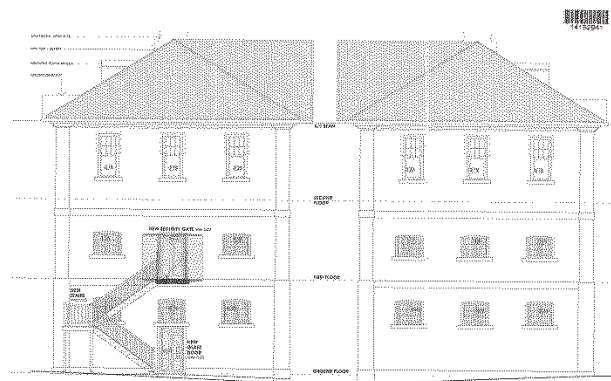


Figure 20 – Example of plans prepared for changes (1998)

Source: Kennedy and Pullar 1998

The CMP prepared for the Commissariat Store in 1998 (Kennedy and Pullar) resulted in the reversal or alteration of a number of the changes made to the building during the 1970s (**Figure 20**). Works undertaken between c1998 and 2000 included:

- Re-sheeting of roof in wide pan galvanised steel;
- Reconstruction of the fleche to 1912 appearance;
- New plywood floor to ground level;
- New lift, toilets and services installed;
- New glass partitions and balustrades; and
- Suspended ceiling to uppermost level.

In 2011 Brisbane suffered from a significant flood event, which caused the collapse of half of the retaining wall between Miller Park and the walkway to the Store, and a large concrete slab piercing the ground floor wall on the building's northern corner. This damage required reconstruction works.

2.1.7. Miller Park

Miller Park is a unique feature within QWB, in that it has remained an undeveloped green space since European settlement of Brisbane.

Since its earliest days during the penal colony, the park has provided a means of access between William Street and Queens Wharf Road. During the time of the penal settlement, the site was cleared and a retaining wall constructed to Queens Wharf Road. It appears that an arched opening was created in the retaining wall (refer **Figure 6**) presumably leading to steps accessing the park (Allom Lovell Marquis-Kyle 1992).

It is understood that the site was once flagged as the potential location for a new museum. The first Queensland Museum, later State Library of Queensland was actually constructed on the lot immediately to the north-west of Miller Park, leaving the park as an open space (Allom Lovell Marquis-Kyle 1992).

Few changes occurred to the park until 1980, when the place was officially named Miller Park, after Captain Henry Miller, and landscaping works were undertaken the year after (Allom Lovell Marquis-Kyle 1992; Kennedy and Pullar 1998). The landscaping works included a new steel fence to William Street, formation of a pathway through the site using brick paving and steel handrails, introduction of plantings and the paving of the bridge leading to the first floor of the Commissariat Store. Steps to Queens Wharf Road were also formed, but were sited in the same location as existing stairs.

The stone wall at the Queens Wharf Road boundary of the site was impacted on during the construction of a loading dock for the (former) State Library in 1959. The 1981 landscaping works (**Figure 21**) reconstructed part of the wall, including installation of a gate to the steps and reconstruction of the two sandstone piers at

the boundary with the Commissariat Store, possibly from salvaged stone. The section of the wall directly adjoining the Commissariat Store remains as one of the few areas of original fabric on the site.

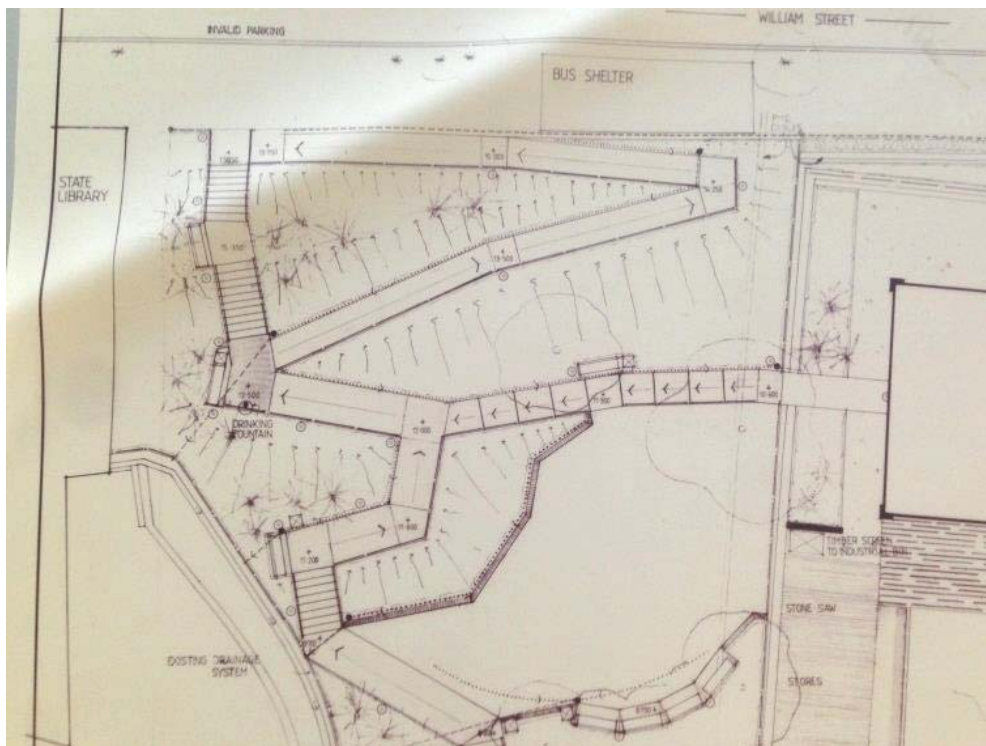


Figure 21 – Plans for modifications to Miller Park (1981)

Source: QSA ID 19866

Following the 2011 flood, a burst water main saw the collapse of the retaining wall along William Street. An archaeological salvage was undertaken which resulted in the collection of more than 8500 artefacts associated with the construction of the 1887 timber retaining wall.

2.2. CHRONOLOGICAL OVERVIEW

Table 1 provides a chronological overview for the Harris Terrace site.

Table 1 – Chronological Overview of the Commissariat Store

Date	Event
1825	Lt Henry Miller arrives to establish Moreton Bay Penal Settlement.
1827	Wharf completed, named "King's Wharf".
1828	Plans for Commissariat Store drawn up by William Dumaesq.
1839	Closure of Moreton Bay Penal Settlement
1848	Commissariat Store temporarily used a land sales office.
1856	Use of Commissariat Store upper floor as Immigration Depot.
1860	Commissariat Store internally modified for use as police barracks. Building renamed Colonial Stores.
1873	Additions and repairs to building

Date	Event
1886	Single storey brick annex constructed perpendicular to Commissariat Store for use as stationery storage.
1888	Fire resulting in loss of timber stables and shed; re-erection of lost structures. Construction of fire-proof strong room for protection of documents.
1889	Lowering of William Street, underpinning of retaining wall for stability.
1880s/1890s	Temporary use of building by Visiting Justice of St Helena Island (prison farm).
1898	Name change to Government Stores.
1900	Second floor to brick annex building.
1912	Additional storey constructed to Commissariat Store.
1923	Establishment of State Stores Board, change of name to State Stores Building.
1931	Roof clad in corrugated iron.
1945	Air raid trench in Miller Park believed to be filled in.
1951	State Stores Despatch Section occupies ground floor; Stock Water Supplies occupies second floor. First floor used by departments for storage.
1959	Queensland State Archives established, occupy one room in building.
1960	State Stores section vacates building; Queensland State Archives occupies ground floor; State Irrigation and Water Supply Commission occupies first and second floors.
1962	Irrigation and Water department vacate; building divided use between Queensland State Archives and Public Library.
1963	State Library vacates; entire building for use of Archives.
1968	State Archives vacates building.
1969	Law Reform commission occupy building.
1976	Brick annex demolished.
1977	Royal Historical Society of Queensland occupies building.
1979	Broad-scale renovations to building.
1980	Landscaping and official naming of Miller Park.
1980	Internal modifications to building.
1982	Redesign of yard, including metal gates, paved driveway, stone wall and grassed area. Additional landscaping to Miller Park, including restoration of original stone retaining walls Building officially opened (24 November) as official headquarters of Royal Historical Society of Queensland.

