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POD VOLUME 3: ATTACHMENT D.6: QUEEN'S GARDENS 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 Queensland Government



PLANS AND DOCUMENTS referred to in the PDA DEVELOPMENT APPROVAL



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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 Queen's Gardens, located 144 George Street, Brisbane.

Queens Queens

Queen's Gardens is recognised as a State Heritage Place and is entered in the Queensland Heritage Register (QHR) (Queensland Heritage Register Number 600112).

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).

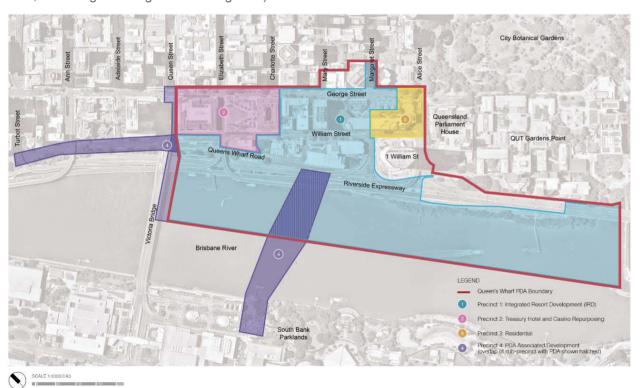


Figure 1 – Queen's Wharf Brisbane Precinct Plan

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); Queens
- Queen's Gardens (Place ID 600112);
- The William Street and Queens Wharf Road retaining walls (Place ID 600135);
- The Commissariat Store, including the adjacent Miller Park (Place ID 600176);
- The former Victoria Bridge abutment (northern) (Place ID 600303);
- The former Government Printing Office (Place ID 600114);
- The former Department of Primary Industries (DPI) Building (National Trust House) (Place ID 601093);
- Harris Terrace (Place ID 600121); and
- The Mansions (Place ID 600119).

1.3. PURPOSE

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

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 site. The CMP provides a careful analysis of why Queen's Gardens is significant, policies on how to retain its significance, and conservation strategies to ensure its long-term viability.

Future development of the Queen's Gardens site should be generally in accordance with this CMP.

1.4. SITE LOCATION

Queens

Queen's Gardens is located at 144 George Street Brisbane (**Figure 2**). It is bounded by the former Land Administration Building (Treasury Hotel) to the south-east, William Street to the south-west, Elizabeth Street to the north-west and George Street to the north-east.

The site is described as Lot 10 on CP866932.

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.

Queens

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.

Queens

The Queen's Gardens site was physically inspected, and historical and current plans and photographs of the place have been examined in order to understand the changes that have occurred.

1.6. LIMITATIONS

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

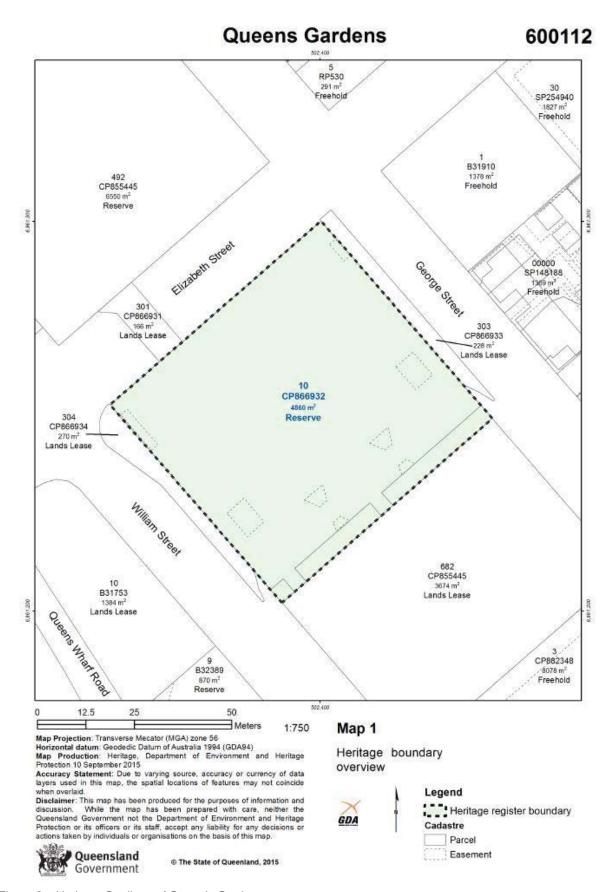


Figure 2 – Heritage Curtilage of Queen's Gardens Queens

Source: DEHP QHR Entry 600112

2. HISTORICAL CONTEXT

2.1. **QUEEN'S GARDENS**

Queens

Queen's Gardens has a long and varied history. This history can be roughly divided into four distinct phases from the initial penal settlement until current day:

- Moreton Bay penal settlement 1824-1838;
- St John's Church 1840s-early 1900s;
- Executive Gardens early 1900s-early 1960s; and
- Recent History early 1960s-curent.

2.1.1. Penal Settlement

Queens

During the penal settlement of Brisbane, the site now known as Queen's Gardens comprised part of a paddock which covered approximately 2 hectares, extending from William Street to Albert Street. On the corner of William and Elizabeth Streets stood the Engineer Lieutenant Bainbrigge's house (Figure 3).

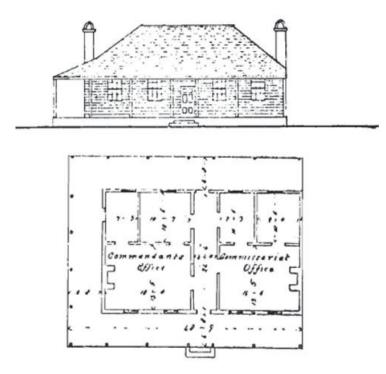


Figure 3 - Bainbrigge's Quarters c. 1825

Source: Steele 1975

This house was noted as being of weatherboard construction, and was likely the first of its type to be constructed in Brisbane Town. In 1825 a lumber yard was established over most of the site, which contained associated stores and workshops. The lumber yard remained on the site until 1838.

2.1.2. St John's Church

During the 1840s and 1850s the various religious groups in Brisbane moved from their temporary places of worship, and started building their own churches. In 1842 the small brick building used as a workshop in the lumber yard was converted for use as the first Anglican Church in Brisbane. Following a visit from Bishop Tyrell of the Newcastle Diocese in June 1848, the current Queen's Gardens site was acquired by the Church of England. The Government proposed to grant £1,000 towards a church and a parsonage.

In 1850 the foundation stone for the new church was laid further south along William Street. A parsonage was constructed at the corner of William and Elizabeth Streets in 1850-51 (Figure 4). The church was completed and consecrated in 1854. The building was constructed of stone with a shingle roof.

The church was extended in subsequent decades as the congregation continued to grow. The 1868 additions of a nave and chancel were designed by the architect Benjamin Backhouse.

The church was first known as St John's Anglican Church, and later became known as the St John's Pro-Cathedral when the diocese of Queensland was formed in 1860 (**Figure 5**). Apart from the church building itself a range of other buildings were constructed at the site for the use of the Anglican congregation. A school building and detached timber bell tower were also constructed within the site.

In the late 1890s a new Church Institute and Synod Hall were constructed for the Diocese at the corner of George and Elizabeth Streets in the late 1890s. These were single storey stone buildings fronting onto George Street (**Figure 6**).



