

Remove ' from Queens Gardens throughout

POD VOLUME 3:
ATTACHMENT ~~D.6:~~
^{D.3}
STATE LIBRARY
BUILDING
CONSERVATION
MANAGEMENT PLAN
PREPARED BY: URBIS PTY LTD



DESTINATION
BRISBANE
CONSORTIUM

QUEEN'S
WHARF
BRISBANE

Any items struck out
are not approved.

AMENDED IN RED

By: K McGill

Date: 20 December 2017



PLANS AND DOCUMENTS
referred to in the PDA
DEVELOPMENT APPROVAL

Approval no: DEV2017/846

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DESTINATION BRISBANE CONSORTIUM

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TABLE OF CONTENTS

1.	Introduction	1
1.1.	Background	1
1.2.	Queen’s Wharf Brisbane	1
1.3.	Purpose	2
1.4.	Site Location	2
1.5.	Methodology	2
1.6.	Limitations	3
2.	Historical Context	5
2.1.	The Former State Library	5
2.2.	The Museum	5
2.3.	State Library	6
2.4.	Chronological Overview	10
2.5.	Historical Themes	11
3.	Physical Context	12
3.1.	Views, Landscape and Setting	12
3.2.	The Building	12
3.3.	Artwork and Moveable Heritage Items	13
3.4.	Curtilage	14
3.5.	Condition and Integrity	14
3.5.1.	Condition	14
3.5.2.	Integrity	14
3.6.	Historical Archaeological Potential	15
3.6.1.	Summary	15
4.	Cultural Significance	17
4.1.	About Cultural Significance	17
4.2.	Significance Assessment	17
4.3.	Statement of Significance	20
4.4.	Levels of Significance	21
4.5.	Schedule of Significant Elements	22
5.	Key Issues	32
5.1.	Heritage Listings	32
5.2.	Statutory Obligations	32
5.2.1.	Economic Development Act 2012	32
5.2.2.	Queensland Heritage Act 1992	33
5.2.3.	Building Code of Australia	33
5.2.4.	Disability Discrimination Act 1992	33
5.2.5.	Brisbane Casino Agreement Act 1992	33
5.3.	Non-Statutory Considerations	34
5.3.1.	National Trust of Australia (Queensland)	34
5.4.	Current Proposal	34
5.5.	Management Framework	34
5.5.1.	Management Plans and Guidelines	34
5.5.2.	External Stakeholders	35
5.6.	Opportunities	35
5.7.	Visitor and Public Access	36
5.8.	Threats	36

5.8.1.	Current Condition.....	36
6.	Conservation Policy	37
6.1.	General Approach.....	37
6.2.	Understanding Significance	38
6.3.	Setting and Views	39
6.4.	Conservation of Building Fabric.....	39
6.4.1.	Retaining Significant Elements	39
6.4.2.	Elements of Little Significance	40
6.4.3.	Neutral Elements	40
6.4.4.	Intrusive elements.....	40
6.5.	Maintenance and Monitoring	41
6.5.1.	Maintenance Schedule	41
6.6.	Repairs.....	41
6.6.1.	Repair Approach	41
6.6.2.	Repairing Significant Elements.....	42
6.7.	Future Use	42
6.7.1.	Adaptive Reuse.....	42
6.7.2.	New Development.....	42
6.7.3.	Construction Management.....	42
6.8.	Alterations and New Work	43
6.8.1.	Internal Layout	43
6.8.2.	Surface Treatments	43
6.8.3.	Colour Schemes	44
6.8.4.	New Openings	44
6.8.5.	Floors	44
6.8.6.	Roof and Rainwater Goods	44
6.8.7.	Services	44
6.8.1.	Signage.....	45
6.9.	Statutory Requirements	45
6.9.1.	Non-Discriminatory Access.....	46
6.9.2.	Building Code of Australia	46
6.10.	Historical Archaeology	46
6.11.	Interpretation.....	46
6.12.	Archival Recording.....	47
6.13.	Endorsement and Review.....	48
7.	Implementation	49
7.1.	Implementation Strategies	49
8.	References.....	50
9.	Abbreviations and Definitions	51

Appendix A Current Floor Plans

FIGURES:

Figure 1 – Queen’s Wharf Brisbane Precinct Plan	1
Figure 2 – Heritage Curtilage of the former State Library	4
Figure 3 – The original Museum building constructed in 1876-79. Note the face brick side elevation and original clerestory to the roof top	6
Figure 4 – The reading room of the State Library in the 1930s showing the mezzanine floor	7
Figure 5 – Construction of the major extension in 1959 (John Oxley Library)	7

Figure 6 – Mural, 1959.....	8
Figure 7 – Queens Wharf Road Elevation, 1959.....	8
Figure 8 – Sculpture, 1959	8
Figure 9 – The Commemorative Hall at the south western end of the building in 1959	9
Figure 10 – Book racks in the extension to the State Library building in 1959 - the mezzanine floor was continued through into the extension.....	9
Figure 11 – Interior view of the State Library extension in 1959 - Note the former rear wall of the original museum building to the left.....	9
Figure 12 – A series of internal views after the 1960s refurbishment	9
Figure 13 – A series of internal views after the 1960s refurbishment	9
Figure 14 – Existing Views	12
Figure 15 – Archaeological Potential Of Former State Library Building	16
Figure 16 - Ground Floor (Queen’s Wharf Road)	57
Figure 17 - Floor Plan, Level 1	58
Figure 18 - Floor Plan, Level 2	59
Figure 19 - Floor Plan, Level 3 (William Street).....	60
Figure 20 - Floor Plan, Mezzanine (Level 4)	61
Figure 21 - Floor Plan, Level 5	62
Figure 22 - Floor Plan, Level 6	63

TABLES:

Table 1 – Chronological Overview.....	10
Table 2 – Historical Themes.....	11
Table 3 – Assessment of Heritage Significance	17
Table 4 – Levels of Significance	21
Table 5 – Gradings of Heritage Significance	22
Table 6 – Heritage Listings	32
Table 7 – Implementation Strategies for Conservation Policies.....	49
Table 8 – Abbreviations	51
Table 9 – Terms.....	52

No table of figures entries found.

1. INTRODUCTION

1.1. BACKGROUND

Urbis has been engaged by Destination Brisbane Consortium (DBC) to prepare a Conservation Management Plan (CMP) for the former State Library, located at 159 William Street, Brisbane.

The former State Library is recognised as a State Heritage Place and is entered in the Queensland Heritage Register (QHR) (Queensland Heritage Register Number 600177).

The place is sited within the Queens 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).

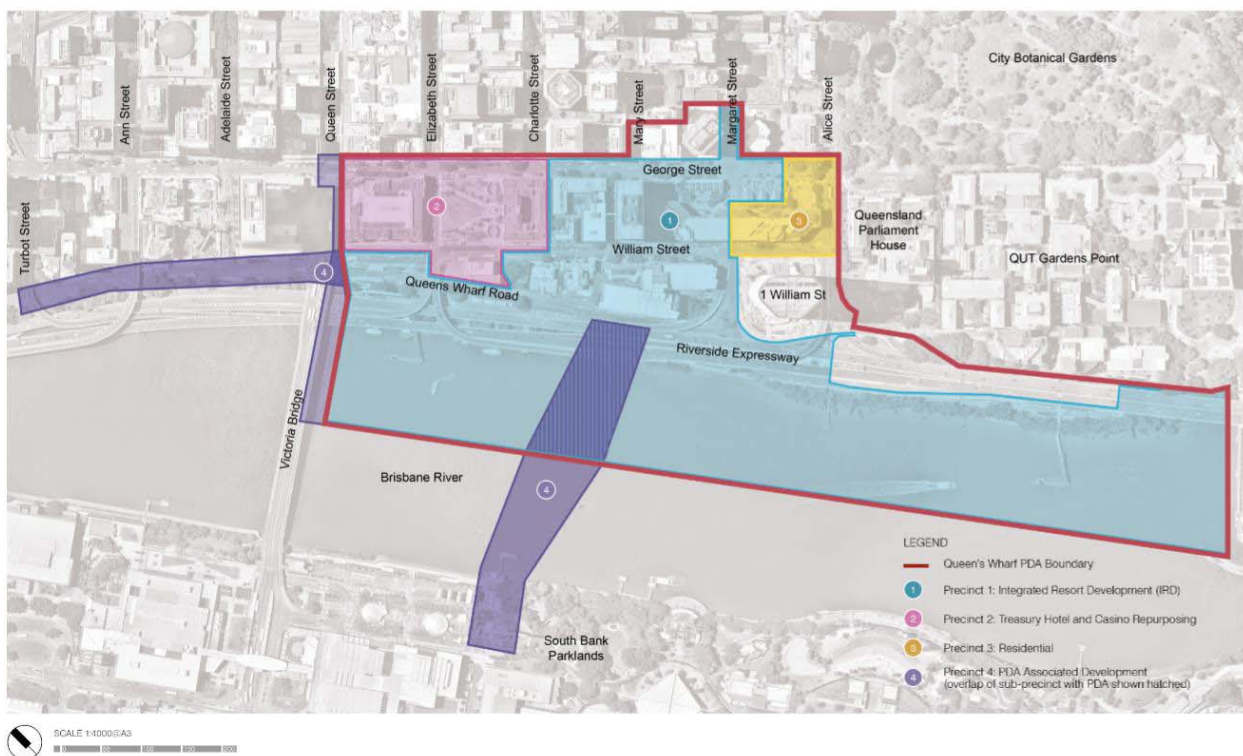


Figure 1 – Queen’s Wharf Brisbane Precinct Plan

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 QWB 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 former State Library is significant, policies on how to retain its significance, and conservation strategies to ensure its long-term viability.