Date	Event
	Miller Park officially named after Lt Henry Miller.
1998	Conservation Management Plan created for building, reversal or modifications of 1970s changes.
2011	Partial collapse of William Street retaining wall due to floods and archaeological excavation

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 1996) 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 Commissariat Store are provided in **Table 2**.

Table 2 - Themes Relevant to The Commissariat Store and Miller Park

QLD Theme	Sub-Theme	Example
1. Peopling places	1.2 Migration from outside and within	Immigration Depot
	1.3 Encounters with Indigenous and non-Indigenous people	Site of distribution of blankets – 'blanket day'
3. Developing secondary and tertiary industries	3.1 Feeding Queenslanders	Custom/supply depot
	3.4 Developing economic links outside Queensland	Custom/supply depot – connection with Britain
	3.7 Financing	Bank
	3.11 Lodging people	Immigration Depot
	3.12 Catering for tourists	Museum/ historic site
4. Working	4.3 Working in offices	Offices
5. Moving goods, people and information	5.1 Utilising human movement	Convict labour
	5.4 Using shipping	Custom/supply depot
6. Building settlements, towns and cities	6.1 Establishing settlements	Commissariat Store – Penal Settlement
	6.2 Planning and forming settlements	Penal settlement – genesis of Brisbane
7. Maintaining order	7.1 Policing and maintaining law and order	Police barracks

QLD Theme	Sub-Theme	Example
8. Creating social and cultural institutions	7.2 Government and public administration 7.3 Customs and quarantine services 8.3 Organisations and societies	Ongoing use by colonial/state government and agencies Custom/supply depot Royal Historical Society of Queensland

3. PHYSICAL CONTEXT

3.1. VIEWS, LANDSCAPE AND SETTING

The Commissariat Store is set within an excavation between William Street and Queens Wharf Road, and the building has frontage to both streets. The building has relatively little streetscape presence in William Street, due to the nature of its siting – appearing as a single-storey structure and generally dwarfed by the surrounding historic government buildings which are two storeys or higher.

Figure 22 shows existing views and vistas including views to the Commissariat Store from Queens Wharf Road, and from Miller Park and the Commissariat Store towards the River.

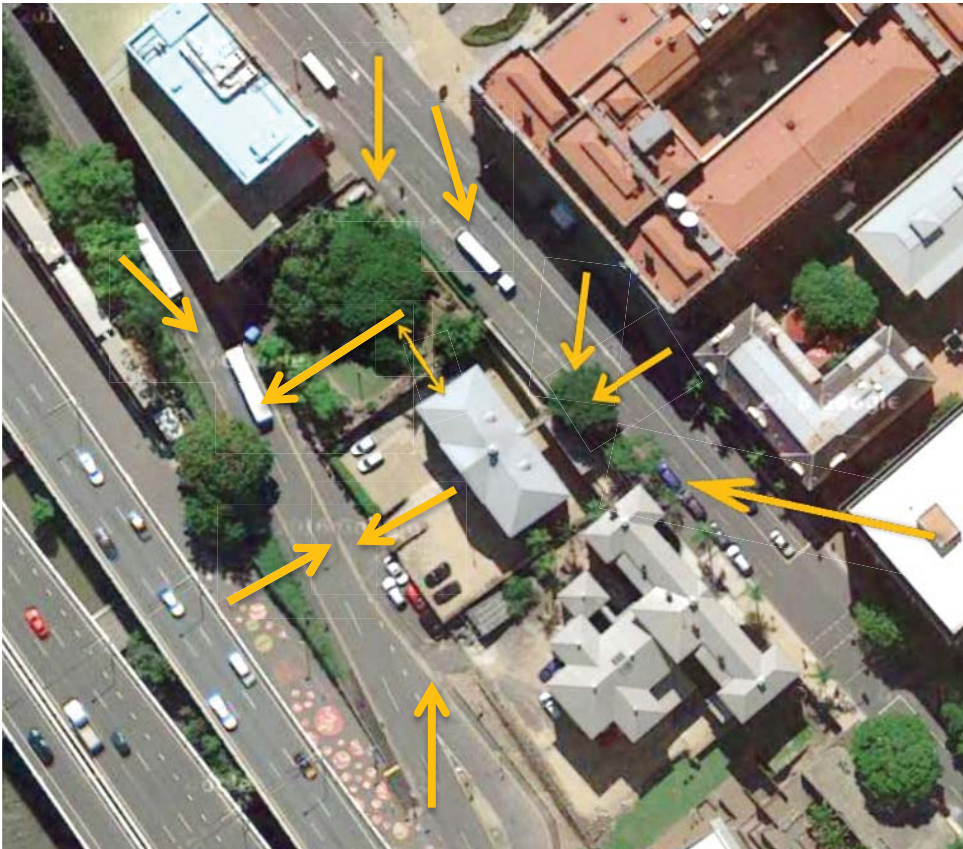


Figure 22 - Existing views, Commissariat Store and Miller Park

Source: Google Earth and Urbis 2016

Overall the site is devoid of plantings or landscaping.

The building is flanked on three sides by retaining walls constructed of iron-stained Brisbane Tuff (**Figure 23**) which has been squared and roughly dressed.

A low stone wall (Brisbane Tuff) is along the property boundary at Queens Wharf Road. This wall extends north-west along the road and the Miller Park boundary, with a sandstone pillar denoting the boundary between the two places (**Figure 24**).



Figure 23 – William Street retaining wall

Source: Urbis 2016



Figure 24 - Queens Wharf Road retaining wall, extending to Miller Park

Source: Urbis 2016

A set of iron gates along Queens Wharf Road accesses the property, opening to a yard that is generally used for car parking. The carpark is partially paved with Brisbane Tuff (c. 1979), and the balance of the site is surfaced with sandy gravel (**Figure 25**).



Figure 25 - Commissariat Store yard/carpark and Queens Wharf Road entrance

Source: Urbis 2016

3.2. BUILDING EXTERIOR

The Commissariat Store overall exemplifies characteristics of Georgian style architecture, blending the Old Colonial Georgian style (1788-c. 1840) of the original two storeys, with the Victorian Georgian style (c. 1840-c1890) of the upper level (Apperly, Irving and Reynolds 1989). Despite the third storey being added during the Federation period, it has been constructed using a design and architectural styling sympathetic to the original building.

Viewed from Queens Wharf Road (**Figure 26**), the Commissariat Store has a rectangular form and symmetrical facade with harmonious proportions and a sandstone plinth. A central breakfront is created with the use of sandstone pilasters, and features a gable resembling a pediment, with an oeil-de-boeuf and flagpole. The hipped roof is clad in corrugated galvanised steel sheeting.

The original portions of the building (ground and first floor) are constructed in Brisbane Tuff, with the exposed iron-stained jointed surface exposed (Kennedy and Pullar 1998). The stone has been laid in regular courses at the front (Queens Wharf Road) elevation, but in a less ordered fashion on the rear and side

elevations (Kennedy and Pullar 1998). Sandstone quoins surround each window and the doorways, and an exposed sandstone string course separates the two levels.

The small windows of the original structure are small, multi-paned casements, with iron security bars. The centrally positioned double door at ground level is timber with fanlight over. A similarly styled timber double door is at the first level, historically used to receive goods into the building interior.



Figure 26 – Queens Wharf Road elevation
Source: Urbis 2016



Figure 27 – Gangway and steel ramp
Source: Google Earth



Figure 28 – William Street elevation
Source: Urbis 2016



Figure 29 – Access to yard and Miller Park (Urbis 2016)

Source: Urbis 2016

The uppermost level of the building is a later addition, constructed to provide direct access to William Street. The brick walls are rendered, as is the string course between the first and second storeys. Below the centrally positioned window at this level is the original Royal emblem of King George IV. The pattern of fenestration on the Queens Wharf Road elevation matches that of the original building, but uses double-hung sash window with window hoods.

A picket fence has been erected at the William Street site boundary, and access to the uppermost level of the structure is via a stepped concrete gangway (**Figure 27**) with green-painted aluminium handrail. A modern steel ramp adjacent to the gangway provides access for mobility restricted individuals.

The double entrance doors at the William Street elevation are sheltered by an arched hood supported on twin corbels. Within the hood are the words “Government Stores”, added when the building served this purpose from 1828-1923.

The original ground and first storey of the building are barely discernible from William Street.