Figure 4 – 1858 Plan Showing Footprint of the Buildings on site at that time

Source: Gregory, Plan of Town and Environs of Brisbane, NSW, 1858



Figure 6 – Former Diocesan buildings at the site in the early 1960s

Source: SLQ ID LBP00193

2.1.3. Executive Gardens

While the original plan for the Church of England was to build its permanent cathedral on the site, this never eventuated. Indeed the church site was acquired by the Queensland Government in association with the construction of the adjacent Lands and Survey Offices in the early 1900s. The church and some of the other buildings in the grounds were demolished. A small area directly adjacent to the Lands and Survey Offices building was set aside as a discrete landscaped space, reflecting the design of the adjoining building. The architect of the Lands and Survey Offices, Thomas Pye, designed the garden as well. The former church

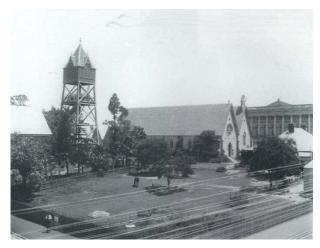


Figure 5 – St John's Pro-Cathedral seen from the corner of George and Elizabeth Streets c. early 1890's

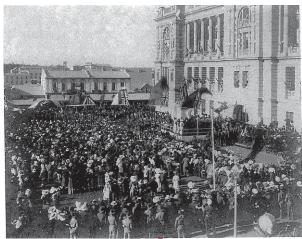
Source: SLQ ID 110488

buildings at the corner of George and Elizabeth Streets were retained, were adapted for use as government offices and remained on site for many years.

The gardens were initially named the Executive Gardens, after the new government building adjacent was renamed the Executive Building. The Executive Gardens were confined to this narrow area adjacent to the building, running between George and William Streets. The area included a reserve with asphalt walks, shrub and flower beds, and a low granite wall with railings at each end. The design also included a large space in the middle which Pye proposed would be an "excellent place for a statue or fountain". Queens

This idea was soon taken up and the name Queen's Gardens was adopted for the area when a statue of Queen Victoria was built via public subscription and unveiled in the park in 1906 (Figure 7). Soon after the south western portion of the site was landscaped, although little attention was given to this part of the site as it was envisaged it would later be used for other purposes. No construction was undertaken on this site. A German field gun was placed in Queen's Gardens during World War I as a gift from the King of England.

In 1925 a statue of the former Queensland Premier, TJ Ryan, was unveiled in the south western corner of the park near the corner of William and Elizabeth Streets (Figure 8). The remainder of the garden area was landscaped in a less formal manner, with circular flower beds and shrubs (Figures 9 to 12).



Queens
Figure 7 – Crowd gathers in Queen's Gardens for the unveiling of the Queen Victoria Statue, c. 1906

Source: SLQ



Figure 8 – Unveiling of TJ Ryan Statue, 1925 Source: Queensland Historical Atlas 2013



Figure 9 – Queen's Gardens, 1934 Source: Queensland Figaro 1934



Figure 10 – People in Queen's Gardens, 1935 Source: SLQ ID 102248



Figure 11 – Queen's Gardens c. 1938, showing the original extent of the Gardens from George street towards the State Library building



Figure 12 – Office workers using the park in 1949 Source: SLQ ID 99726

Source: SLQ JOL

2.1.4. Recent History

Queen's Gardens were extended and modified in the early 1960s when the surviving church buildings at the corner of George and Elizabeth Streets were demolished, augmenting the area of open space. The area was redesigned by Brisbane City Council landscape architect Harry Oakman, in a subdued modernist form (**Figure 13**). A small fountain was constructed in the park together with a paved pathway from the corner of George and Elizabeth Streets. Thomas Pye's original design was largely lost during this period with limited elements of that early design remaining.



Figure 13 - Harry Oakman's design including small fountain, c. 1980s

Source: SLQ ID 46513

In 1990, the Queensland Service Women's Association erected a Monument of Memories in the park honouring 70,000 service women.

Queens

In 1991 the area of Queen's Gardens, along with the former Treasury Building, the former Land Administration Building and the former State Library, were offered as a potential casino site for the city of Brisbane among a number of other sites.

In 1992 this combined site was confirmed for the development of the Brisbane Casing-Hetel Complex. The successful proponent was Conrad Jupiters. The project involved the excavation of Queen's Gardens for the creation of a multi-level basement car park and back of house areas in the area below the gardens.

Queens

In 1992-1993 Austral Archaeology undertook investigations of Queen's Gardens prior to the excavation for the basement car park. The report prepared as a result of these investigations concluded that virtually no structural remains of buildings survived on site, and that artefacts uncovered comprised a relatively unremarkable assemblage of late nineteenth century material.

Following excavation of Queen's Gardens, the 1905 Thomas Pye design of the gardens was reconstructed alongside the former Land Administration Building, with new garden beds and paving. The various memorials were retained, and in 1996 a New Royal Australian Air Force Memorial was installed near George and Elizabeth Street corner commemorating the men and women who served in the Royal Australian Air Force.

Over its history, Queen's Gardens has not only served as a place of leisure for residents and tourists and a site for laying of commemorative monuments, a gathering place for community and other groups, and also as a site for a multitude of protests, or the gathering of protestors (Figures 14 to 17).



Figure 14 – Special Constables Gathering in Queen's Queen's Gardens, 1912

Source: Queensland Police Museum



Figure 16 - Green Left Protestors, 2011

Source: Green Left Weekly 2011



Figure 15 - Protests Against Coal Seam Gas

Source: Courier Mail 2011



Figure 17 – Climate Change Protestors, 2015

Source: ABC 2015

2.2. **DEVELOPMENT OVERVIEW**

Queens

A pictorial overview of the development of the Queen's Gardens is shown at Figures 18 to 23.

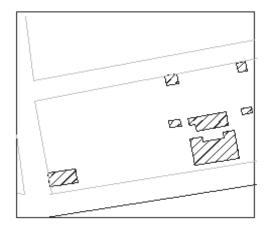


Figure 18 – 1826-1850 – Bainbrigge's Quarters, chaplain's quarters and parsonage

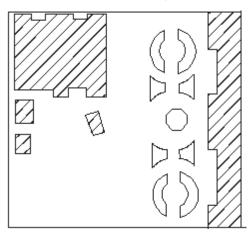


Figure 20 - 1897- 1904 Executive Building and Executive Gardens designed by Pye

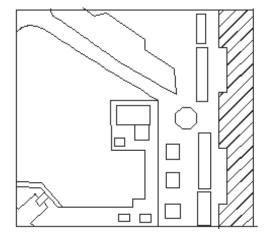


Figure 22 - 1962-1994 - Oakman Design

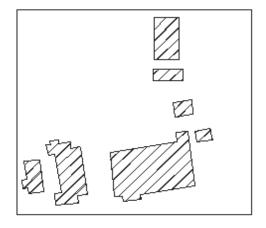


Figure 19 - 1850-1901 - St John's Church and School

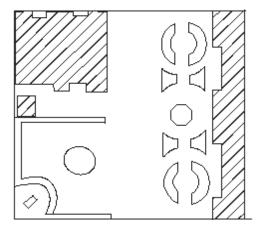


Figure 21 –1925 -1962 Addition of TJ Ryan Statue and use of church buildings by Criminal Investigation Branch

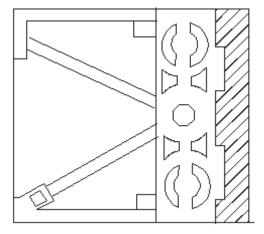


Figure 23 - 1995-2016 - Reconstructed Pye Layout

2.3. CHRONOLOGICAL OVERVIEW

Queens

Table 1 provides a summary of the key dates and events in the history and development of the Queen's Gardens.