Future development of the former State Library site should be generally in accordance with this CMP.

1.4. SITE LOCATION

The former State Library is located at 159 William Street, Brisbane (see **Figure 2**). The site is described as Lot 10 on B31753.

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 has 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).

The site of the former State Library has been inspected both externally and internally. Previous and current plans of the building have been examined in order to understand the changes that have taken place to the fabric.

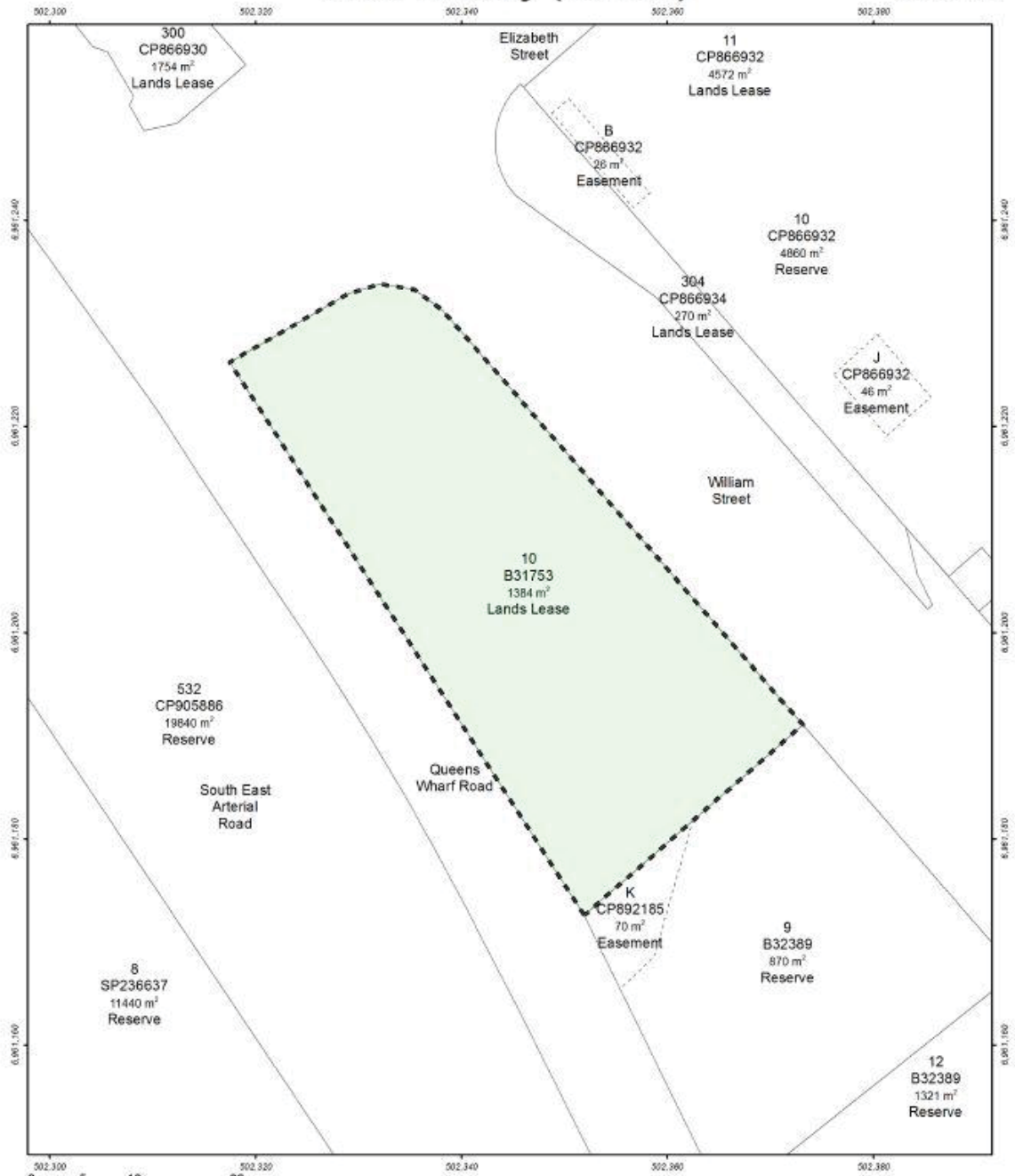
1.6. LIMITATIONS

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

While most areas of the buildings were inspected, roof spaces generally were not available for inspection. In some internal areas it was not possible to gain access or take photographs. No disturbance of fabric or investigation was undertaken to understand building materials, paint finishes, etc.

State Library (former)

600177



0 5 10 20 Meters 1:500

Map Projection: Transverse Mercator (MGA) zone 56
Horizontal datum: Geodetic Datum of Australia 1994 (GDA94)
Map Production: Heritage, Department of Environment and Heritage Protection 2 August 2016
Accuracy Statement: Due to varying source, accuracy or currency of data layers used in this map, the spatial locations of features may not coincide when overlaid.
Disclaimer: This map has been produced for the purposes of information and discussion. While the map has been prepared with care, neither the Queensland Government nor the Department of Environment and Heritage Protection or its officers or its staff, accept any liability for any decisions or actions taken by individuals or organisations on the basis of this map.

Map 1 Heritage boundary overview

Legend

- Heritage register boundary
- Cadastre**
- Parcel
- Easement

Queensland Government © The State of Queensland, 2016

Figure 2 – Heritage Curtilage of the former State Library
 Source: DEHP QHR Entry 600177

2. HISTORICAL CONTEXT

This chapter examines the documentary evidence of the building to gain an understanding of its history and cultural heritage significance. Much of this material has been taken from the Allom Lovell report (1995) and the DEHP register entry for the site.

2.1. THE FORMER STATE LIBRARY

The former State Library was constructed in two clear stages.

The three-storey rendered masonry building to William Street was constructed in the 1870s as the Queensland Museum. The building was never large enough for this purpose and the Museum relocated to other premises in the late 1890s.

The building was adapted for use as the State Library of Queensland in 1902.

The 1959 extension was designed by architects in the Public Works Department under the direction of Government Architect EJA Weller. The extension was conceived and commissioned by the Queensland Government as the major commemorative structure for the centenary of the separation of Queensland from New South Wales in 1859.

The building was used as the State Library of Queensland for more than 80 years. In 1988 the new State Library of Queensland opened at South Bank and this building was used as library storage.

The Queensland Government offered the former State Library as part of the proposed Casino development in the early 1990s. Since that time the former State Library has been used by staff associated with the Casino operation.

The heritage listing of the site incorporates both buildings equally – the original 1870s Museum building and the late 1950s extension.

2.2. THE MUSEUM

The first museum in Brisbane was established in 1862 by the Queensland Philosophical Society, housed in temporary premises. The exhibits were accommodated in various rooms in a number of individual buildings. Responsibility for the museum soon passed out of private hands and was transferred to the colonial government of Queensland.

After some discussion the government planned a purpose-built museum in 1876. The William Street site was chosen, not far from the Government Printing Office, the Commissariat Store and the Immigrant Barracks. The building constructed for the Museum at this time was intended to be the first stage of a larger complex which never eventuated.

The building was designed by George Walker, a salaried architect of the government during the period in which FDG Stanley was in charge of the Colonial Architect's Office, and when this office was busy designing government buildings across the colony. Few buildings are known to have been constructed by Walker.

The complete design for the building involved the incorporation of flanking wings onto a central block with a colonnaded entrance facing the river. Only the central block was constructed (**Figure 3**). The building constructed was three storeys high with a basement, and was built of masonry with a rusticated base and a colonnade extending through the next two storeys, which were recessed behind this colonnade. A classically inspired pediment was centrally placed as a feature in the otherwise simply balustraded parapet. The building cost more than £10,000 to construct. Internally cast iron columns on the ground floor supported the floors above.