Two arched dormers are positioned on the roof, as is a fleche, reconstructed as per 1912 detailing (**Figure 28**).

The side windows feature three windows at each storey, with the exception of the first floor at the north western elevation (facing Miller Park) which has a timber panelled double door that accesses both Miller Park and the yard of the Commissariat Store (**Figure 29**).

3.3. BUILDING INTERIOR

The building history demonstrates that the interior of the Commissariat Store has undergone alterations throughout its history, primarily during the broad-scale works undertaken in the 1970s.

At present, the ground floor of the building (**Figure 30**) is an open space used for interpretive museum display. The floor is squares of plywood but was originally Brisbane Tuff blocks laid over a significant drainage system. Walls are exposed Brisbane Tuff, and the ceiling is exposed beams which shows the underside of the timber floor above (**Figure 31**).

Originally the timber for the beams was adzed, and other members pit-sawn. Structural timbers were hardwood, but the first floor was yellow wood (*Oxleya xanthoxyla*) – most likely acquired from the north bank of the Brisbane River, which was formerly heavily wooded with the species (Kennedy and Pullar 1998).

A timber staircase accesses the first floor (**Figure 32**) which has a timber floor, and a similar arrangement of exposed walls and beams. The space is also used for museum display purposes (**Figure 33**). The first floor is also accessed via a modern disability access lift, which features glass security panels with rounded aluminium handrail.

Floor plans of the Commissariat Store are provided in **Appendix A**.



Figure 30 – Ground Floor, interior

Source: Urbis 2016



Figure 31 – Underside of Timber Floor

Source: Urbis 2016



Figure 32 – Interior staircase

Source: Urbis 2016



Figure 33 – First Floor

Source: Urbis 2016

The second floor (**Figure 34**) is used as a display area and reception for the RHSQ. It has a timber floor, modern suspended ceiling with downlights, walls are lined with plasterboard, and modern partitions create office space.



Figure 34 – Second Floor, interior

Source: Urbis 2016

3.4. MILLER PARK

Miller Park is a landscaped park sited directly to the north-west of the Commissariat Store (**Figure 35**). It has a modern chain-wire fence with hedge row behind, and a winding brick pathway that provides pedestrian access between William Street and Queens Wharf Road. The park features seating, rubbish bins, lighting and plantings.

The retaining wall to Queens Wharf Road is constructed of Brisbane Tuff. The north-west section of wall is original convict built construction, while the remainder of the wall, including stairs are part of the 1982 works to the site.



Figure 35 – View to Miller Park from Queens Wharf Road

Source: Urbis 2016

3.5. CURTILAGE

The Commissariat Store and Miller Park (QHR Place ID 600176) comprise Lot 12 on B32389 and Lot 9 on B32389 respectively. The heritage curtilage, as mapped for the QHR, comprises both lots.

3.6. CONDITION AND INTEGRITY

Overall the Commissariat Store appears to be in good condition. Its ongoing use as a museum and headquarters for the RHSQ has ensured it has had an ongoing programme of care and maintenance.

3.7. 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:~~

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

Replace with text below in red

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. Any archaeological remains identified in these areas are likely to be of State significance.

The Commissariat Store stands as one of the first buildings constructed at the Moreton Bay Penal Settlement. Throughout its history, changes have occurred within the yards of the store, including construction and demolition of buildings. It has had ongoing use since its construction in 1829, and represents well over 150 years of Brisbane's history.

Miller Park is a unique feature within QWB, and within the broader Brisbane CBD in general, as a place which has been maintained as a green space since first European settlement in 1824.

3.7.1. Summary

Overall, the Commissariat Store and Miller Park are considered to have **high** archaeological potential.

- **High (red)**

They are considered to have high potential to reveal important information about the penal colony including the life of convicts, and subsequent uses of the site, both official and unofficial including the Government uses of the sites and the arriving immigrants and other early residents.

The historical archaeological potential is shown in **Figure 36**.

Replace strikethrough under 3.7 above 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.



Figure 36 – Archaeological Potential, Commissariat Store and Miller Park

Source: Urbis 2016

3.7.2. Previous Archaeological Works

Prior to the works undertaken in the 1970s, the Queensland Museum led an archaeological excavation of the sub-floor of the building. Archaeological remains included original Brisbane Tuff flagstones, an extensive U-shaped drainage system which was brick lined with sandstone capping blocks, and a variety of shells, ceramics, glass and clay pipes. (Kennedy and Pullar 1998).

The collapse of the retaining wall from the flood event of 2011 resulted in archaeological salvage of over 8,500 artefacts, which were provenanced to the 1850s through to the 1880s. The artefacts were identified as deriving from a single depositional unit of land-fill from the construction of the 1887 timber retaining wall.

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.

This concept helps 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. SIGNIFICANCE ASSESSMENT

Table 3 presents an assessment of the significance of the Commissariat Store and Miller Park, taken from the existing QHR citation.

Table 3 – Assessment of Heritage Significance

Criteria	Significance Assessment
<p>A – Historical Significance /Scientific Significance <i>The place is important in demonstrating the evolution or pattern of Queensland's history</i></p>	<p><i>Completed in 1829, the former Commissariat Store demonstrates the evolution of European settlement in Queensland, being one of only two buildings surviving from the Moreton Bay penal colony, having become a government store when free settlement was established, until the 1960s, and accommodating a range of other government uses, including serving as an overflow point for immigrants from the 1850s till 1887 when the Yungaba depot opened (QHR600245).</i></p> <p><i>Changes to the fabric and orientation of the building over that time reflect the development of Brisbane. The adjacent area of land, now known as Miller Park, has been an open space since the earliest European settlement, and continues to provide a pedestrian thoroughfare linking the river and city.</i></p>
<p>Significance Indicators</p> <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 <input checked="" type="checkbox"/> 	<p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Regional importance <input checked="" type="checkbox"/> ▪ Earliness <input checked="" type="checkbox"/> ▪ Representativeness <input checked="" type="checkbox"/> ▪ Distinctiveness/Exceptionality <input type="checkbox"/> ▪ Rarity <input checked="" type="checkbox"/>

Criteria	Significance Assessment
<p>or pattern of our development of our society or of our environment.</p> <ul style="list-style-type: none"> ▪ Has influenced 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 type="checkbox"/> ▪ 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 – Rarity Significance</p> <p><i>The place has rare, uncommon or endangered aspects of Queensland’s cultural heritage.</i></p>	<p><i>As a key penal colony structure the former Commissariat Store in a very rare survivor in Queensland and, being one of only eight convict-built commissariat buildings remaining in Australia, is also rare at a National level. The stone retaining walls that remain around the store and that fronting Queens Wharf Road along part of Miller Park are the only examples remaining in Queensland that were built by convicts. All these structures provide rare evidence of the building methods, skills and materials available at the time.</i></p>
<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 checked="" 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 checked="" 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 checked="" 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 checked="" type="checkbox"/> 	<p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Intactness/Integrity <input checked="" type="checkbox"/> ▪ Distinctiveness <input type="checkbox"/> ▪ Exceptionality <input checked="" 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>	<p><i>Archaeological investigation of the Commissariat Store building and Miller Park has the potential to reveal important information about the penal colony and the subsequent use of the site. This investigation may provide insight into official and unofficial uses of the space, the lifeways of convicts, arriving immigrants and other early residents, as well as the material culture of nineteenth century Brisbane.</i></p>
<p>Significance Indicators</p> <ul style="list-style-type: none"> ▪ Potential to contribute new knowledge about Queensland’s history <input checked="" type="checkbox"/> 	<p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Earliness <input checked="" type="checkbox"/>