Queens

Table 1 – Chronological Overview of Queen's Gardens

Date	Event
1820s	Engineer's weatherboard cottage erected on the corner of William and Elizabeth Streets, with a lumber yard (erected c.1825), which contained the engineer's stores and workshops occupying the remainder of the site.
1838	Lumber yard moved and cottage converted into offices.
1840	George Street portion of Gardens being used as Chaplain's Gardens.
1848	Site acquired by Church of England.
1850	Foundation Stone laid for St John's Church.
1854	Church completed and consecrated.
1868	St John's Church extended.
1870s	Further extensions made to Church including a detached bell tower, and a school building on the eastern corner of the site.
1880s	Church proclaimed the square a future cathedral site.
1897	A new Church Institute and Synod Hall built in the northern corner.
1899	Government purchased the site following announcement of plans to construct the new Land and Survey Offices (later Executive Building, then Land Administration Building).
Early 1900s	Church and other buildings in the ground demolished, and the new "Executive Gardens" designed by Thomas Pye.
1901	Church Institute building occupied by the Police Department, and later the Criminal Investigation Branch (CIB).
1904	Church buildings demolished and a 30m strip of gardens adjacent to the Executive Building was proclaimed as the Executive Gardens.
1906	Statue of Queen Victoria built via public subscription and unveiled. Name changed to Queen's Gardens.
1917	German field gun captured from German army in 1915 was placed in gardens as a gift from the King of England.
1925	Statue of TJ Ryan unveiled.
1962	Demolition of remaining church buildings used by CIB. Redesign of gardens by BCC landscape architect Harry Oakman, including introduction of fountain and paved pathway.

Date	Event
1963	Queen Elizabeth visit.
1990	Queensland Service Women's Association erected a Monument of Memories in the park honouring 70,000 service women.
1992-1993	Archaeological excavation of Gardens prior to construction of basement car parking.
1995	The original Pye design of the garden was reconstructed alongside the former Land Administration Building, and new sandstone exhausts installed.
1996	New Royal Australian Air Force Memorial installed near George and Elizabeth Street corner commemorating the men and women who served in the Royal Australian Air Force.

HISTORICAL THEMES 2.4.

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

Queens

Historical themes at each level that are relevant to Queen's Gardens are provided in Table 2.

Table 2 - Historical Themes

QLD Theme	Sub-Theme	Example of Place
Exploiting, utilising and transforming the land	2.9 Valuing and appreciating the environment	National parks;
transforming the fand		Beauty spots; and
		• Lookouts.
6. Building settlements, towns, cities	6.3 Developing urban services and amenities	Parks, gardens;
and dwellings		Street plantings; and
		Botanic garden.
8. Creating social and cultural institutions	8.1 Worshipping and religious institutions	Church.
	8.6 Commemorating significant events	 Memorial – disasters;
		Monument; and
		War memorial.

3. PHYSICAL CONTEXT

3.1. VIEWS, LANDSCAPE AND SETTING

Queens Gardens is a public park, square in plan and bounded by William, Elizabeth and George Streets on the south western, north western and north eastern sides and by the former Land Administration Building (QHR Place ID 600123) on the south eastern edge.

The site slopes from William to George Street which restricts views to the Brisbane River, however views to Queens Gardens exist from the intersections of William and Elizabeth Streets, and George and Elizabeth Streets, and from Elizabeth Street more generally (**Figure 24**).

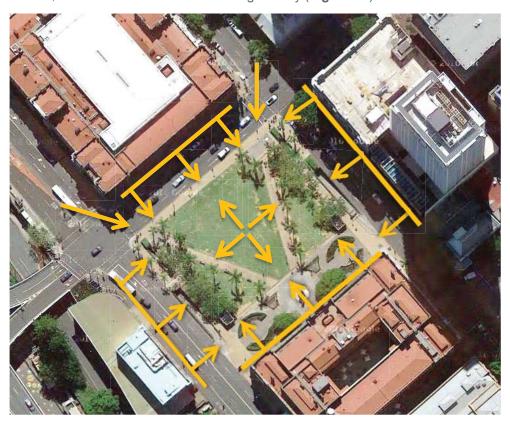


Figure 24 - Significant Views

Source: Google Earth & Urbis 2016

Historically buildings existed in Queens Gardens from the 1820s into the 1960s. However, the site has remained an open space surrounded by grand historic buildings for over 50 years. The setting and visual amenity of the gardens now forms part of the significance of the place. The gardens are important as a foreground for viewing the principal elevations of the former Land Administration Building, the former State Library and the Family Services Building (**Figures 25** to **28**). The gardens also form a pleasant aspect for the buildings which overlook it.

The current design of Queens Gardens comprises a symmetrical plan with paving on all edges and paved diagonal paths from the Elizabeth and George Street, and Elizabeth and William Street corners, converging on a central point in front of the Queen Victoria statue. Large palm trees are positioned on the external perimeter of the paths, with a large open space lawn in between. Poinciana's are also located along the William and George Street edges of the gardens.

The concrete pavers in front of the former Land Administration Building which connects George and William Streets recreates the original 1905 Thomas Pye design. This design was reconstructed as part of the wider Treasury Casino project and dates from the mid-1990s. The fabric is not original and plantings are not species used in the original design. This area also contains eight original cast iron lamp posts.



Queens
Figure 25 – View from Elizabeth Street to Queen's Gardens and the former Land Administration Building

Source: Urbis 2016



Figure 26 – View from former State Library across the gardens to the Family Services Building

Source: Urbis 2016



Figure 27 – View from Elizabeth and George Street corner to the former State Library

Source: Urbis 2016



Figure 28 – View across the gardens to the former Treasury Building

Source: Urbis 2016

Queens

Figure 29 shows an aerial view of Queen's Gardens showing the reconstructed Pye garden design in the south-east portion of the gardens (Figure 30), and diagonal pathways connecting to the William and George Street corners of Elizabeth Street. The large amount of open green space is evident (Figure 31).

A plan of the current gardens layout and plans of the basement levels are provided in Appendix A of this CMP.



Queens Figure 29 – Queen's Gardens

Source: QLD Globe 2016



Figure 30 – Reconstructed 1904 garden layout adjacent to the former Land Administration Building

Source: Urbis 2016



Figure 31 – Reconstructed path from 1960s Oakman

Source: Urbis 2016

3.2. **MONUMENTS, MEMORIALS AND PLAQUES**

Although the overall design of the park is relatively recent, earlier monuments have been incorporated which provide links to the previous form of the site. There are also more recent memorials which provide contribute to the history and use of the site over time. These are discussed below.

3.2.1. Queen Victoria

The Queen Victoria statue (Figure 32) is centrally positioned on the paved area in front of the symmetrical facade of the former Land Administration Building. The diagonal path is terminated by the monument which looks towards the former Treasury Building. The bronze statue stands on a pedestal, the upper portion of which is made of brown Helidon sandstone and the lower portion of Enoggera granite. The pedestal is square in form, with chamfered corners and is set on a flight of three granite steps.



Figure 32 – Queen Victoria Statue

Source: Google Earth

3.2.2. Field Gun

Directly behind the Queen Victoria statue is a 1915 German field gun. The field gun is also known as the British Trophy of Valour. Early photographs indicate that three field guns were positioned in the gardens during the 1930s, and the current field gun has been repositioned.

The current gun (**Figure 33**) is a 77mm Krupp field gun which was captured from the German Army in France in 1915 and presented to the then Premier, TJ Ryan in 1917. The inscription on the gun reads:

On 18th August 1917, His Excellency Sir Hamilton Goold-Adams GCMG unveiled this Trophy of British Valour. Presented to Queensland by His Majesty King George V. at the request of Hon T.J. Ryan (Premier) through Lord Kitchener.



Figure 33 - WWI Field Gun

Source: Urbis 2016

3.2.3. TJ Ryan

The TJ Ryan statue (Figure 34) is positioned in its original location on the corner of William and Elizabeth Streets and sits in a diagonal position facing the corner. The statue stands on a pedestal of Helidon sandstone and Enoggera granite. An ornamental bronze plaque is attached to the pedestal which reads:

Thomas Joseph Ryan, 1876-1921.