While the front elevation was constructed of sandstone, the other elevations were constructed of face brick (the render to the side walls was a much later addition). A small clerestory extended beyond the roof providing light to the floors below.



Figure 3 – The original Museum building constructed in 1876-79. Note the face brick side elevation and original clerestory to the roof top

Source: SLQ ID 1092607

The Museum moved its collections into the building in 1880 after the first stage was finished. The ground floor housed the collections of fossils, minerals and rocks, the ethnological specimens and mammals. On the first floor were bird, reptile and fish specimens, and the various classes of invertebrates including insects, crustaceans, shells, and others. The botanical collections were kept in the gallery.

The building represented an important milestone in the cultural development of the colony, revealing the priorities that were attached to cultural endeavours. The construction of a museum for the colony – along with the assembling of collections of fauna, flora, and indigenous artefacts – had precedence over a public library, art gallery or concert hall. The public interest and fascination with the collection of a wide variety of specimens reflected in part the scientific spirit and ethos of the period. In the Queensland context, this fascination and curiosity was heightened by the immediate environment where “so much was new”. Queenslanders showed an avid interest in both the collection’s items and their display.

2.3. STATE LIBRARY

More than satisfied with its new premises, the Museum trustees began collecting specimens and other material. But too many specimens were gathered and exhibition space was soon exhausted. Various proposals were made for moving to larger premises. The government had recently acquired the former Exhibition Building in Gregory Terrace, and instead of commissioning a new building the museum relocated to Gregory Terrace in 1899.

The Public Library of Queensland, which had been formed in 1898, moved into the former Museum building in 1902. Only minor modifications to the building were required at that time.

The building had a longer tenure as the State Library of Queensland than as the Queensland Museum. Into the twentieth century the library expanded until the building was used to its full capacity. By the mid-1930s a small mezzanine floor had been constructed within the ground floor level (**Figure 4**).

In 1959 Queensland celebrated 100 years of self-government. To commemorate this event the government planned an extension to the library as its major public works project for the centennial year (**Figure 5**). The extension to the north and west effectively 'wrapped around' the original building. This new building was only one storey in height to the William and Elizabeth Streets level but extended to four storeys at Queens Wharf Road, as the land fell away to the Brisbane River. The total cost of construction was more than £250,000. The extension was officially opened in August 1959 by Princess Alexandra.



Figure 4 – The reading room of the State Library in the 1930s showing the mezzanine floor

Source: *Sunday Mail* 1934. SLQ Image No 12994

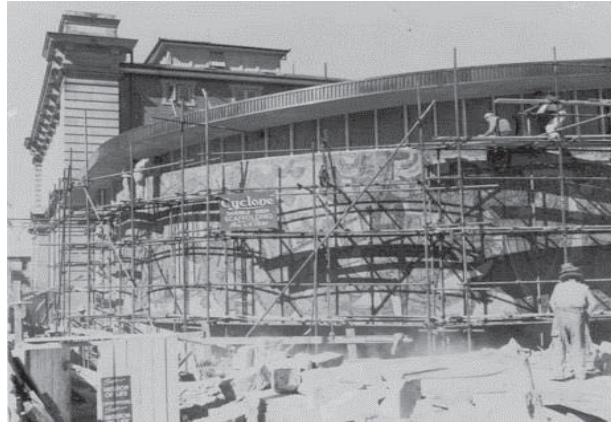


Figure 5 – Construction of the major extension in 1959 (John Oxley Library)

Source: SLQ Neg No 193062

The extension was designed by architects in the Public Works Department of the Queensland Government. The department's annual report for 1959 attributed the design to the architects U Stukoff, AJ Wheeler and D Davies, working under WG Thain who was supervising architect for public buildings. It was predominantly glass and steel, concrete and stone. EJA Weller was the Government Architect in charge of the department at this time. The design of government buildings is generally attributed to the chief architect of the department and as a result the design of the extension is usually attributed to Weller.

The William Street elevation incorporated a large mural attached to the otherwise glazed walls (**Figure 6**), while the Queens Wharf Road elevation was characterised by a series of concrete fins running the length of the building, angled towards the river for sunshading, and interspersed with glazing the full height of the building (**Figure 7**). An abstract aluminium sculpture was a feature of the building (**Figure 8**), placed on the rough faced porphyry wall towards the river. The large mural placed along the William and Elizabeth Streets elevations was the dominant aesthetic element of the completed building.

The Annual Report of the Department of Works described the extension project in the following manner:

The Centennial Year commemorative project of the State Government being the Public Library extension and more particularly the Commemorative Hall in that building, the opportunity was taken to embellish the City at a significant City portal. The extension meets the problem of expanding the accommodation provided by an old and stately building without in any way depreciating that building by an addition in architectural competition. When the new building mellows – as it will with the years it will become fittingly subordinate.

An interesting feature of the new library building is the employment of a large wall decoration as a civic embellishment and the use of a sculpture for the like purpose.

A national competition was conducted for the mural and sculpture in 1958. The competition for the mural was won by Lindsay Edward, and the sculpture by Leonard Shillam. In selecting these entries, the assessors commented:

In the selection of these successful designs the aim of the assessors was to ensure that the wall decorations and sculpture were essentially integral in the overall design of the building – the contributions of the artists were not to be regarded as things out of context. Therefore the works would form an important contribution to the artistic and cultural heritage of Queensland and would happily merge with the architecture of a building dominant at the portal of a city.

The design of the sculpture was described in contemporary reports as follows:

The design is intended to symbolise 'Humanity rejoicing in Enlightenment'. The sun is to be regarded as the symbol of inspired intelligence whose rays illuminate the earth (in the sense that our knowledge is essentially understanding of the world we live in). The rays falling from this illuminated earth towards the three figures symbolise the dissemination of this light to mankind – the function of the library as an instrument of enlightenment.



Figure 6 – Mural, 1959

Source: Queensland State Archives (QSA) QSA Item ID 1514556

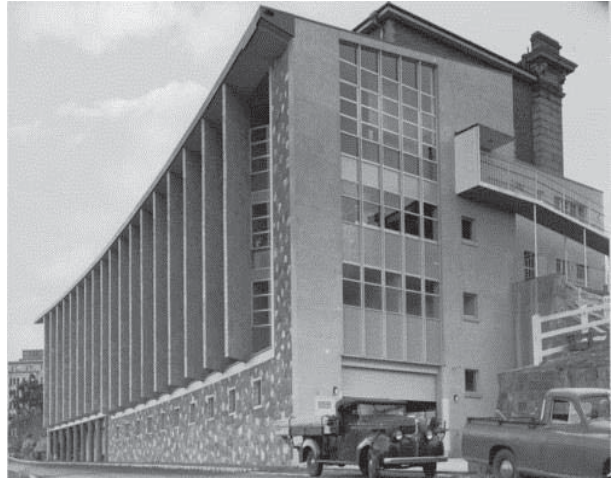


Figure 7 – Queens Wharf Road Elevation, 1959

Source: SLQ Image Number 193063



Figure 8 – Sculpture, 1959

Source: SLQ Image Number 6015-0005-0006

The commissioning and incorporation of what became 'public art' into public buildings, such as this mural and sculpture, were a popular practice of architecture in the post-war period. Apart from being a cultural benevolence it was an example of the abstract 'modern' art of the time. Few other public buildings to that time featured such public artworks.

The major element of the extension was the Commemorative Hall (**Figure 9**), the main internal space of the ground floor to the Elizabeth and William Streets corner. Small cubicles for reading and studying were located along the Queens Wharf Road elevation with the angled fins allowing light but preventing the harsh western sun from entering the building. On the lower floors the extension provided accommodation for storage for the library.

While some changes to the original building were no doubt carried out as part of the 1959 extension, a major refurbishment was undertaken to the whole building in the mid-1960s. The works internally were extensive. The original entrance to William Street was permanently closed. The existing mezzanine level was altered and the interior modified to house repetitive stacks of books and other reading material. The building was gutted and largely rebuilt. Interior views of the building following the refurbishments works are shown in **Figures 10 – 13**.



Figure 9 – The Commemorative Hall at the south western end of the building in 1959

Source: QSA Item ID 15223219



Figure 10 – Book racks in the extension to the State Library building in 1959 - the mezzanine floor was continued through into the extension

Source: QSA Digital Image ID 18375



Figure 11 – Interior view of the State Library extension in 1959 - Note the former rear wall of the original museum building to the left

Source: QSA Digital Image ID 18319



Figure 12 – A series of internal views after the 1960s refurbishment

Source: SLQ Image No 198757



Figure 13 – A series of internal views after the 1960s refurbishment

Source: SLQ Negative No 50765

The extended library building continued to serve this function until a new building for the State Library of Queensland was constructed as part of the Queensland Cultural Centre. This building opened in 1988. The William Street building was used as storage for the library until it was offered as part of the site for the Brisbane Casino development. During construction of the hotel casino the former State Library was used as a site office and for training facilities for casino staff and housed the police beat headquarters in early 1996.