Criteria	Significance Assessment
<ul style="list-style-type: none"> ▪ Potential to contribute knowledge that will lead to a greater understanding of particular aspects of Queensland's history <input checked="" type="checkbox"/> ▪ Potential to contribute knowledge that will aid in comparative analysis of similar places <input checked="" type="checkbox"/> 	<ul style="list-style-type: none"> ▪ Rarity <input checked="" type="checkbox"/> ▪ Extensiveness <input type="checkbox"/> ▪ Intactness <input checked="" type="checkbox"/>
<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><i>This place is important in retaining the principal characteristics of a penal-era Commissariat Store that adapted to free settlement and transformation into a Government Store, through its simple form, robust construction, Georgian and Regency architectural influences – all of which help impart to the building a sense of the authority it represented – and its location between the river (from where goods and immigrants arrived) and the centre of the penal and later free settlement.</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 checked="" 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 type="checkbox"/> ▪ The work of a designer who made an important contribution to Queensland's built environment <input 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 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 type="checkbox"/> 	<p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Intactness/Integrity <input checked="" type="checkbox"/> ▪ Earliness <input checked="" type="checkbox"/> ▪ Rarity/uncommonness <input checked="" type="checkbox"/> ▪ Exceptionality <input 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 Commissariat Store, the three retaining walls that carve its site out of the William Street ridge and the remaining section of wall on Queens Wharf Road are of great aesthetic value as landmarks, seen from William Street and from the Brisbane River. The place is an integral part of the most prominent and cohesive group of government buildings in Queensland, which includes the former Treasury Building (QHR600143), former State Library (QHR600177), former Land Administration Building (QHR 600123), Queens Gardens (QHR 600112), and the former Government Printing Office (QHR 600114).</i></p>
<p>Significance Indicators</p> <p>Demonstrates or possesses:</p> <ul style="list-style-type: none"> ▪ Beautiful attributes <input type="checkbox"/> ▪ Natural beauty or natural aesthetic quality <input type="checkbox"/> ▪ Picturesque attributes <input checked="" type="checkbox"/> 	<p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Intactness <input checked="" type="checkbox"/> ▪ Integrity <input type="checkbox"/> ▪ Degree of deterioration <input type="checkbox"/> ▪ Setting and location context <input checked="" type="checkbox"/>

Criteria	Significance Assessment
<ul style="list-style-type: none"> Evocative qualities <input checked="" type="checkbox"/> ▪ Expressive attributes <input type="checkbox"/> ▪ Landmark quality <input checked="" type="checkbox"/> ▪ Streetscape contribution <input checked="" type="checkbox"/> ▪ Symbolic meaning <input type="checkbox"/> 	<ul style="list-style-type: none"> ▪ Demonstrated representation <input checked="" type="checkbox"/>
<p>F – Aesthetic Significance/Architectural Significance/Other Significance <i>The place is important in demonstrating a high degree of creative or technical achievement at a particular period.</i></p>	
<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 checked="" type="checkbox"/> ▪ Is a particularly appropriate solution to a technical problem that extends the limits of existing technology <input checked="" 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 checked="" type="checkbox"/> ▪ Peer recognition/award <input type="checkbox"/>
<p>G – Social Significance <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>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 checked="" 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 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 checked="" type="checkbox"/>
<p>H – Historical Significance <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 Commissariat Store has a special association with Commandant Patrick Logan, as one of the few remaining components of his penal-era building program, which made a major contribution to the development of the colony and State of Queensland.</i></p> <p><i>The building also has an enduring association with the Royal Historical Society of Queensland, its occupant since 1976 which has adopted the building's riverside elevation as the dominant feature of its logo.</i></p> <p>Significance Indicators</p> <p>Has a special association with: <input checked="" type="checkbox"/></p>	
<p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Importance of the person, group or organisation in Queensland's history <input checked="" type="checkbox"/> 	

Criteria	Significance Assessment
<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 	<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
<ul style="list-style-type: none"> ▪ 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"/> 	
<ul style="list-style-type: none"> ▪ An organisation who has made a notable contribution to the evolution or development of our society or our physical environment <input checked="" type="checkbox"/> 	

4.3. STATEMENT OF SIGNIFICANCE

The following statement of significance is from the Queensland Heritage Register citation. The statement of cultural significance below is adopted as the statement of cultural significance in this CMP for the Commissariat Store and Miller Park.

Completed in 1829, the former Commissariat Store demonstrates the evolution of European settlement in Queensland, being one of only two buildings surviving from the Moreton Bay penal colony, having become a government store when free settlement was established until the 1960s and accommodating a range of other government uses, including serving as an overflow point for immigrants from the 1850s until 1887 when the Yungaba depot opened [QHR 600245]. Changes to the fabric and orientation of the building over that time reflect the development of Brisbane. The adjacent area of land, now known as Miller Park, has been an open space since the earliest European settlement, and continues to provide a pedestrian thoroughfare linking the river and city.

As a key penal colony structure the former Commissariat Store is a very rare survivor in Queensland and, being one of only eight convict-built commissariat buildings remaining in Australia, at a national level. The stone retaining walls that remain around the store and that fronting Queens Wharf Road along part of Miller Park are the only examples remaining in Queensland that were built by convicts. All these structures provide rare evidence of the building methods, skills and materials available at that time.

Archaeological investigation of the Commissariat Store building and Miller Park, has the potential to reveal important information about the penal colony and the subsequent use of the site. This investigation may provide insight into official and unofficial uses of the space, the lifeways of convicts, arriving immigrants and other early residents, as well as the material culture of nineteenth century Brisbane.

This place is important in retaining the principal characteristics of a penal-era Commissariat Store that adapted to free settlement and transformation into a Government Store, through its simple form, robust construction, Georgian and Regency architectural influences - all of which help impart to the building a sense of the authority it represented - and its location between the river (from where goods and immigrants arrived) and the centre of the penal and later free settlement.

The Commissariat Store, the three retaining walls that carve its site out of the William Street ridge and the remaining section of wall on Queens Wharf Road are of great aesthetic value as landmarks, seen from William Street and from the Brisbane River. The place is an integral part of the most prominent and cohesive group of government buildings in Queensland, which includes the: former Treasury Building [QHR 600143], former State Library [QHR 600177], former Land Administration Building [QHR 600123], Queens Gardens [QHR 600112], and the former Government Printing Office [QHR 600114].

The Commissariat Store has a special association with Commandant Patrick Logan, as one of the few remaining components of his penal-era building program, which made a major contribution to the development of the colony and state of Queensland.

The building also has an enduring association with the Royal Historical Society of Queensland, its occupant since 1976 which has adopted the building's riverside elevation as the dominant feature of its logo.

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 needs 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 overall heritage significance and directly contributes to its 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




While the Commissariat Store and Miller Park are considered to be of cultural heritage significance, not all of their component parts are equally significant. The various elements of the Heritage Place have been graded below in relation to their contribution to the site's overall heritage significance. Elements including the




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

structure, landscape and archaeological remains 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**.




Table 5 – Gradings of Heritage Significance

Structure, Space or Element	Location or Building	Photograph	Level
COMMISSARIAT STORE			
Exterior			
General external form and scale of the Commissariat Store, particularly the Queens Wharf Road facade	Exterior		Exceptional
Original stone walls – the building and retaining walls	Exterior		Exceptional

Structure, Space or Element	Location or Building	Photograph	Level
King George IV Royal Cypher	Queens Wharf Road facade		Exceptional
Bars on windows	Exterior		Exceptional
William Street entry	William Street		High




Structure, Space or Element	Location or Building	Photograph	Level
Stone wall	Queens Wharf Road Entrance		High
Entrance gates	Queens Wharf Road Entrance		Moderate
Later or reinstated stone walls	Southern facade		Moderate




Structure, Space or Element	Location or Building	Photograph	Level
Gangway to Miller Park	Western facade		Moderate
Timber stairs from first floor to yard	Yard		Little
Brisbane Tuff Paving	Yard		Yard space: High Paving: Little




Structure, Space or Element sheeting	Location or Building	Photograph	Level
Roof and rainwater goods Roof form = high	Building exterior		Moderate
Concrete block from retaining wall	Yard		Little
Concrete Walls	William Street retaining wall		Neutral




Structure, Space or Element	Location or Building	Photograph	Level
Picket fence	William Street		Moderate
Glass doors and partitions	Throughout building		Neutral
Post Office Box	Yard		Neutral

Structure, Space or Element	Location or Building	Photograph	Level
Disability access ramp	William Street elevation		Intrusive
Steel stairs from ground floor to yard	Yard		Intrusive
Interior			
Drain under floor			Exceptional



Structure, Space or Element	Location or Building	Photograph	Level
Original ceiling joists and bearers (pit sawn)	First and second floors		Exceptional
Interior beams and joinery – some reconstructed	Interior		Original: Exceptional Reconstructed: Moderate
Floor finishes	Interior		Moderate