Scholar-Jurist-Statesman.

Premier of Queensland 1915-1919.

The life that ceased in mid-career

The light of other men shall be,

With purpose high and conscience clear

Who'll seek to serve the State as he?



Figure 34 - TJ Ryan Statue

Source: Urbis 2016

3.2.4. St John's Pro-Cathedral Altar

A marble slab in the paved area indicates the position of the altar of the former St John's Pro-Cathedral (Figure 35). The slab reads:

Here stood the altar

Of the cathedral

Church of st john

1854-1904



Figure 35 – Altar Stone of St John's Pro-Cathedral Source: Urbis 2016

3.2.5. Monument of Memories

The Monument of Memories (**Figure 36**) is located in the reconstructed Pye rose garden adjacent to the former Land Administration building and towards William Street. It is a rough-hewn block of bluestone with bronze plaque which commemorates the 70,000 women who served Australia in all the Defence Force services.

The plaque reads:

Dedicated to the 70,000 Women who served Australia In the Navy, Army, Air Force & Auxiliary Services.

The first servicewomen tended the wounded and sick during the Boer War, from then on, women served in World War I, World War II, Malaya, Korea & Vietnam.
They worked in hospitals, fixed defences, camps, Headquarters, barracks, ships, aircraft & underground.
They were based in Australia, Africa, United Kingdom, Europe, Middle East, India, Ceylon, New Guinea, Pacific Islands, Singapore & Japan.
Some were decorated.
Some were taken prisoner of war, some died.

THIS MONUMENT REMEMBERS THEM ALL



Figure 36 – Monument of Memories

Source: Urbis 2016

3.2.6. RAAF Memorial

The RAAF Memorial (**Figure 37**) is situated on the corner of George and Elizabeth Streets and commemorates the men and women who served in the Royal Australian Air Force. It was dedicated on Thursday 2nd May 1996.



Figure 37 - RAAF Memorial

Source: Urbis 2016

3.3. **CONDITION AND INTEGRITY**

3.3.1. Condition

The park is well maintained as a city park and appears in good condition. Only minor faults were noted including:

- Uneven pavement (being repaired at time of inspection);
- Missing plantings in garden beds;
- Patchy grass cover;
- Deteriorated paint on timber wheels of field gun and corroded metal elements:
- Deteriorated paint to cast iron lamps: and
- Pollution stains on sandstone exhausts.

3.3.2. Integrity

The integrity of Queen's Gardens has been impacted on by past land use and disturbance. Since becoming the Executive Gardens in 1904, the Gardens have been subject to continuous change. The original Pye design of the gardens comprised a paved area adjacent to the former Land Administration Building with formal rose gardens. Buildings existed along the George and Elizabeth Street portion of the site until the 1960s, and following their demolition the Pye design was removed and a new garden design implemented.

Further changes occurred in the 1990s as part of the Treasury Casino redevelopment including archaeological excavation and construction of basement car parking and sub-surface passageway between the former Treasury Building and the former Land Administration Building. At this time the Oakman design of the gardens was removed and part of the Pye design reinstated between George and William Streets.

Overall the integrity of the site has been compromised. Remaining early elements are limited to the statues of Queen Victoria and TJ Ryan, and the altar stone of St John's.

HISTORICAL ARCHAEOLOGICAL POTENTIAL 3.4.

Queens Queen's Gardens was excavated in 1992-1993, and the historical archaeological potential of the site is now considered to be nil.

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

4.2. SIGNIFICANCE ASSESSMENT

Queens

Table 3 outlines the current significance assessment for Queen's Gardens as outlined in the QHR Entry. Urbis' comments and suggested inclusions are included in this table in **bold text**.

Table 3 – Assessment of Heritage Significance

Criteria **Significance Assessment** Queens A – Historical Significance /Scientific Queen's Gardens is important in demonstrating the Significance evolution of Queensland's history, particularly in the evolution of the site from convict administration use to the The place is important in demonstrating the centre of Anglicanism in Queensland to public park and evolution or pattern of Queensland's history focus for Queensland's most important government precinct. Queen's Gardens also demonstrate the historic and governmental associations of the Queen Victoria and TJ Ryan statues. State threshold indicators Significance Indicators \boxtimes Product, result or outcome of an Regional importance event, phase, movement, process, \boxtimes Earliness activity or way of life that has made \boxtimes Representativeness a strong, noticeable or influential contribution to the evolution or Distinctiveness/Exceptionality pattern of our development of our Rarity society or of our environment Example of a process or activity that has made a strong, noticeable or influential contribution to the evolution or pattern of our

Criteria	Significance Assessment	
development of our society or of our environment		
Influenced by an event, phase, movement, process, activity or way of life that has made a strong, noticeable or influential contribution to the evolution or pattern of our development of our society or of our environment		
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		
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		
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		
B – All Aspects of Heritage Significance	Does not meet this criterion.	
The place has rare, uncommon or endangered aspects of Queensland's cultural heritage.		
C – Scientific Significance/Historical Significance	The site is significant for its potential to reveal substrata evidence of building materials and artefacts from the	
The place has potential to yield information	1820s, which could contribute to an understanding of the	
that will contribute to an understanding of Queensland's history.	early European settlement of Queensland. The site was substantially excavated in 1992-1993, and	
Queensianu s nistory.	the site was substantially excavated in 1992-1993, and the site is no longer considered to meet threshold for criterion c.	

Criteria Significance Assessment D – Architectural Significance/ Historical The present garden layout is important in demonstrating Significance the principal characteristics of the work of influential landscape architect Harry Oakman, and is one of the most The place is important in demonstrating the intact of his works surviving in Brisbane. principal characteristics of a particular class Following the Treasury Casino redevelopment of the of cultural places. 1990s, the Oakman design of Queen's Gardens was removed, and the original Pye garden design was partly reconstructed adjacent to the Lands Administration Building. This criterion is not met. E – Aesthetic Significance/Architectural The gardens, together with the Queen Victoria and TJ Significance Ryan statues, exhibit landscape and aesthetic qualities, and a townscape contribution as the integrating core of a The place is important because of its remarkably fine group of public buildings, which are valued aesthetic significance. by the community. Significance Indicators State threshold indicators Demonstrates or possesses: Intactness Beautiful attributes Integrity Natural beauty or natural aesthetic Degree of deterioration quality Setting and location context X Picturesque attributes Demonstrated Evocative qualities representation Expressive attributes Landmark quality \boxtimes Streetscape contribution Symbolic meaning F – Aesthetic Significance/Architectural Does not meet this criterion. Significance/Other Significance The place is important in demonstrating a high degree of creative or technical achievement at a particular period. The place is considered to have social significance G - Social Significance deriving from its nature as a green space within the The place has a strong or special association Brisbane CBD, encouraging its enduring use by the with the life or work of a particular person, local community and tourist as a place for both leisure group or organisation of importance in activities and public demonstrations and events. As a Queensland's history green space in the heart of the Brisbane CBD, Queen's Gardens is considered a landmark feature, with social significance to both past and present generations. This association derives from its enduring use as a public