The former State Library has aesthetic value in the contribution it makes to the townscape of this part of the city.

Queens

The building is part of a government presence in the area based around Queen's Gardens, which includes the former Treasury Building, the former Land Administration Building, and the Family Services Building.

These are late nineteenth and early twentieth century government buildings constructed of sandstone and masonry. While they are of varying height and form they are essentially of a compatible scale and complement each other across the clear ground of the park and combine to create a quality urban space in the city.

The 1950s library extension while of a different architectural sensibility in its materials, ideology and form is an integral part of the complex of buildings, in its scale and in its careful architectural relationship to the early building. It has merit in its own right and in particular the scale of the mural contributes to an appreciation of townscape in this part of the city.

The elevation of the library extension towards the Brisbane River is equally valuable. The building deserves to be seen from this viewpoint. While appreciation of this has been marred by the construction of the Riverside Expressway the aesthetic contribution this building makes to the city is substantial.

The former State Library has social value as a prominent government building. Originally a museum and then the State of Library of Queensland it has always been seen as a public building and has been well utilised by the public for more than 100 years.

The extension to the library in 1959 to commemorate the centenary of self-government for Queensland was seen as a 'gift' by the government to the public of Queensland. The 1959 extension to the original museum is arguably one of the best designs to come out of the Works Department in the early post-war period.

A government architectural department is restricted to designing those buildings the government chooses to build. In this period the Works Department designed many high schools, court houses and small government offices in the provincial cities. While these buildings are more than competent designs none of them gave the opportunity of the library extension to make a distinctively modernist statement in the centre of the capital city of the state.

2.4. CHRONOLOGICAL OVERVIEW

Table 1 provides a summary of the key dates and events in the history and development of the former State Library.

Table 1 – Chronological Overview

Date	Event
1876	Construction of Museum Building commences on William Street.
1879	Original three storey and basement masonry building completed and opened as Museum.
1899	Museum relocates to former Exhibition Building at Bowen Hills.
1902	Former Museum Building adapted for use as State Library of Queensland.
1959	Modern extension to original Museum Building opens as major centennial project of Queensland Government to mark 100 years of Queensland independence.

Date	Event
1988	State Library of Queensland relocates to South Bank. Building used for library storage.
1992	Former State Library announced as part of Brisbane Casino-Hotel Complex.
1995	Casino opens. This building used for office and training of Casino staff.

2.5. 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 former State Library Building are provided in **Table 2**.

Table 2 – Historical Themes

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

3. PHYSICAL CONTEXT

3.1. VIEWS, LANDSCAPE AND SETTING

The former State Library has aesthetic value in the contribution it makes to the townscape of this part of the city.

'Queens Gardens' (no ' ')

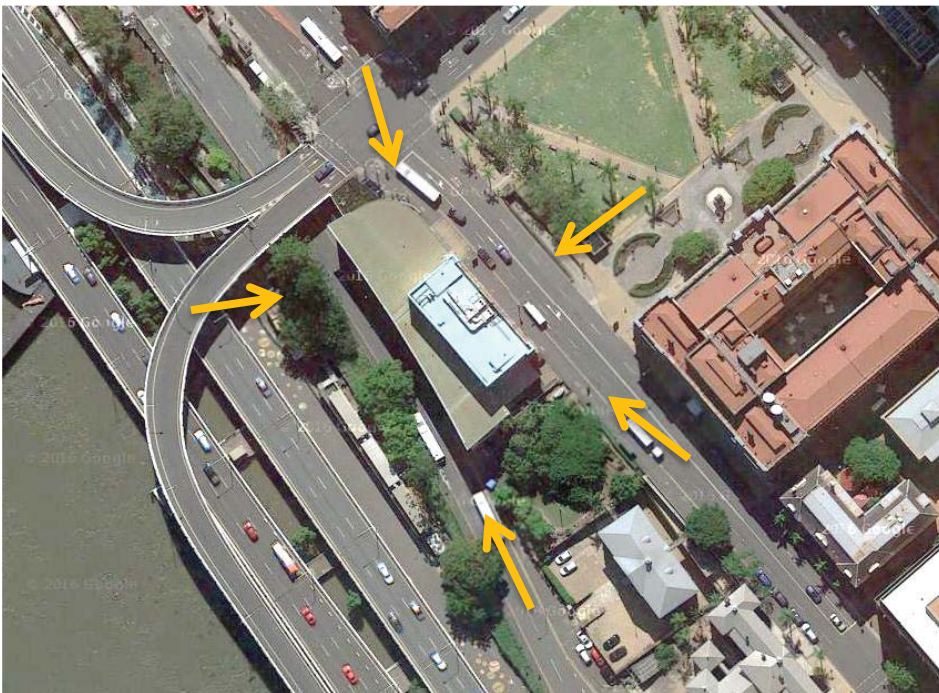
The building is part of a collection of government buildings based around ~~Queen's~~ Gardens, which includes the former Treasury Building, the former Land Administration Building, and the Family Services Building. These are late nineteenth and early twentieth century government buildings constructed of sandstone and masonry. While they are of varying height and form, they are essentially of a compatible scale and complement each other across the clear ground of ~~Queen's~~ Gardens and combine to create a quality urban space in the city.

'Queens'

The 1950s library extension, while of a different architectural sensibility in its materials, ideology and form, is an integral part of the complex of buildings, in its scale and in its careful architectural relationship to the early building. It has merit in its own right and in particular the scale of the mural contributes to an appreciation of townscape in this part of the city.

The elevation of the library extension towards the Brisbane River is equally valuable. The building deserves to be seen from this viewpoint. While appreciation of this has been marred by the construction of the Riverside Expressway the aesthetic contribution this building makes to the city is substantial.

Existing views are shown at **Figure 14**.



Add view from Southbank

Figure 14 – Existing Views

Source: Google Earth & Urbis 2016

3.2. THE BUILDING

Queens

The former State Library is situated between William Street and the river, overlooking ~~Queen's~~ Gardens, and is the first in a major series of government buildings along William Street. The earliest part of the building was a classically designed three-storey masonry structure with a sandstone facade. The interior was remodelled in 1964-65 with the addition of a concrete frame structure, new floors, a mezzanine and air conditioning.

The former State Library is quite obviously two separate buildings from two completely different architectural periods, with contrasting materials, elevations, details and architectural philosophy.

The 1870s building is representative of government architecture of the late nineteenth century based on fifteenth century Renaissance models of Europe, while the 1950s extension is an example of the uncompromising modernist design of the mid-twentieth century.

The Museum building was designed by George Walker, who won a limited competition within the Colonial Architect's office to design the building. Walker's work within the department appears to be limited to this building; no other work of his is known. It is typical of Brisbane's government buildings of the latter nineteenth century, such as the General Post Office, the Supreme Court, and the Registrar-General's office, all attributed to the Colonial Architect FDG Stanley. These four buildings are similar in scale and materials of construction, and in their sources, while each shows slight differences in their execution. While acknowledging the basic traditions of the revival of Classicism of the late nineteenth century, the former State Library building is awkward in its composition.

The design of the former State Library has a strange character. The building is of modest height yet it has a high plinth, and above this a giant order colonnade effectively without a pediment. While there are a number of overseas precedents for compositions of this sort, mainly in continental Europe, to trace the design to a particular source is difficult. The examples which could be cited go back to a common ancestor in Le Vau, Lebrun and Perrault's design for the east front of the Palais du Louvre, Paris (1667-1670).

The 1958-59 extension to the west and south is of four storeys, only one of which appears above William Street. The William Street frontage features a random patterned wall at the main entrance under a low-pitched copper-sheathed roof. The western wall is decorated with a large glass mosaic mural, 20.7 metres by 4.4 metres, the design suggesting primitive organic forms indicative of growth and development. On the river side is an aluminium sculpture approximately 6 metres high. Entitled *Enlightenment*, it depicts three figures reaching towards the sun, symbolising the dissemination of enlightenment to mankind. To the south the extension was designed as a series of concrete fin walls providing views of the river, private work areas and shade from the western sun.

The 1959 extension is contrary to the symmetry and mass of the original 1870s design, but it is an interesting exercise in its own right. It represents an expression of architectural thinking in Queensland at the time of the State's centenary, and across Australia. This building is part of a core group of International Modernist buildings in Brisbane which reflect the confidence and aspirations of the day. These include the Toowong Library, the Centenary Pool and the Wickham Terrace Carpark. A similar mood was evident elsewhere in Australia, with such notable examples as the Sidney Myer Music Bowl and the Southern Cross Hotel in Melbourne, and the AMP Building in Sydney.