Structure, Space or Element	Location or Building	Photograph	Level
Staircase (reconstructed c. 2000)	Second floor		Moderate
Gantry door (c. 1950s)	First floor		Moderate
Plaster walls	Second floor		Little

Structure, Space or Element	Location or Building	Photograph	Level
Interpretive plywood flooring	Ground floor		Little
Lighting			Neutral
Cabinets and display cases	All floors		Neutral

Structure, Space or Element	Location or Building	Photograph	Level
Suspended ceiling	Second floor		Intrusive
Internal partitioning			Intrusive
Lift	All floors		Intrusive
MILLER PARK			

Structure, Space or Element	Location or Building	Photograph	Level
Convict built wall	North western portion of wall, Queens Wharf Road		Exceptional
Open green space attributes			High
Views toward river			High

Structure, Space or Element	Location or Building	Photograph	Level
1980s wall and stairs	South-western portion of wall, Queens Wharf Road		Moderate
Current vegetation and landscaping			Neutral
Ramps, stairs and lighting			Intrusive

Structure, Space or Element	Location or Building	Photograph	Level
ELECTRICAL PLANT AREA			INTRUSIVE

5. KEY ISSUES

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)	Commissariat Store (former)	Registered Site QHR ID 600176
Brisbane City Plan 2014 City Plan Heritage Register Local Heritage Overlay (items of local significance)	Commissariat Stores (former)	Registered
NON-STATUTORY LISTINGS		
National Heritage List under the <i>Environment Protection and Biodiversity Conservation Act 1999</i> (items of national significance)	Commissariat Store	Formerly nominated (# 10559)
Register of the National Estate (a non-statutory archive of items of local, state or national significance)	Government Stores, (former)	Registered Site ID 9332
National Trust of Australia (Queensland) (items of local, state or national significance)	Old Commissariat Store	BNE 1/59

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 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.

Operational Work to this building will be exempt development where it is consistent with a General Exemption Certificate issued under the QHA.

Similarly Minor Building Work will be exempt development where it is consistent with a General Exemption Certificate issued under the QHA.

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 Commissariat Store and/or Miller Park 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 which includes the provision of equitable access ramps and or lifts to buildings and accessible car parking spaces and toilets (Heritage Victoria 2008).

5.3. NON-STATUTORY CONSIDERATIONS

The following outlines non-statutory considerations relevant to the place including non-statutory listings on 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. **NTAQ 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 National Trust of Queensland which contains individual buildings, precincts, natural environment places or culturally significant artefacts.
2. **NTAQ 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

The Commissariat Store is a State Government-owned building, leased to the RHSQ.

Miller Park is maintained by the Brisbane City Council.

5.5.1. Management Plans and Guidelines

Any proposed work to the building or site must be approved by the MEDQ in accordance with the ED Act.

A CMP was prepared for the Commissariat Store in 1998. As a result of this plan, a number of unsympathetic works undertaken in the 1970s were reversed, however the 1970s works had already resulted in the loss of significant original fabric from the building.

At the time of preparation of the 1998 CMP, Miller Park was not part of the QHR citation for the Commissariat Store.

5.5.2. External Stakeholders

The following key stakeholders have an interest in the Commissariat Store and should be consulted about any changes in the future:

- Queensland Heritage Council;
- DEHP;
- BCC;
- NTAQ; and
- Royal Historical Society of Queensland.

5.6. OPPORTUNITIES

The QWBIRD offers a major opportunity for greater public appreciation of the Commissariat Store. As one of Brisbane's earliest structures, it is of significant historical value to the community.

At present, Queens Wharf Road is not a particularly appealing place for the public to visit as it generally only functions as a roadway. The revitalisation of Queens Wharf Road as part of the QWBIRD offers the opportunity for greater public appreciation of the Queens Wharf Road facade of the Commissariat Store and encouragement for visitation of the site.

Without knowledge of the history of Brisbane and QWB, the reason for the name 'Miller' Park is generally unknown. The QWBIRD offers the opportunity for interpretation of this site, named after the first Commandant of the Moreton Bay Penal Settlement, and as a c. 180 year old green space in the city.

5.7. VISITOR AND PUBLIC ACCESS

The Commissariat Store functions as a headquarters for the RHSQ and as a public museum, with defined opening hours. Consequently, it has been modified throughout its history to afford public access, including disability access ramp at the William Street elevation and installation of an internal platform lift accessing the three building levels.

Miller Park, by its nature, is accessible to the public but is not particularly accessible by mobility restricted individuals, as access to the park is via stairs.

5.8. THREATS

The Commissariat Store has officially been the headquarters of the RHSQ since 1982. As such, it has been regularly maintained and cared for. No significant structural or maintenance issues have been identified at the Commissariat Store.

The use of the building as a museum is anticipated to continue; thus, issues such as neglect or deferred maintenance are unlikely to occur.

No new development adjacent to the Commissariat Store is anticipated. Any future change to the landscape design of Miller Park would require careful planning to minimise potential impacts to the archaeological values of the place.

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 Commissariat Store and Miller Park.

6.1. GENERAL APPROACH

Heritage conservation in Australia is guided by the principals 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 conservation management plan 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 Commissariat Store and Miller Park.

The *Burra Charter* contains a number of terms that are used in conservation that are pertinent to this report, and the conservation of the Commissariat Store and Miller Park. 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 of 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;
- **Related place** means a place that contributes to the cultural significance of another place; and
- **Sympathetic** means complementary to the style and character of a heritage item or place.

Other terms used in this document and their definitions include:

- **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 Commissariat Store and Miller Park must be carried out in accordance with best heritage conservation practice and within 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 heritage significance of the Commissariat Store is embodied in its existence as one of the first and only extant structures built as part of the Moreton Bay Penal Settlement in the 1820s. Miller Park has heritage significance as a remnant green space in the Brisbane CBD, which has been maintained for this purpose since European settlement in the 1820s.

Policy 5. The cultural heritage significance of the Commissariat Store and Miller Park must be understood prior to proposing works which will alter the key heritage values of the place, and the significance schedule at Section 4.5 of this CMP must be used to guide decisions about the future management of these items.

6.3. SETTING 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.

Like most Heritage Places, the external appearance and visibility of the Commissariat Store is a large component of its heritage significance. The building is chiefly visible from William Street, however the

Queens Wharf Road facade is the original primary facade of the building. This elevation is generally underappreciated due to the general underutilisation by the public of Queens Wharf Road, and this area of the CBD generally.

Policy 6. Any new works within the heritage curtilage of the Commissariat Store and Miller Park must respect the setting of the place.

*Policy 7. A key element of the significance of the Commissariat Store is its relationship to the Brisbane River. The setting of the Store and its visual and physical relationship with the Brisbane River must be retained and ~~no~~ permanent buildings ~~are to be constructed that obscure views to and from the River.~~ **must not***

Policy 8. A key element of the significance of the Commissariat Store lies in:

- the visual and physical relationship that exists between the Commissariat Store, the former DPI Building, the former Land Administration Building and the former State Library across Miller Park; and*
- the important contribution the building makes to the historic William Street streetscape. These visual and physical relationships must be respected.*

*Policy 9. The visual and physical relationship between the Commissariat Store and Miller Park **must** be retained.*

Policy 10. The courtyard is a significant part of the setting of the Commissariat Store and must be retained as an open space.

Policy 11. Any new use of Queens Wharf Road or new interpretation of its alignment should retain the views to the Queens Wharf Road facade of the Commissariat Store.

Policy 12. Miller Park is significant as an open green space within the historic centre of Brisbane, and as part of the setting of the Commissariat Stores. Its open, green attributes must be retained.

Policy 13. Views from Miller Park across the Riverside Expressway to the Brisbane River should be reinstated where possible. This may include pruning, shaping or removal of trees to afford better views.

Policy 14. The timber picket fence to George Street is an accurate copy of an early fence in this location and should be retained or, if required, replaced with a similarly accurate copy.

Until c. 1981 Miller Park was a grassed open space area. Since this time the park has been subject to hard and soft landscaping with the installation of ramps, balustrading, lighting and vegetation and electrical plant.

Policy 15. With the exception of the stone walls along Queens Wharf Road, the current hard and soft landscaping in Miller Park is not of heritage significance and does not need to be retained.

6.4. CONSERVATION OF BUILDING FABRIC

The following sections provide detailed on advice on conservation of the building fabric at the Commissariat Store and Miller Park including recommendations on the retention of significant fabric and removal of elements which are considered to be detrimental to the significance of the place.