Criteria		Significance Assessment		
		space, readily accessible and regularly used by residents and tourists alike. The place is also recognised as a focal point for the community within the Brisbane CBD for gathering for public Queens demonstration, and the siting of public events. Queen's Gardens is further considered to be a valuable place to the community, deriving from its selection as a place for the siting of a number of statues, commemorative monuments and plaques.		
Significance Indicators		State threshold indicators		
Important to the community as a landmark, marker or signature		Length of associationDemonstrated extent and		
 A place which offers a valued, customary experience 		degree of community association		
 A popular meeting or gathering space 		Significant former association		
 Associated with events having a profound effect on a particular community or cultural group 				
A place of ritual or ceremony				
Symbolically representing the past in the present				
 A place of essential community function leading to a special attachment 				
H – Historical Significance		The site has a special association with the Anglican Church		
The place has a strong or special association with a particular community or cultural group for social, cultural or spiritual reasons		and its early history in Queensla	nd.	
Significance Indicators		State threshold indicators		
Has a special association with:		• Importance of the person,		
A person who has made an important or notable contribution to the evolution or development of our society or our physical environment		group or organisation in Queensland's history • Degree or extent of the association		
A group of people who have made a		Length of association		
notable contribution to the evolution or development of our society or our physical environment		Influence of the association		

Criteria	Significance Assessment
 An organisation who has made a notable contribution to the evolution or development of our society or our physical environment 	

4.3. STATEMENT OF SIGNIFICANCE

The following statement of significance is derived from the Queensland Heritage Register heritage entry for the site. Recommended changes to the statement of significance are shown in **bold** and strikethrough. The (amended) statement of cultural significance below is adopted as the statement of cultural significance in this CMP for Queens Gardens.

Queens Gardens is important in demonstrating the evolution of Queensland's history, particularly in the evolution of the site from convict administration use to the centre of Anglicanism in Queensland to public park and focus for Queensland's most important government precinct. Queen's Gardens also demonstrates the historic and governmental associations of the Queen Victoria and TJ Ryan statues.

Queens

The site is significant for its potential to reveal substrata evidence of building materials and artefacts from the 1820s, which could contribute to an understanding of the early European settlement of Queensland.

The present garden layout is important in demonstrating the principal characteristics of the work of influential landscape architect Harry Oakman, and is one of the most intact of his works surviving in Brisbane.

The Gardens, together with the Queen Victoria and TJ Ryan statues, exhibits landscape and aesthetic qualities, and a townscape contribution as the integrating core of a remarkably fine group of public buildings, which are valued by the community.

In the heart of the Brisbane CBD, Queens Gardens is considered a landmark feature, with social significance to both past and present generations. Its social significance derives from its nature as a green space within the Brisbane CBD, encouraging its enduring use by the local community and tourists as a place for both leisure activities and public demonstrations and events. Queens Gardens is further considered to be a valuable place to the community, deriving from its selection as a place for the siting of a number of statues, commemorative monuments and plaques.

The site has a special association with the Anglican Church and its early history in Queensland.

4.4. LEVELS OF SIGNIFICANCE

The level of heritage significance of a place and its components also needs to be considered. Different components of a place may make up different relative contributions to its heritage value, and integrity and condition also 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	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	Element demonstrates a key aspect of the place's overall heritage significance that directly contributes to the place's overall 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	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; Reconstructed
	Reproduced 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	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	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
	May be considered for removal or alteration
Intrusive	 Elements are damaging to the place's overall heritage significance. May be considered for removal or alteration.
Intrusive	·

4.5. SCHEDULE OF SIGNIFICANT ELEMENTS

While Queen's Gardens is considered to be of cultural heritage significance, not all of its constituent parts are equally significant. Various elements of Queen's Gardens have been graded below in relation to their contribution to the site's overall heritage significance. Elements including monuments, landscape and equipment that are located within the site's curtilage are outlined below in **Table 5** along with their level of significance in accordance with the assessment table at **Table 4**.

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

Table 5 – Gradings of Heritage Significance

Structure, Space or Element	Location	Photograph	Level
Foreground for viewing the principal facades of the former Land Administration Building, the former State Library and the Family Services Building, and providing a pleasant aspect for the heritage buildings which overlook it	Whole site		High
Open space area	Whole site		High
Statue of Queen Victoria and its pedestal	At entrance to the former Land Administration Building		High

The statue of TJ Ryan and its Corner of William High and Elizabeth pedestal Streets High Marble slab which indicates South-west of the position of the altar of the Queen Victoria former St John's Pro-Statue Cathedral OF THE CATHEDRAL CHURCH OF ST JOHN 1915 Krupp Gun North-east of Gun: High Queen Victoria Location: Statue Moderate Reconstructed Pye garden Adjacent to the Moderate design former Land Administration Building

Original cast iron lamp posts on cast-iron pedestals (relocated)

Adjacent to the former Land Administration Building



Lamp: High Location: Moderate

Reproduction lamps

Along diagonal paths and perimeter of Gardens



Little

Diagonal path (based on Oakman 1960s design)

Starting at corner of George and Elizabeth Streets



Little

RAAF Memorial

Corner of George and Elizabeth Streets



Memorial: High as an object Location: Neutral

Monument of Memories Adjacent to the Memorial: former Land High Administration Location: Building at the Moderate William Street end Other garden design Throughout garden Neutral Neutral Diagonal path Starting at corner of William and Elizabeth Streets Palms and Poinciana William Street Neutral

Seats, bins, water fountains Neutral Entrances to carparks along William and Intrusive William and George Streets George Streets Along William and Sandstone exhausts Intrusive George Streets

5. KEY ISSUES

Queens
This section outlines all the factors likely to present opportunities and constraints for Queen's Gardens.

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	Queens Gardens	Registered Site QHR ID 600112
under the Queensland Heritage Act 1992		SILE QUK ID 600112
(items of state significance)		
Brisbane City Plan 2014	Queens Gardens – St John's Church Reserve	Registered
City Plan Heritage Register	Church Reserve	
Local Heritage Overlay		
(items of local significance)		
NON-STATUTORY LISTINGS		
Register of the National Estate	Queens Park Precinct	Registered Site ID 8428
(non-statutory archive of items of local, state or national significance)		
Monument Australia	Thomas Joseph Ryan statue	
	Monument of Memories	
	Queen Victoria Statue	
	Trophy of British Valour	
	Royal Australian Air Force Memorial	

5.2. STATUTORY OBLIGATIONS

5.2.1. Economic Development Act 2012

The Queen's Wharf Brisbane PDA 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.

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 Queen's Gardens comply with the BCA should be driven by the cultural significance of the place. Where necessary, alternative solutions and performance based outcomes should be pursed 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).

5.2.5. Brisbane Casino Agreement Act 1992

As part of the Brisbane Casino-Hotel Complex, the operation and use of the place has been in accordance

with the Brisbane Casino Agreement Act 1992 (BCAA).

The QHA and ED Act do not currently apply to this site. The provisions of the BCAA render all other legislation as not relevant.

5.3. NON-STATUTORY CONSIDERATIONS

The following outlines non-statutory considerations relevant to the place including BCA, and 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. **NTA QId 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.
- NTA Qld Tree Register In the 1980s the Register of Significant Trees was introduced as an
 independent register. Since 2011, NTAQ has been conducting an audit of the trees in its Register.
 Significant trees in Queensland are steadily being added to the National Register of Significant
 Trees.

5.4. CURRENT PROPOSAL

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

5.5. MANAGEMENT FRAMEWORK

Queens

Queen's Gardens is currently a reserve used for community and public purposes. Maintenance of the park is currently undertaken by Star Entertainment Group.

5.5.1. Management Plans and Guidelines

Proposed development of Queens Gardens is guided and informed by a Heritage Management Plan, prepared under the BCAA.

5.6. EXTERNAL STAKEHOLDERS

Queens

The following key stakeholders have an interest in Queen's Gardens and should be consulted about any changes in the future:

- Queensland Heritage Council;
- DEHP;
- NTAQ; and
- Anglican Church of Australia.

5.7. OPPORTUNITIES

Redevelopment of QWB presents several opportunities to conserve and promote the important heritage values of Queen's Gardens.