The extension to the library is a competent essay in the modernist architecture of this period, a reflection of the aspirations and uncompromising modernist taste of its day.

Although the design respects the original building by limiting the height and continuing the line of the first floor, in style and detailing the extension is at odds with the design of the original building. Importantly, it achieves the architect's stated objective to be subservient to the 1870s building and in this regard anticipates the accepted philosophy and approach to extending culturally significant buildings in the present era. As an exercise balancing subservience and celebration, it accomplishes its objective particularly when one considers the extent of the additions. The river elevation achieves a degree of monumentality through the use of sun control vanes extending through four storeys.

Of the two works the extension is arguably the better piece of architecture for a number of reasons. As a design it is much bolder than the pedestrian and well-intentioned, but less than competent architecture of the former museum.

Current floor plans of the building are at **Appendix A**.

3.3. ARTWORK AND MOVEABLE HERITAGE ITEMS

The building has two major pieces of artwork or applied elements – the Shillam sculpture and the mosaic/mural prepared by Lindsay Edward.

Of the artworks the sculptural work of Shillam is of considerable importance, in both an historical and an aesthetic framework. Both Leonard and Kathleen Shillam have been regarded as Queensland's leading contemporary sculptors. Due to the long period over which they worked, the Shillam's art adopted a number of stylistic and thematic variants but in the work 'Enlightenment' they are seen at one of their most innovative stages. 'Enlightenment' displays many of the characteristics so noted in the high formalist work of the 1950s

and 1960s with regard to its 'truth to material' bias and its emphasis on 'significant form' whereby the artistic or interpretive imperative is more concerned with form rather than content.

The mosaic by Edward is a competent piece of public art, which was fashionable at the time of the building's construction. The design was meant to symbolise primitive organic growth and development, and married the political ideals of the time of progress with the architectural mood of organicism.

Both works are distinct signifiers of their time and are important examples of what was considered the appropriate style for public artworks in the late 1950s.

Both were commissioned for the building in the late 1950s and must remain with the buildings and stay in their current locations.

3.4. CURTILAGE

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

The curtilage includes the whole of Lot 10 on B31753.

3.5. CONDITION AND INTEGRITY

3.5.1. Condition

The condition of the building is considered to be sound. No issues were readily apparent during the site inspection.

3.5.2. Integrity

The integrity of the building is an interesting matter. Externally the building is a dissonant mix of traditional heritage architecture – sandstone and rendered masonry, colonnade and pediments, rustication – and 1950s International Modernism – steel and glass, mosaic tiles, organic form. The concrete blades or fins to the Queens Wharf Road elevation with their aggregate finish are striking forms, providing light for the library reading rooms but importantly shade from the western sun. Given the angled nature of these fins and the placement of windows on the angle the fins 'extend' into the building and become internal elements on the first, second and third floors. Some of these 'internal' fins retain their aggregate finish, while some have had later finishes applied.

Internally, little 1870s fabric survives from the original construction of the building. The building has been extensively refurbished internally a number of times for the major changes of use, particularly after the 1950s extension was constructed.

Some timber framed windows survive to the 1870s building on the upper floors, as well as the William Street elevation. These may be original items of fabric or later elements constructed to match the original.

An internal colonnade survives on the third (ground to William Street) floor of the building towards the William Street side. Although heavily modified, it is considered that this colonnade features some original fabric from the 1870s.

On the second floor (one level below William Street) some original stonework survives to the basement walls of the original 1870s building. This stonework has been painted white.

The building has also been modified more recently as part of changes for the more recent uses as commercial office space. This has included the construction of new office partitions, suspended ceilings, new floor finishes and the like.

While some former external walls from the original 1870s building survive, they are now hidden, obscured, and internalised by subsequent works. In addition, some 1950s and 1960s fabric survives within the building. This includes the curved timber panelled wall to the William Street level, mosaic tiled columns on various floors, vermiculite ceilings on various floors, concrete fin walls with their aggregate finish exposed, fire escape stairs, steel framed windows and doors to the 1950s extension among other elements. The glass doors, stone walls, windows and copper lined awning and roof to the main entrance off William Street survive intact, and the fenestration to the Queens Wharf Road elevation is largely intact.

3.6. HISTORICAL ARCHAEOLOGICAL POTENTIAL

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

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

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

Replace with text in red below

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

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

3.6.1. Summary

The archaeological potential of the former State Library Building is considered to be nil to moderate, with the adjacent road having high potential:

- **Nil**

The site was undeveloped prior to the construction of the building in 1876-9, and the 1950s extension is likely to have removed any remaining evidence of any nineteenth century building remains at the corner of Elizabeth Street.

- **Low**

There is low potential for archaeological evidence to survive beneath the 1876-9 portion of the building, and any remains are likely to be attributed to the construction of the building.

- **Moderate**

There is potential for archaeological evidence to survive beneath the 1874 portion of the building, and any remains are likely to be attributed to the construction of the building.

- **High**

Portions of the roads around the building are included in the Early Streets of Brisbane QHR register entry.

The archaeological potential of the building and surrounds is shown at **Figure 15**.

Replace strikethrough under 3.6 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.

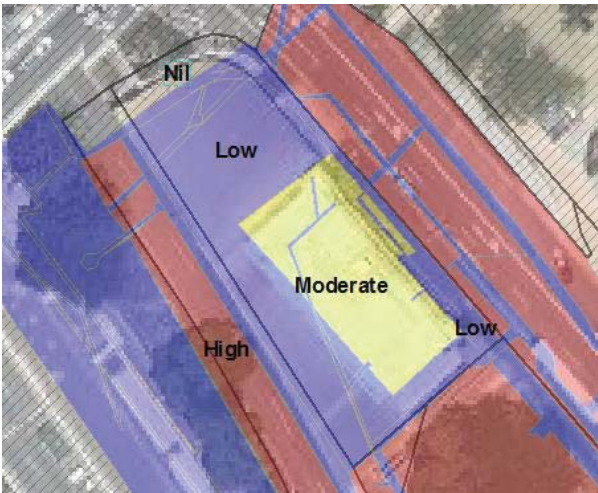


Figure 15 – Archaeological Potential Of Former State Library Building
Source: Urbis 2016

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

Table 3 presents an assessment of the significance of the former State Library, taken from the existing QHR citation.

Table 3 – Assessment of Heritage Significance

Criteria		Significance Assessment	
<p>A – Historical Significance /Scientific Significance</p> <p><i>The place is important in demonstrating the evolution or pattern of Queensland's history.</i></p>		<p><i>The former State Library provides evidence of the importance of the Queensland Museum as an institution in late nineteenth century Brisbane scientific and cultural life.</i></p> <p><i>The former State Library is significant for its historical association with the 1958-59 extension, the major centennial project by the Queensland Government and for its association with the State Library of Queensland since 1902.</i></p> <p><i>The 1950s extension was the major structure commissioned and designed by the Queensland government to celebrate and commemorate the centenary of separation of Queensland from New South Wales in 1959. The main internal space in the extension was referred to as Centennial Hall.</i></p>	
Significance Indicators		State threshold indicators	
Product, result or outcome of an event , phase, movement, process, activity or way of life that has made a strong , noticeable or influential	☒	Regional importance	☒
		Earliness	☒

Criteria		Significance Assessment	
contribution to the evolution or pattern of our development of our society or of our environment		Representativeness	<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"/>	Distinctiveness/Exceptionality	<input checked="" type="checkbox"/>
Influenced by an event, phase, movement, process, activity or way of life that has made a strong, noticeable or influential contribution to the evolution or pattern of our development of our society or of our environment	<input type="checkbox"/>	Rarity	<input checked="" type="checkbox"/>
Has influenced an event, phase, movement, process, activity or way of life that has made a strong, noticeable or influential contribution to 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 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 type="checkbox"/>		
B – All Aspects of Heritage Significance <i>The place has rare, uncommon or endangered aspects of Queensland's cultural heritage.</i>		<i>The building is significant as an example of an 1870s public building in central Brisbane.</i>	
Significance Indicators		State threshold indicators	
Way of life (including fashion, taste and aspiration) that once was common but is now rare or that has always been uncommon or is endangered	<input type="checkbox"/>	Intactness/Integrity	<input type="checkbox"/>
Custom that was once common but is now rare or uncommon or no longer practised or has always been uncommon or is endangered	<input type="checkbox"/>	Distinctiveness	<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"/>	Exceptionality	<input checked="" 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"/>		