6.4.1. Retaining Significant Elements

The retention and conservation of the following building elements is strongly recommended

Policy 16. Features identified as being of exceptional significance must be conserved and future changes should not impact on their significance.

Features identified as being of high ~~and moderate~~ significance should be conserved and future changes should not impact on their significance.

Add: Policy 17. 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 heritage significance.

Update policy numbers

- Policy 17. The overall form and original fabric of the Commissariat Store is of exceptional significance. Changes to the external form and original fabric of the building must be avoided.*
- Policy 18. Convict constructed elements, including the Commissariat Store Building and retaining walls are of exceptional significance and must be retained and conserved.*

6.4.2. Elements of Little Significance

Elements identified as being of little significance (**Section 4.5**) are difficult to interpret or substantially modified. These elements are not original or reconstructed fabric and comprise new features that contribute to the significance of the place including later partitions or floors.

- Policy 19. 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.*

6.4.3. Neutral Elements

Neutral features comprise building elements such as non-original floors and floor coverings, kitchen and bathroom fitouts, new partitions and ramps which are necessary features that do not necessarily contribute to the significance of the place.

- Policy 20. Neutral elements are generally modern works which may be removed or modified as long as it does not adversely affect the places overall heritage significance.*

6.4.4. Intrusive Elements

Some intrusive elements may be removed in order to restore the external and internal building fabric to their known earlier states. For example, the disability access ramp at the William Street facade of the Commissariat Store is important for facilitating access to the building, however, its design is considered unsympathetic and intrusive.

- Policy 21. Intrusive fabric is encouraged to be removed where it allows greater appreciation of the heritage values of the place.*
- Policy 22. Intrusive elements may be removed in order to restore the external and internal building fabric to their known earlier states, or replaced with modern, more sympathetic alternatives.*
- Policy 23. The disability access ramp at the William Street entry to the Commissariat Store may be redesigned in modern, high quality materials to allow for a more lightweight and complementary entrance to the building.*
- Policy 24. The steel stairs at the entrance to the ground floor of the building along the Queens Wharf Road elevation may be redesigned to be more sympathetic to the building.*
- Policy 25. Later partitions to the second floor of the Commissariat Store are currently necessary for the provision of a reception area, kitchen and toilets, however these may be removed in future to restore the original volume of the space.*
- Policy 26. Removal of the electrical plant in Miller Park is encouraged.*

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 Charters 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.

A recommended maintenance inspection cycle is provided at **Section 7.2**.

Policy 27. A regular maintenance program must be implemented to ensure the building is retained and conserved for the future. The program provided at Section 7.2 of this CMP should be used as a guide.

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 28. All repairs to the former Commissariat Store must be detailed to minimise the visual and aesthetic impact to the original structure, ^{and} elements of exceptional significance ~~and~~ records of the repairs be retained by the property owner for future reference.

Policy 29. Repairs to the Commissariat Store should be undertaken in order of priority, ensuring that the source of the problem is fixed before making repairs. The conservation schedule at Section 7.1 of this CMP should be used as a guide.

6.6.2. Repairing Significant Elements

While the building is generally in good condition, there are significant elements which may require repair.

Policy 30. Where original and significant elements need repair and the profiles and materials are known, the materials chosen and the detailing proposed should ~~be the same or similar to~~ those used in the construction of the building. ^{match}

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.

6.7.1. Ongoing Use

The exceptional level of cultural heritage significance of the Commissariat Store means that a change of use is unlikely to be compatible with its heritage values.

Policy 31. The Commissariat Store should continue to function as a Museum. This is an appropriate and compatible use.

Policy 32. Ongoing use of the Commissariat Store is encouraged to facilitate regular maintenance and ensure the future preservation of the place.

6.7.2. New Development

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

Policy 33. Limited opportunity exists for new development and additions within the curtilage of the Commissariat Store. Some small-scale development within Miller Park, particularly immediately adjacent to the former State Library, may be acceptable subject to a consideration of policies within this CMP and the CMP for the former State Library. Miller Park must remain predominantly as an open green space, incorporating the stone walls along the Queens Wharf Road boundary.

6.7.3. Construction Management

The Commissariat Store appears to be in good condition, and is not anticipated to be directly impacted by construction activities associated with the redevelopment of QWB. However a dilapidation survey of the place should be undertaken prior to any project works to establish the condition of walls, floors, stonework and the like, to establish whether the building suffers indirect impacts through project activities.

Policy 34. Before any excavation works or earthworks are undertaken in close proximity to the ~~former State Library 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 35. 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 36. All excavation works must be undertaken in accordance with an approved Construction Management Plan.

6.8. ALTERATIONS AND NEW WORKS

In accordance with Burra Charter Article 22 and the associated practice note, new work is acceptable if it is easily identifiable, but must 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).

Policy 37. New work to the Commissariat Store should be sympathetic to the place but readily identifiable. Where historical details are unknown, reproduction or period detailing should be avoided. Instead, new work to the place should be conceived and designed in a modern language and expression and not mimic historical details.

Policy 38. New work to Miller Park should ensure the use as a park continues, should retain its character as predominantly green open space, and should incorporate the stone walls along the Queens Wharf Road boundary. Any new development within Miller Park should be small in scale and concentrated in the area adjacent to the former State Library.

Policy 39. Changes to the landscape design of Miller Park are acceptable.

Policy 40. The historical layout of Miller Park should be investigated and where possible reinstated or used to contribute to the design of the new layout.

Policy 41. Projection of images onto exterior walls may be undertaken.

6.8.1. Internal Layout

The Commissariat Store is highly intact internally however has had some internal divisions added to create offices or other rooms.

Policy 42. Where new fitouts are proposed within the Commissariat Store, they must be reversible, and not conceal or damage exceptional building fabric. New internal partitions must not connect to exceptional significant fabric.

Policy 43. Internal changes to the building should be conceived and designed in a modern language and expression and not mimic historical details.

6.8.2. Colour Schemes

The existing internal colour scheme differentiates between original and modern fabric. Where painting of the interior is proposed in future, this approach should continue.

Policy 44. Unpainted masonry surfaces must remain unpainted.

6.8.3. New Openings

Existing openings should be utilised to adaptively reuse the building. New openings should be avoided.

Policy 45. New openings in exceptional fabric must be avoided.

Policy 46. The original convict-built retaining walls are of exceptional significance and must be retained and conserved. Any modifications to the retaining wall on Queens Wharf Road must be limited to the modern section of wall.

6.8.4. Floors

Floors of the building are timber on the first and second floors; and plywood squares at ground level.

Policy 47. New floor coverings are acceptable where they are reversible and do not damage original fabric.

Policy 48. Existing floor levels must be generally retained.

6.8.5. Roof and Rainwater Goods

The original roof was slate, later replaced by wide pan galvanised sheet. The roof is currently clad in corrugated iron. This, and associated rainwater goods, are of modern materials.

Policy 49. The roof and rainwater goods should be inspected to identify any potential issues, and this should form part of the recommended Maintenance Schedule outlined at Section 7.2 of this CMP.

Policy 50. Where new roofing, gutters, downpipes and rainwater heads require repair or replacement, these should match the original profile and materials.

6.8.6. Services

Where buildings continue to be used in future, it is inevitable that existing services may need to be replaced or new services installed. While the building contains modern lighting and a lift, these may require upgrading in the future.

The installation of services can impact on heritage buildings and so care must be taken to ensure minimal impact on historic fabric when upgrading or installing new services such as the reticulation of power, water

and communications cabling. The least damaging routes should be selected and should be discreetly located to avoid impairing the appearance, character and integrity of the building.

Policy 51. Replacement and installation of new services required in heritage buildings such as ducting, cabling, plumbing, wiring and fire services should be installed using existing voids and cavities where possible.

Policy 52. The existing lift may be upgraded if required.

Policy 53. Fire protection services and security systems can make an important contribution to the conservation of the place and should be maintained.

6.8.7. Signage

Policy 54. If wayfinding and museum-related 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 55. Installation of signage must not damage heritage fabric of exceptional significance, 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.

Policy 56. All proposed development will require application to EDQ.

Minor building work and operational work in accordance with an exemption certificate are exempt development and do not require an application to or the approval of EDQ.