Queens Gardens is recognised as being one of the most pleasant but underutilised spaces in the city centre. A lack of furniture and shade make it difficult to use on a daily basis, and the slope across the space makes temporary event infrastructure costly. Opportunities exist to improve the amenity of the space in line with the heritage garden theme and, through design, make it a more events-capable environment.

The increased use of the wider precinct with the IRD presents an opportunity for the general public to use and engage with Queen's Gardens to a greater degree than exists currently.

Queens

Ongoing use of Queen's Gardens provides opportunity to promote the heritage values of the place through heritage interpretation.

5.8. VISITOR AND PUBLIC ACCESS

Queens

The site is currently publicly accessible and will continue as such in the future. There are no DDA issues at Queen's Gardens; however this is something that will need to be considered if level changes are proposed in future.

5.9. THREATS

Queens

Inappropriate development within Queen's Gardens is a potential threat to its cultural significance. While many buildings have been constructed in the gardens over time the open nature of the whole space has been a major feature of the park for more than 50 years, when the former church buildings were demolished and the gardens were redesigned by BCC landscape architect Harry Oakman.

Queens

The Queen's Wharf Brisbane PDA Development Scheme allows for small-scale built form to be provided in Queen's Gardens. There are a number of specific requirements for this provision of built form. It may be allowed only if it respects the gardens' function as an existing public park, is sympathetic to its heritage significance and the relationship of the existing heritage structures within the gardens, and is mostly constructed from transparent materials.

As long as the above parameters are followed the construction of small scale built form in the park in accordance with PDA Development Scheme may be possible.

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 cultural significance of the place and are provided to provide clear guidance on the future management of Queen's Gardens.

6.1. GENERAL APPROACH

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

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

This 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 Queen's Gardens.

Queens

The Burra Charter contains a number of terms that are used in conservation that are pertinent to this report, and the conservation of Queen's Gardens. 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; and
- Related place means a place that contributes to the cultural significance of another place.

Other terms used in this document and their definitions include:

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

Queens

- Policy 1. Conservation of Queen's Gardens 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. Detailed records should be made of any new work including repairs and conservation works.
- Policy 3. 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 4. 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.

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.

Queens

Queen's Gardens is significant as an open space surrounded by historic buildings and for its use as a park. As outlined in **Section 4.5**, it also contains a number of contributory elements with differing levels of significance associated with their date of construction, condition, integrity and associational value. These levels of significance should be taken into account when changes are proposed to these features, and the level of significance used to guide future decisions.

Queens

Policy 5. The cultural heritage significance of Queen's Gardens 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

Historically buildings existed in Queen's Gardens from the 1820s into the 1960s. However, the site has remained an open space surrounded by grand historic buildings for over 50 years. The setting and visual amenity of the gardens now forms part of the significance of the place. Significant views to Queen's Gardens exist from the intersections of William and Elizabeth Street, and George and Elizabeth Streets, and from Elizabeth Street more generally (Figure 24).

Nonetheless there may be an opportunity for small scale built form to be positioned within the gardens at an appropriate location, provided that the structure does not detract from the key heritage elements of the place.

Policy 6. Any new works within the heritage curtilage of Queen's Gardens must respect the significance and setting of the place. Where new structures are proposed in Queens Gardens it is important they are low scale, and sited appropriately to minimise any potential impact to views across Queen's Gardens and the setting of the place.

Queens

6.4. CONSERVATION OF SIGNIFICANT FABRIC

The following sections provide detailed advice on conservation of the building fabric 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

Queens Queen's Gardens contain a number of elements of high significance, and a number of elements that individually possess a lower degree of significance, but still contribute to the heritage value of the site as a whole.

Insert new Policy 9 - see

Policy 7. Elements identified as being of high significance at section 4.5 of this CMP must be retained below and conserved with minimal changes to these elements.

Add Policy 8: 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.

significance.6.4.2. Elements of Little Significance

Elements identified as being of little significance (refer **Section 4.5**) comprise new features that contribute to the significance of the place including reproduction lamps and later pathways.

10 Policy 8.

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 as long as it does not adversely affect the place's overall heritage significance. \downarrow remove ticks

6.4.3. Neutral Elements

Neutral features comprise elements that do not necessarily contribute to the significance of the place, such as later pathways and plantings.

Update policy #s Po

Policy 9.

Neutral elements are generally modern additions which may be removed or modified to suit new proposals as long as it does not adversely affect the place's overall heritage significance. \downarrow

6.4.4. Intrusive Elements

Intrusive elements detract, or have the potential to detract from the significance of the place.

In Queen's Gardens intrusive elements include the sandstone exhausts near the William and George Street car park entrances.

- Policy 10. Intrusive elements are generally modern additions and their removal or modification to reduce their impact on the significance of the place is encouraged.
- Policy 11. A less visually intrusive design of the exhaust outlets should be sought.

Insert under 'Retaining Significant Elements' above. New Policy 9: Elements that are accurate reconstructions of early or significant fabric are considered to be of moderate significance and these features should be retained because of their contribution to the understanding of the values and appearance of the place.

6.5. MAINTENANCE

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".

A regular maintenance program should be implemented for built heritage features to ensure the significance of Queen's Gardens is maintained and conserved for the future

Insert new Section 6.6 Repairs, as per red text below and on next page

LANDSCAPE 6.6. 6.7

Update heading hile the paved area and garden beds adjacent to the former Land Administration Building reconstructs the & sub-heading riginal Thomas Pye design, the current landscape design of the park is of recent origin, dating to the numbers Treasury Casino redevelopment of the 1990s.

6.6.1. **Design**

While the reconstructed Pye design adjacent to the former Land Administration Building is significant for its historical association, it does not contain any original or early fabric.

Queens

Update policy #s

Any future design of Queen's Gardens adjacent to the Land Administration Building should be informed by the design principles developed by Thomas Pye, Government Architect, as part of creating a formal setting for the Land Administration Building. While the existing Pye design has historical significance, the physical fabric is not significant and may be interpreted in a different form.

6.6.2. Vegetation

Queens
While the vegetation at Queen's Gardens contributes to the aesthetic qualities of the place, the individual species are not considered to be of heritage value.

- Queens Existing vegetation at Queen's Gardens is not of significance and may be replaced with more Policy 14. suitable species in future, in consultation with a landscape and heritage professional.
- Policy 15. Where new trees are planted they should not impede views or detract from the setting of the place.

6.6.3. Street Furniture

Queen's Gardens contains modern timber seats, water fountains and bins. Care should be taken to ensure appropriate materials and finishes are used in any future furniture design so not to diminish the heritage values of the place.

Policy 16. Street furniture should be minimal and should be constructed in materials and finishes that are sympathetic to the heritage values of Queen's Gardens. Queens

6.6.4. Lamp Posts

In the original design of the gardens two cast iron lamp posts were located at each of the William and George Street entrances, near the former Land Administration Building (Figure 38). Another group of cast iron lamp posts are also present within the park, but are not in their original location. The current location of the lamp posts dates from the 1990s work to Queen's Gardens as part of the Casino development.

It is recommended that the four lamp posts near the street frontages be retained in any future redevelopment, and retain their association with the 1904 Pye design of Queen's Gardens.

Insert new 6.6 Repairs

Maintenance and repairs to historic places and features should be sympathetic to the values of the places. 6.6.1 Repair Approach

Repairs should be undertaken in accordance with the 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 and places 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, the materials chosen and the detailing proposed should be the same or similar to those used in the construction of the place or feature. 38 CONSERVATION POLICY

All repairs to historic places or features 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 15: All repairs to heritage fabric in Queens Gardens should be detailed in a way that minimises the impact on the heritage significance of the place. Records of the repairs should be retained by the property owner for future reference.