Criteria		Significance Assessment	
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"/> <input checked="" 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			
C – Scientific Significance/Historical Significance <i>The place has potential to yield information that will contribute to an understanding of Queensland's history.</i>		Does not meet this criterion.	
Significance Indicators		State threshold indicators	
Potential to contribute new knowledge about Queensland's history	<input checked="" type="checkbox"/>	Earliness	<input type="checkbox"/>
Potential to contribute knowledge that will lead to a greater understanding of particular aspects of Queensland's history	<input checked="" type="checkbox"/>	Rarity	<input type="checkbox"/>
Potential to contribute knowledge that will aid in comparative analysis of similar places	<input checked="" type="checkbox"/>	Extensiveness	<input type="checkbox"/>
		Intactness	<input type="checkbox"/>
D – Architectural Significance/ Historical Significance <i>The place is important in demonstrating the principal characteristics of a particular class of cultural places.</i>		Does not meet this criterion.	
E – Aesthetic Significance/Architectural Significance <i>The place is important because of its aesthetic significance.</i>		<i>The building is an integral member of the most prominent, important and cohesive group of government buildings in Queensland. As a fine classical facade by FDC Stanley, George Walker, the building is significant for its architectural quality.</i>	
Significance Indicators		State threshold indicators	
Demonstrates or possesses:		Intactness	<input checked="" type="checkbox"/>
Beautiful attributes	<input checked="" type="checkbox"/>	Integrity	<input checked="" type="checkbox"/>
Natural beauty or natural aesthetic quality	<input type="checkbox"/>	Degree of deterioration	<input type="checkbox"/>
Picturesque attributes	<input checked="" type="checkbox"/>	Setting and location context	<input checked="" type="checkbox"/>
Evocative qualities	<input type="checkbox"/>	Demonstrated representation	<input checked="" type="checkbox"/>
Expressive attributes	<input checked="" type="checkbox"/>		
Landmark quality	<input checked="" type="checkbox"/>		

Criteria		Significance Assessment	
Streetscape contribution	<input checked="" type="checkbox"/>		
Symbolic meaning	<input checked="" type="checkbox"/>		
F – Aesthetic Significance/Architectural Significance/Other Significance		<p><i>The 1950s extension is a fine example of 1950s modernism in the Brisbane Central Business District. The building represents the expression of architectural thinking in Queensland at the time of the state's centenary in the late 1950s, and is perhaps one of the most coherent examples of design from the Public Works Department in this post-war period.</i></p>	
<i>The place is important in demonstrating a high degree of creative or technical achievement at a particular period.</i>			
Significance Indicators		State threshold indicators	
Displays artistic value	<input checked="" type="checkbox"/>	Intactness/integrity	<input checked="" type="checkbox"/>
Displays architectural excellence	<input checked="" type="checkbox"/>	Peer recognition/award	<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 type="checkbox"/>		
Adapts technology in a creative manner	<input type="checkbox"/>		
G – Social Significance		Does not meet this criterion.	
<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>			
H – Historical Significance		Does not meet this criterion.	
<i>The place has a strong or special association with a particular community or cultural group for social, cultural or spiritual reasons</i>			

4.3. STATEMENT OF SIGNIFICANCE

The following statement of significance is derived from the Queensland Heritage Register citation. Recommended changes to the statement of significance are shown in **bold** and ~~strikethrough~~.

The former State Library provides evidence of the importance of the Queensland Museum as an institution in late nineteenth century Brisbane scientific and cultural life. The former State Library is significant for its historical association with the 1958-59 extension, the major centennial project by the Queensland Government and for its association with the State Library of Queensland since 1902.

The 1950s extension was the major structure commissioned and designed by the Queensland government to celebrate and commemorate the centenary of separation of Queensland from

New South Wales in 1959. The main internal space in the extension was referred to as Centennial Hall.

The building is significant as an example of an 1870s public building in central Brisbane.

*The building is an integral member of the most prominent, important and cohesive group of government buildings in Queensland. As a fine classical facade by ~~FDG Stanley~~, **George Walker** the building is significant for its architectural quality.*

The 1950s extension for the State Library is a fine example of 1950s modernism in the Brisbane Central Business District. The building represents the expression of architectural thinking in Queensland at the time of the state's centenary in the late 1950s, and is perhaps one of the most coherent examples of design from the Public Works Department in this post-war period.

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 heritage significance and directly contributes to its 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

Level of Significance	Justification
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. • May be considered for removal or alteration.
Intrusive	<p>Elements are damaging to the place's overall heritage significance.</p> <p>May be considered for removal or alteration.</p>

4.5. SCHEDULE OF SIGNIFICANT ELEMENTS


While the former State Library Building is considered to be of cultural heritage significance and is a State Heritage Place, not all of its component parts are equally significant. The building has had some major changes in use since the original construction of the Museum building in the 1870s, with major interventions in the 1950s and 1960s, and also in more recent times.




Some early fabric of the building survives and that fabric has a high level of significance. Some fabric from the 1950s and 1960s works is now also considered to have a high level of significance.




Various elements of the former State Library and its external and internal fabric have been graded below in **Table 5** in relation to their contribution to the site's overall heritage significance. Elements include views, specific parts of the building, details, finishes, and structure, and any other item that is located within the site's curtilage. These are outlined below along with their level of significance in accordance with the assessment table at **Table 4** above.

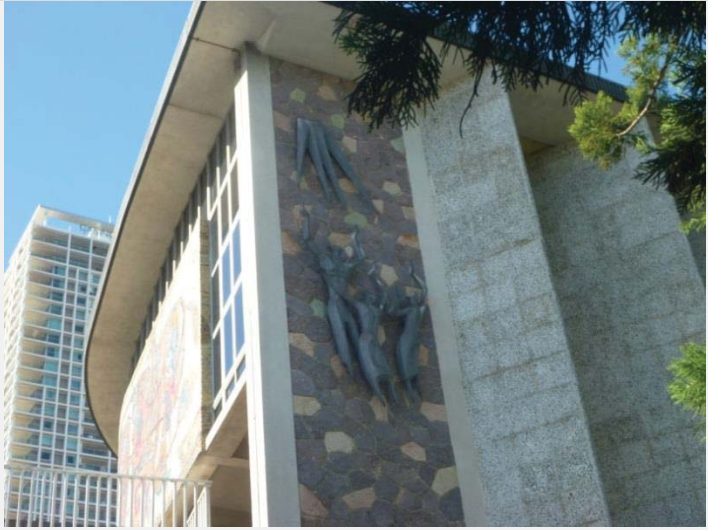


As a result of further investigation, earlier or additional fabric is revealed, this schedule is to be reviewed.



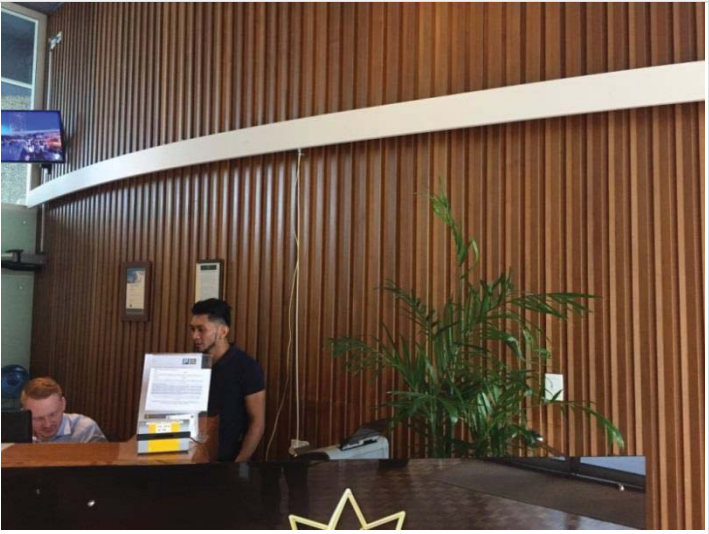
Table 5 – Gradings of Heritage Significance

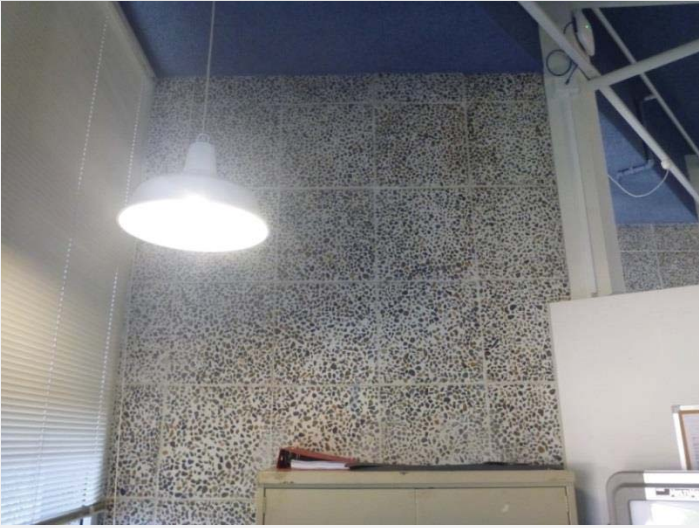


Structure, Space or Element	Location	Photograph	Level
EXTERIOR			
The external form and scale of the building generally, including the William Street, Queen Street and Queens Wharf Road elevations	Viewed from public realm areas, streets and Queens Gardens		High