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.

Access to the building is currently provided from William Street along the second floor, from Miller Park to the first floor, and from the courtyard at the ground floor. The William Street and Miller Park access points provide equitable access.

Policy 57. Where heritage buildings are upgraded to comply with DDA requirements, the best practice guidelines outlined in Martin (1999) should be used as a guide.

6.9.2. Building Code of Australia

There is no requirement for heritage structures to retrospectively meet BCA requirements. The Heritage Division (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 must 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 58. 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 Commissariat Store has found that there is high potential for sub-surface remains within the heritage curtilage. Therefore, it is important to ensure any earthworks being undertaken within the curtilage consider the archaeological potential and obtain the appropriate approvals. This includes work in the sub-floor areas.

To appropriately manage archaeological potential, the Archaeological Management Plan (**Volume 3, Attachment E: Archaeological Management Plan**) should be used as a guide.

Policy 59. 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. 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 can be developed where there is a public access and/or interest in the place. The Museum already promotes the history and cultural heritage significance of the Commissariat Store, however there remains opportunity for additional heritage interpretation within the grounds of the Commissariat and Miller Park. For example, a block of concrete currently sits to the rear of the building to show the result of the 2011 Brisbane floods which resulted in partial collapse of the wall, however there is no signage to explain its association to the public.

A Heritage Interpretation Strategy has been prepared for the Queen's Wharf Brisbane Integrated Resort Development, which includes guidance for a heritage trail throughout the precinct and individual recommendations for heritage buildings and places.

Policy 60. There are opportunities for further interpretation of the Commissariat Store and Miller Park, including linking to the proposed QWB Heritage Trail. The Heritage Interpretation Strategy at PoD Volume 3, Attachment W should be used as a guide.

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

6.13. ENDORSEMENT AND REVIEW

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

Policy 62. 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 site.

Policy 63. The history of the place, the statement of significance and conservation policies in this document should be used as a basis for the preparation of future studies or reports into the place 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 64. This CMP and the policies within it must be reviewed every five years, following any significant redevelopment, or after any event that affects significant building fabric.

7. IMPLEMENTATION

This section provides guidance on heritage actions and maintenance policies for the former Commissariat Store and Miller Park. It presents a prioritised plan for implementing strategies outlined in the conservation policy, prioritised repairs outlined in the conservation works schedule, and a cyclical maintenance plan based on observations on site.

7.1. CONSERVATION WORKS SCHEDULE

The following conservation works schedule (**Table 7**) outlines a list of recommended repairs to be undertaken. This schedule has been based on observations while on site on 4 May 2016 and best practice guidelines.

Justification for prioritisation of works is 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 – Schedule of conservation works

Heritage element or conservation issue	Conservation	Timing
Cracking in walls	Monitor cracking, and if it continues to worsen seek advice from a heritage engineer	Ongoing
Unsympathetic design to entrances along William Street and Queens Wharf Road	Design new lightweight entrances that are constructed with modern, high quality materials that are sympathetic to original building fabric.	Low

7.2. MAINTENANCE WORKS SCHEDULE

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”.

Table 8 provides a list of recommended maintenance works to be undertaken at the place to ensure its ongoing use and longevity.

Table 8 – Schedule of ongoing maintenance works

Heritage Element	Inspection Frequency (Months)			Recommended Monitoring and Maintenance
	6	12	36	
General	✓			Check structure is clear of rodents and pests including termites.
Building surrounds	✓			Remove any vegetation growing under, on or in close proximity to the building exterior.
External walls of buildings and retaining walls			✓	Check for signs of cracking. Remove build-up of dirt to external surfaces.

Heritage Element	Inspection Frequency (Months)		Recommended Monitoring and Maintenance
Roofing		✓	Remove any debris and plant growth. Check for any areas needing repairs.
Gutters and downpipes		✓	Remove debris, leaves, plant growth and clear outlets.
Internal painted surfaces	✓		Monitor existing cracking and check for new. Repaint every 5-7 years.
Painted timber surfaces		✓	Check for signs of timber decay, re-paint every 5-7 years.
Windows and doors, including frames, fixtures and fittings (internal and external)		✓	Clean glass annually. Check for signs of timber decay, repaint every 5-7 years.
Vents	✓		Check for blockages and clear as required.
Underfloor spaces		✓	Remove vegetation growth, check for signs of destabilisation and termite activity.
Fire equipment and systems		✓	Check that equipment is up to date and in working order.
Timber joinery		✓	Check for cracking, splitting and peeling varnish. Replace damaged timber if required.
Timber floors		✓	Check for moving/loose boards and signs of wear and termite activity. Re-fix or replace loose boards with matching timber.

7.3. IMPLEMENTATION STRATEGIES

Table 9 provides an action plan for implementing the conservation policies for the Commissariat Store and Miller Park.

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 9 – Action Plan for Implementing Strategies

update policy #s

Strategy	Conservation Policy	Priority
Implement Maintenance Works Schedule	Policy 20	High
Ensure earthworks are guided by the Archaeological Management Plan	Policy 50	High
Endorsement of CMP	Policy 53	High
Investigate heritage interpretation	Policy 51	Low
Review of CMP	Policy 55	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 the table below:

Table 10 – Abbreviations

Abbreviation	Definition
BCA	Building Code of Australia
CMP	Conservation Management Plan
DBC	Destination Brisbane Consortium
DDA	<i>Disability Discrimination Act 1992</i>
DEHP	Department of Environment and Heritage Protection
DPI	Department of Primary Industries
ED Act	<i>Economic Development Act 2012</i>
EDQ	Economic Development Queensland
HIS	Heritage Impact Statement
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)
PoD	Plan of Development
QHA	<i>Queensland Heritage Act 1992</i>
QHC	Queensland Heritage Council
QHR	Queensland Heritage Register
QSA	Queensland State Archives
QWB	Queens Wharf Brisbane
PDA	Priority Development Area
RNE	Register of the National Estate
SLQ	State Library of Queensland
SPA	<i>Sustainable Planning Act 2009</i>

Table 11 – 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, 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.

Term	Definition
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

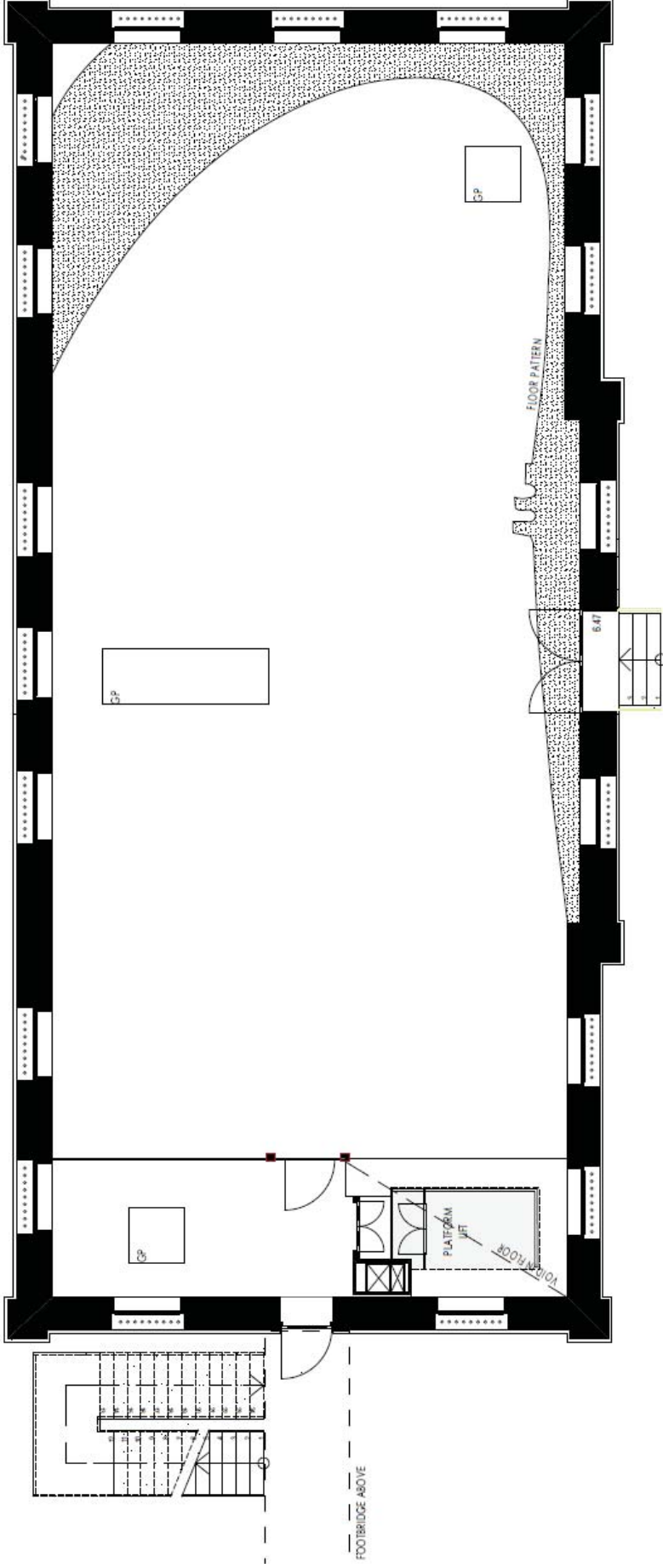


Figure 37 - Ground Floor (Queens Wharf Road)