Policy 16: Repairs to the place should be undertaken in order of priority, ensuring the source of the problem is fixed before making repairs. Policy 17: Where original and significant elements need repair and profiles and materials are known, the materials chosen and the detailing proposed should match those used in the construction of the fabric.

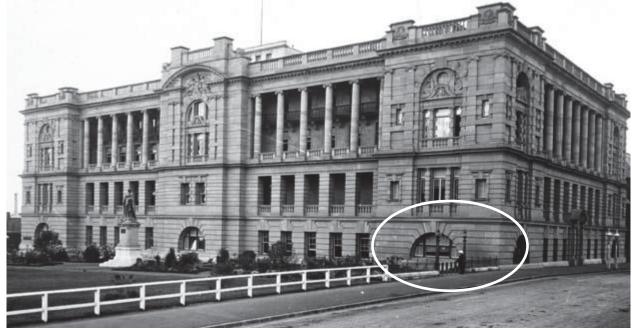


Figure 38 - Cast Iron Lamp Posts at entrance to Gardens in 1933

Source: Queensland State Archives Image ID 181

Queens

- Policy 17. The four cast iron lamp posts at the street entrances of Queen's Gardens should be retained on site and their association with the 1904 Pye design retained in any future redevelopment. The other four reproduction lamp posts can be retained in-situ or relocated elsewhere in the park if required.
- Policy 18. Where lamp posts and/or monuments are required to be temporarily moved during any future redevelopment, an appropriate storage location must be sourced prior to removal, and a process must be implemented to minimise risk of damage incurred during transportation.

6.7. MEMORIALS, MONUMENTS, PLAQUES AND MOVEABLE HERITAGE

Queens Gardens contains a range of monuments, memorials and plaques of varying age, condition and significance.

6.7.1. Queen Victoria Statue

The Queen Victoria statue is located in its original position forward of the north western elevation of the former Land Administration Building where it was unveiled in 1906. Similarly the TJ Ryan Statue is located in its original position at the corner of William and Elizabeth Streets, and the marble slab near William Street identifies the original location of the altar of the St John's Pro-Cathedral.

Policy 19. The Queen Victoria Statue, TJ Ryan Statue and the St John's Pro-Cathedral altar stone are all located in their original positions. These elements must remain in the park in their original locations.

6.7.2. WWI Field Gun

The WWI field gun is a moveable heritage item that has been positioned in a number of locations on the site since 1917. While it has a historical association with Queen's Gardens its cultural significance is not linked to its current position.

The field gun also has visible corrosion and deterioration to metal and timber elements.

Queens

- Policy 20. The WWI field gun has historical association with Queen's Gardens and must be retained within the Park, in close proximity to the former Land Administration Building where it has historically been positioned.
- Policy 21. The field gun has visible corrosion and deterioration to metal and timber elements. As a matter of high priority, to prevent further deterioration, existing corrosion should be treated and the field gun repainted to match the existing colour and paint type.

6.7.3. Other Memorials

Two memorials were added to Queens Gardens in the 1990s, the Monument of Memories in 1990 and the RAAF memorial in 1996. These memorials do not have a long association with Queen's Gardens and may be relocated on or off site if required.

- Policy 22. Where monuments are required to be moved during any future redevelopment, an appropriate storage location should be identified prior to removal, and a process implemented to minimise the risk of damage incurred during transportation.
- Policy 23. The two 1990s memorials may be relocated in future if desired. This should involve identification of an appropriate proposed location and consultation with the relevant parties/associations that were initially responsible for the dedication of the monument.

6.8. 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 place will cause some changes to the place's fabric over time – it is highly likely that if the original use of a heritage registered place continues this will also require changes to its fabric.

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

Queens Gardens is valued by the community as an open space surrounded by historic buildings, and should be retained as open space with memorials.

Policy 24. Queens Gardens must continue to be used as an open green space able to be accessed and valued by the community.

6.9. ALTERATIONS AND NEW WORKS

In accordance with Burra Charter principles, any new work proposed should be distinguishable from significant fabric and not detract from this fabric. Any new work proposed should not dominate the existing significant fabric but complement it.

Policy 25. New work proposed should be sympathetic to the place but distinguishable from significant fabric and the monuments and memorials retained in an appropriate setting.

6.9.1. Works Below Current Ground Level

As part of the 1990s Casino redevelopment, the area below Queen's Gardens was excavated and all archaeological remains removed. Therefore works undertaken below the current ground level such as excavation for services are unlikely to impact on heritage values.

Where new openings are required for access or ventilation purposes, consideration should be made to the size and siting of openings to ensure any potential impacts to the setting of the place are minimised.

Policy 26. New work below ground may proceed without heritage consideration, however any new openings to the ground level should be discreetly sited to minimise potential impacts to the setting of the place and on the amount of green space in the park.

6.9.2. Above Ground Works

Queens
The significant heritage items associated with Queen's Gardens are located above ground and include the setting and visual amenity in addition to the physical fabric of the place.

Policy 27. Above ground works should ensure the continuation of the place as green space with memorials. The introduction of new structures should be minimised.

6.9.3. Signage

- Policy 28. If wayfinding and interpretative 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 29. Installation of signage should not damage significant heritage fabric of high significance, and must be readily reversible.

6.10. 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 30. 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.

- Policy 31. Works identified as "Permitted Work" in the Brisbane Casino Hotel Complex Heritage Management Plan may be undertaken without application.
- Policy 32. Works identified as "Minor Variation Work" or "Major Variation Work" in the Brisbane Casino Hotel Complex Heritage Management Plan, and any other type of development that has not specifically been listed, will require application to and approval of the Minister.

6.10.1. 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 places.

- Policy 33. Where heritage places are upgraded to comply with DDA requirements, the best practice guidelines outlined in Martin (1999) should be used as a guide.
- Policy 34. Proposals for providing equitable access to and around the place need to be conceived and designed in such a manner to minimise impacts on significant fabric and views across Queen's Gardens and to the Land Administration Building. Queens

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.

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

Queens

Policy 35. Interpretation of Queen's Gardens should be linked to the Heritage Interpretation Strategy provided at PoD Volume 3, Attachment W and aim to promote the historical importance of the site, including the association with the convict era and Anglican Church.

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 site, 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 36. Prior to substantial alterations to Queens Gardens, archival recording should be carried out in accordance with DEHP guidelines.

6.13. ENDORSEMENT AND REVIEW

- Policy 37. This CMP should be adopted by the Queensland Government and Destination Brisbane Consortium as the owner and custodians of the site and the buildings; all relevant consent authorities; and those preparing work or investigating the site, as one of the bases for future planning and use. 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 38. 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 heritage place or the wider site where and when they occur, or when actual work is proposed to the heritage places that have been identified to be of cultural significance, to ensure the document remains an up to date and relevant guide to conserving the heritage values of the place.

Policy 39. 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 or should the existing statutory arrangement (i.e. Brisbane Casino Agreement Act) change/cease.

7. IMPLEMENTATION

Queens

This section provides guidance on heritage actions and maintenance policies for Queen's Gardens. It presents a prioritised plan for implementing strategies outlined in the conservation policy

7.1. IMPLEMENTATION STRATEGIES

Queens The following table (**Table 7**) lists strategies for implementing the conservation policies for Queen's Gardens.