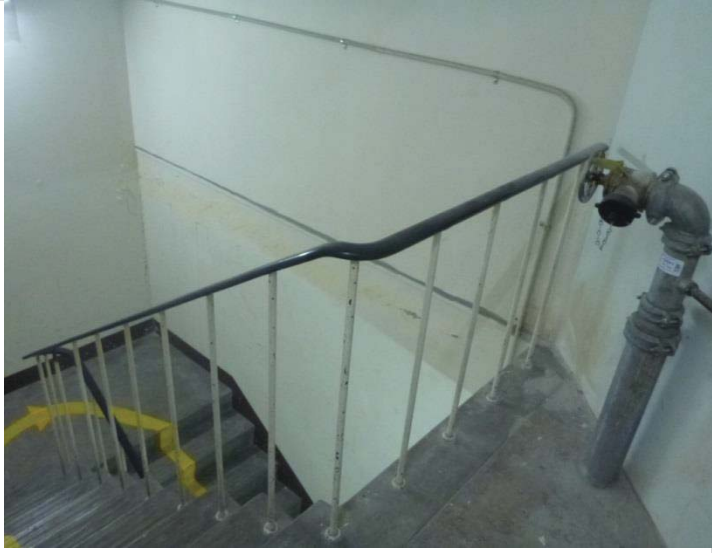
<p>Stonework, steel and glazing to external elevations</p>	<p>William Street, Queen Street and Queens Wharf Road</p>		<p>High</p>
<p>Timber framed windows to original 1870s building</p>	<p>External elevations</p>		<p>High</p>
<p>Steel framed windows and glazing to 1950s extension</p>	<p>External elevations</p>		<p>High</p>



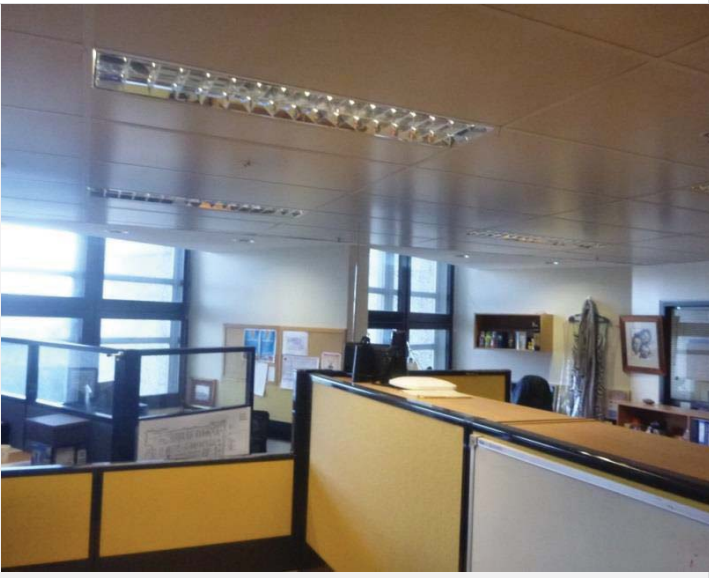
<p>Concrete blade fins</p>	<p>Queens Wharf Road elevation</p>		<p>High</p>
<p>Edward Stephen mosaic mural</p>	<p>William and Queen Street elevations</p>		<p>High</p>
<p>Roof form and roof cladding</p>	<p>1950s extension</p>		<p>High</p>


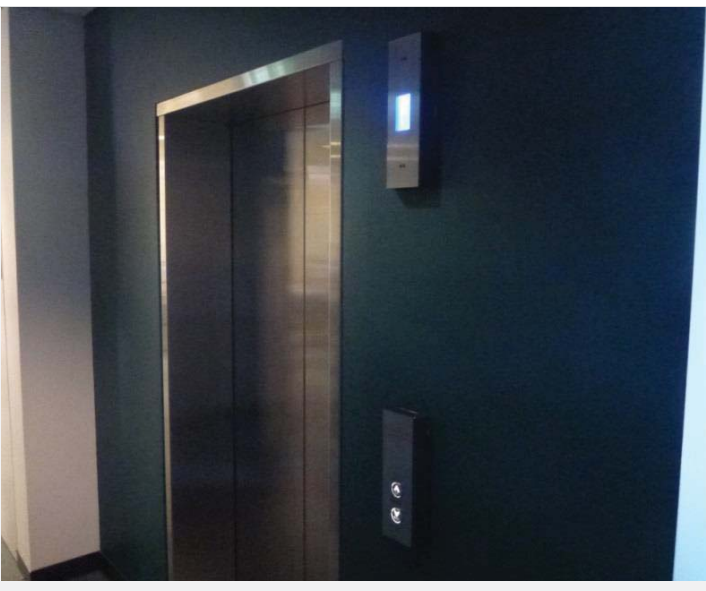

<p>Shillam sculpture</p>	<p>Queens Wharf Road elevation</p>		<p>High</p>
<p>1950s staircase, entrance doors, stone feature wall lined awning and roof off William Street</p>	<p>William Street entrance</p>		<p>High</p>
<p>Stone feature walls</p>	<p>Elizabeth Street and Queens Wharf Road elevations</p>		<p>High</p>


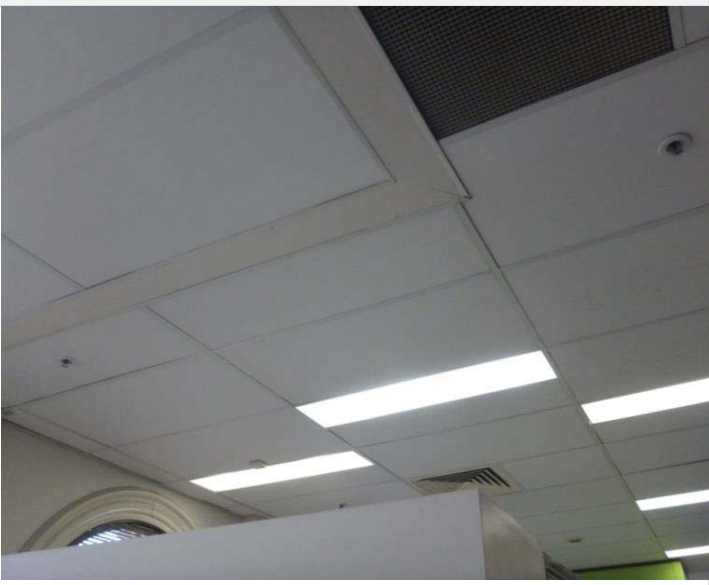
External ramps	South eastern elevation to Miller Park		Little	
INTERIOR				
Internal colonnade	Third floor (William Street level)		High	
Centennial Hall	Third floor (William Street level)	No Photograph Available <i>Address if fabric is also High</i>		Spatial volume: High
Curved timber lined wall	Third floor (William Street level)		High	

<p>Concrete aggregate finish to blade fins</p>	<p>Various floors</p>		<p>High</p>
<p>Mosaic tiled columns</p>	<p>Various floors</p>		<p>High</p>
<p>Internal stone feature wall</p>	<p>Basement</p>		<p>High</p>

<p>1950s roof trusses</p>	<p>Third floor (William Street level)</p>		<p>Moderate</p>
<p>Former external walls of 1870s building (now internal)</p>	<p>Second and third floors</p>		<p>High</p>
<p>1950s fire escape staircases</p>	<p>Throughout building</p>		<p>Moderate</p>

<p>1950s mezzanine and balustrade detailing</p> <p>Infill partition and glazing = intrusive</p>	<p>Third floor (William Street level)</p>		<p>Moderate</p>
<p>1950s ceilings</p>	<p>Various floors</p>		<p>Moderate</p>
<p>General office spaces</p>	<p>Various floors</p>		<p>Neutral</p>

<p>Modern office partitions</p>	<p>Various floors</p>		<p>Neutral</p>
<p>Lifts</p>	<p>Numerous locations internally</p>		<p>Neutral</p>
<p>Toilets, fixtures, fittings</p>	<p>Numerous locations internally</p>		<p>Neutral</p>

<p>Floor finishes</p>	<p>Numerous locations internally</p>		<p>Neutral</p>
<p>Suspended ceilings</p>	<p>Numerous locations internally</p>		<p>Neutral/ intrusive</p>

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)	State Library (former)	Registered Site QHR ID 600177
Brisbane City Plan 2014 City Plan Heritage Register Local Heritage Overlay (items of local significance)	State Library (former) - Museum	Registered
NON-STATUTORY LISTINGS		
Register of the National Estate (non-statutory archive of items of local, state or national significance)	State Library (former)	Registered Site ID 8333
National Trust of Australia (Queensland) (items of local, state or national significance)	State Library of Queensland (former)	BNE 1/60

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 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 former State Library 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).