Source: *ML Design 2016*

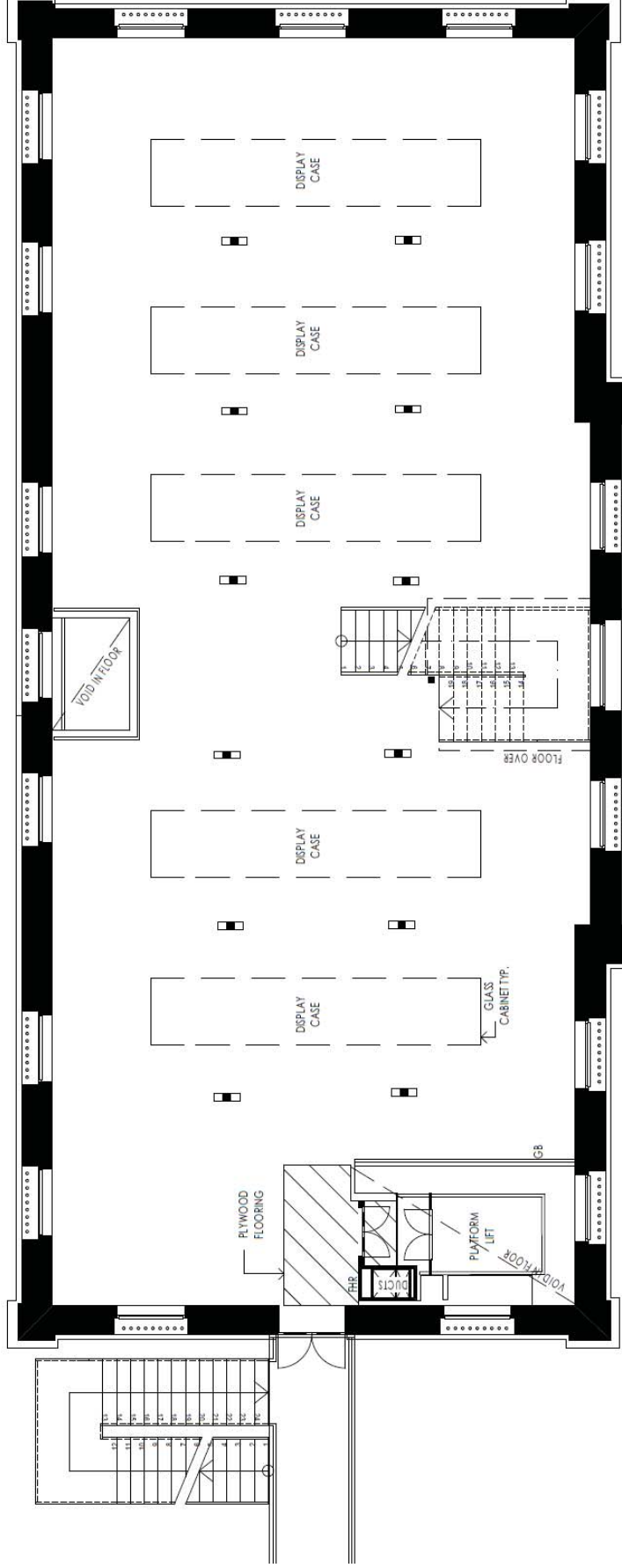


Figure 38 - Level 1
Source: ML Design 2016

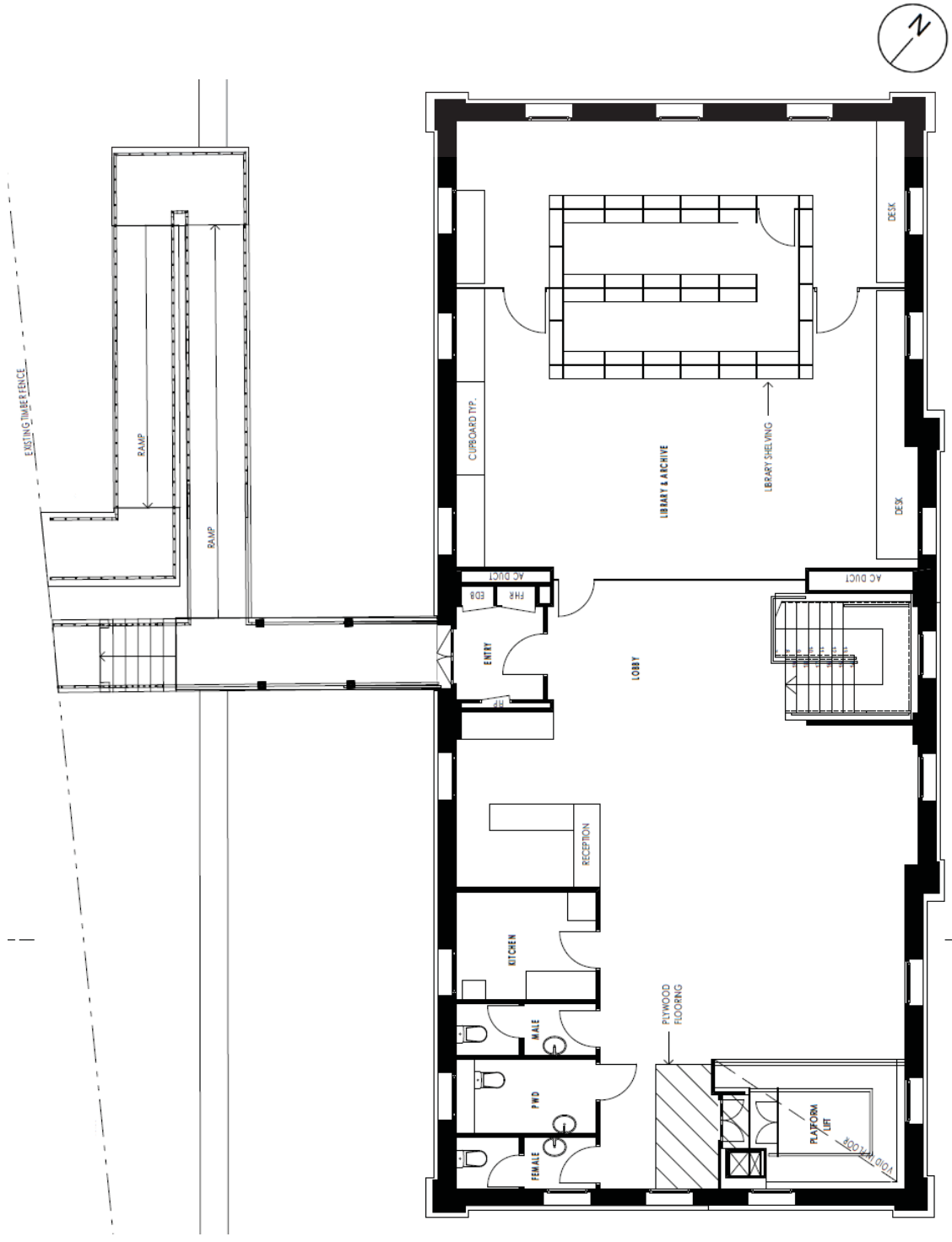


Figure 39 - Level 2 (William Street)

Source: ML Design 2016