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

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

Table 7 – Implementation strategies for conservation policies

update policy #s

Strategy	Conservation Policy	Priority
Provide the CMP to those involved in the design of the place to facilitate an understanding of significance.	2	High
Conservation of field gun	16	High
Endorsement of CMP by Destination Brisbane	27	High
Implement heritage interpretation works outlined in the HIS and link Queen's Gardens to the Heritage Trail	25	Moderate
Review and update of CMP	29	Low

8. REFERENCES

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- Australia ICOMOS 2013, The Burra Charter 2013: The Australia ICOMOS Charter for Places of Cultural Significance, Australia ICOMOS, Burwood.
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- New South Wales Heritage Branch n.d. *The Building Code of Australia (BCA)*, Retrieved from http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/bcadda.pdf
- Queensland Police Museum From the Vault Brisbane General Strike 1912. Groups of Special Constables gather outside the temporary tents erected for them behind the CIB Building in Queen's Park 1912. http://mypolice.qld.gov.au/museum/2012/01/24/from-the-vault-brisbane-general-strike-1912/
- Steele, John 1975, Brisbane Town in Convict Days 1824-1842, University of Queensland Press, St Lucia.
- [Note: Some government departments have changed their names over time and the above publications state the name at the time of publication.]

ABBREVIATIONS AND DEFINITIONS

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

Table 8 – Abbreviations

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

Abbreviation	Definition
SPA	Sustainable Planning Act 2009

Table 9 – Terms

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

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

APPENDIX A QUEEN'S GARDENS LAYOUT AND PLANS

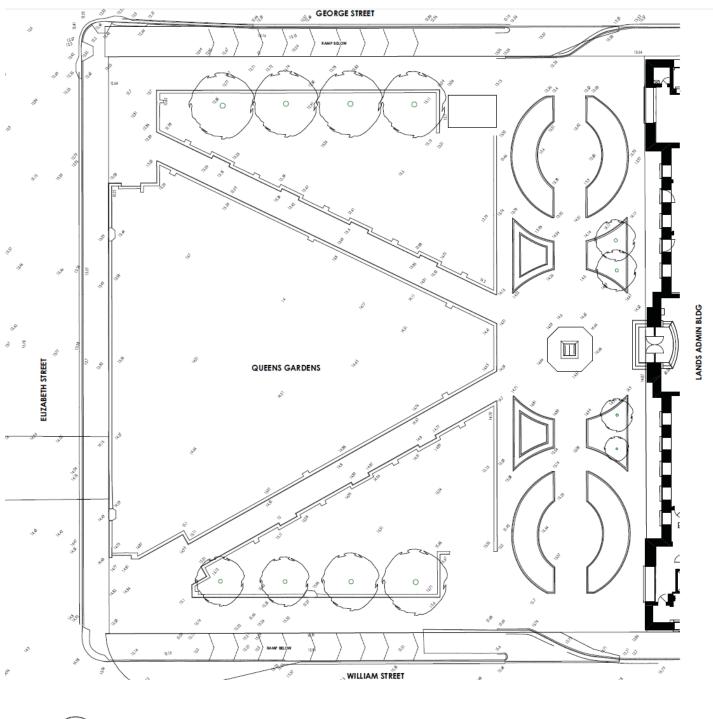




Figure 39 – Queen's Gardens, street level layout Source: ml design 2016

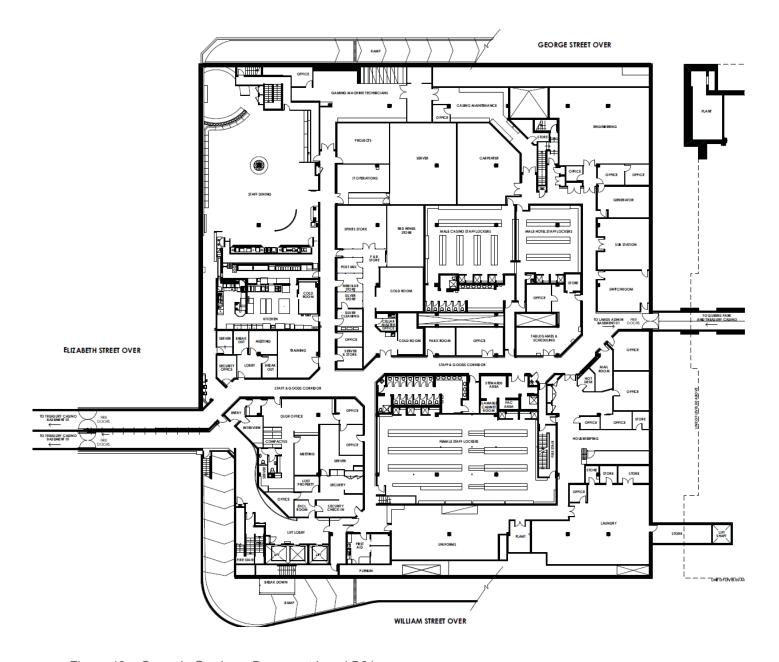
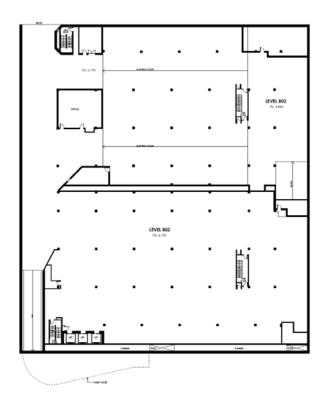


Figure 40 – Queen's Gardens, Basement Level B01

Source: ml design 2016



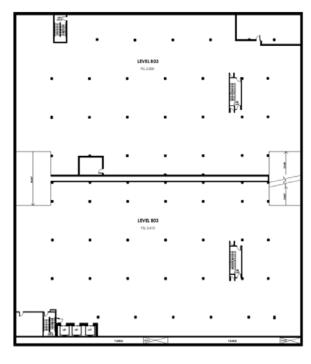


Figure 41 – Queen's Gardens, Basement Level B02 Source: ml design 2016

Figure 42 – Queen's Gardens, Basement Level B03 Source: ml design 2016

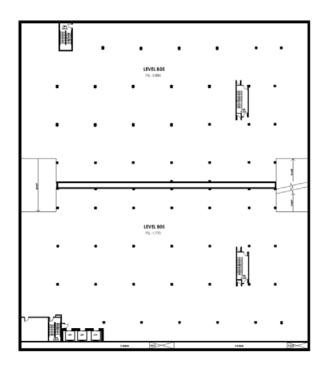


Figure 43 – Queen's Gardens, Basement Level B04 Source: ml design 2016

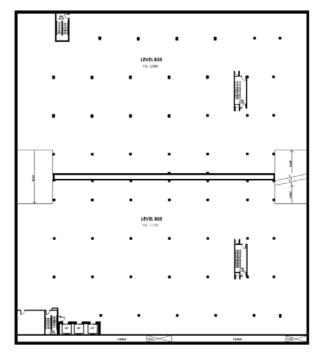
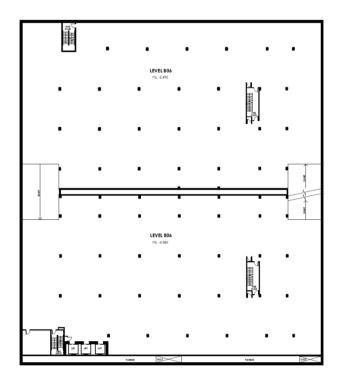


Figure 44 – Queen's Gardens, Basement Level B05 Source: ml design 2016



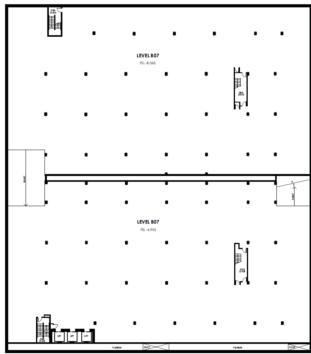


Figure 45 – Queen's Gardens, Basement Level B06 Source: ml design 2016

Figure 46 – Queen's Gardens, Basement Level B07 Source: ml design 2016