5.2.5. Brisbane Casino Agreement Act 1992

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

The Brisbane Casino-Hotel Complex was developed under the BCAA. This incorporates the following heritage places:

- Former Treasury Building;
- Former Land Administration Building;
- ~~Queen's~~ **Queens** Gardens; and
- Former State Library.

The BCAA applies to the former State Library Building and the Plan of Development (PoD) will apply when there is a change of use on the site from a casino, hotel and incidental uses at this building.

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

5.4. CURRENT PROPOSAL

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

5.5. MANAGEMENT FRAMEWORK

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

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

The building has been used for administration of the casino operation since that time, and a range of similar uses.

5.5.1. Management Plans and Guidelines

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

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

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

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

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

Heritage Management Plan

The proposed development of the place is guided and informed by an existing Heritage Management Plan (HMP) that is referred to in the BCAA. It is a document prepared by the casino operator to the mutual agreement of the casino operator and the relevant Minister.

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

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

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

Refer to the HMP for further details.

5.5.2. External Stakeholders

The following key stakeholders have an interest in the former State Library and should be consulted about any changes in the future:

- Queensland Heritage Council;
- DEHP; and
- NTAQ.

5.6. OPPORTUNITIES

The former State Library has been part of the Brisbane Casino-Hotel Complex for more than 20 years.

However it has never had a public use associated with this activity, being used as offices and administration, and training for casino staff.

The QWBIRD provides an opportunity for conservation works to the building, the adaptive reuse of the place and to allow the building to more appropriately and better utilised as part of the heritage fabric of the CBD.

It is one of the more distinctive heritage buildings in the CBD and the 1950s modernist extension is not normally seen as 'heritage' by the general community. Its history as the major centenary project of the Queensland Government is not well known, and it would appear that the general public know little about the history and cultural significance of this building.

The current project provides a great opportunity for these issues to be addressed.

5.7. VISITOR AND PUBLIC ACCESS

The building generally is not open to the public. It is used as a commercial office space by The Star Entertainment Group and the public cannot attend the building.

There is not currently DDA-compliant access to the building from Queens Wharf Road; but non-discriminatory access is provided off William Street via the ramp on the south eastern side of the building.

A major staircase from William Street was constructed as part of the 1950s extension and is the main entrance to the building. The former entrance to the 1870s Museum building was closed and a window formed when the extension was constructed. An opportunity presents to reconstruct this entrance to provide for equitable access to the building. This would of course require some reworking of the internal spaces to suit this new entrance.

5.8. THREATS

5.8.1. Current Condition

Given its current use as offices for The Star Entertainment Group and its long-term lease under the existing casino legislation it is understood that the condition of the building is sound. No issues regarding condition were readily apparent in the site inspection.

6. CONSERVATION POLICY

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

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

6.1. GENERAL APPROACH

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

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

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

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

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

- **Compatible use** means a use which respects the cultural significance of a place. Such a use involves no, or minimal impact on cultural significance;
- **Setting** means the area around a place, which may include the visual catchment;
- **Interpretation** means all the ways of presenting the cultural significance of a place;
- **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 with which the values of the place are evident and can be understood and appreciated;
- **Must** means a required and reasonably expected outcome; and
- **Should** means the desired outcome and all reasonable steps are to be taken to achieve the outcome. Where an outcome is specified as being 'should' there will be some flexibility to consider options as to how the outcome can be achieved. Options for achieving the outcome are to be tested against the overall significance of the place to ensure the heritage values are not unduly compromised in delivering the outcome.

Policy 1. Conservation of the former State Library 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 cultural significance of the former State Library is based on its use by the State Government over a period of 100 years, its staged construction, its major changes in use and internal fabric over time, and its contribution to the cultural development of Queensland. The architectural and visual qualities of its external form and the surviving internal fabric that demonstrates these former uses are also part of this significance.

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

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

6.3. 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 former State Library is a major component of its heritage significance. The wider setting of the building and views to the rear elevation of the 1950s extension are also important.

Policy 6. Any new works within the heritage curtilage of the former State Library should respect the setting of the place.

Policy 7. Significant views and vistas to the former State Library, along William Street and from Queens Gardens, Victoria Bridge and Southbank, should be maintained in any future development through use of an appropriate height, bulk, orientation and placement of new development.

Policy 8. The important contribution the former State Library makes to the precinct of former government buildings around ~~Queen's~~ ^{Queens} Gardens and the historic streetscapes of William Street and Queens Wharf Road must be recognised and maintained.

Policy 9. The former State Library has been designed with prominent facades to William Street, Queens Wharf Road/the Brisbane River and to the corner of William and Elizabeth Streets. The prominence of these facades is to be retained and conserved.

Policy 10. Replacement of hard and soft landscaping should respect and reflect the heritage place and must not negatively impact on significant views to the heritage place or on the heritage fabric, including through inadequate drainage.

6.4. CONSERVATION OF BUILDING FABRIC

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

6.4.1. Retaining Significant Elements

In some specific areas the former State Library is quite intact, but in others the building has been modified extensively.

The external elevations of both the original building and the modernist extension are highly intact, with few, if any, alterations.

Internally, the overwhelming perception of the building is of a modern office building. Some surviving elements of the various stages of the building's construction become apparent in certain places of the building, such as the remnant timber wall of the Commemorative Hall, the mosaic tiled columns, the vermiculite ceilings, and the mezzanine balustrading. The general office partitions and overall layout are recent and of little significance as items of heritage fabric.

Policy 11. Features identified as being of high significance at Section 4.5 of this CMP should be retained and conserved, with minimal changes to these elements.

Add new Policy 12: 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.

Policy 12. Both the 1870s and 1950s buildings are culturally significant and must be retained, and their significant values conserved in accordance with the specific conservation policies in this CMP.
renumber policies

Policy 13. The external elevations of the buildings to William Street and Elizabeth Street should remain intact. Proposals that impact on the integrity of these major elevations should be avoided.

Policy 14. The Stephen mural and Shillam sculpture are significant elements of the building. These elements must be retained and conserved in-situ and protected into the future.

Policy 15. The elevation to Queens Wharf Road comprising concrete blade fins and steel framed glazing is a major component of the building expression and the 1950s modernist form of the extension. The blade elevation must be retained. Proposals that impact on the integrity of the elevation

should be avoided. Alterations to the Queens Wharf Road elevation at street level may be appropriate.

- Policy 16. The aggregate finish to the concrete blade fins should be retained where it survives.
- Policy 17. Later applied finishes to the aggregate concrete fins internally should be ~~carefully removed~~ ^{investigated for careful removal} to restore the original finish.
- Policy 18. The 1950s William Street entrance, including its entrance stairs, entrance doors, glazing and awning should be retained.
- Policy 19. The 1870s William Street entrance, now modified to accommodate a window, should remain legible as an historic entrance, and may be carefully reopened to re-establish its function as a prominent entrance.
- Policy 20. Existing significant roof forms of both the 1870s and 1950s components of the building should be retained.
- Policy 21. The fenestration to the Queens Wharf Road elevation should be retained. If repairs to these elements are required they are to match like for like.
- Policy 22. Timber framed windows to the 1870s building should be retained.
- Policy 23. The stone wall to Queens Wharf Road and Elizabeth Street must be retained.
- Policy 24. Major spaces surviving internally such as the Centennial Hall on the third floor should be restored, with the removal of later partitions to allow for the reinstatement of the volume.
- Policy 25. The 1950s vermiculite ceilings, mosaic tiled columns, curved timber wall; and fire escape staircases should be retained throughout the building.
- Policy 26. The former external rear and side walls of the 1870s building (now internalised) should be retained.
- Policy 27. Modern post-1960s office partitions on all levels can be removed if required.

6.4.2. Elements of Little Significance

Add policy 29: 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.

Elements identified as being of little significance (refer Section 4.5) are not original or reconstructed fabric.

These elements comprise new features that contribute to the significance of the place.

Renumber policies

- Policy 28. 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, later fitouts, new partitions and ramps which are necessary features that do not necessarily contribute to the significance of the place.

- Policy 29. Neutral elements are generally modern post-1960s works which may be removed or modified to suit new development proposals as long as it does not adversely affect the place's overall heritage significance.

6.4.4. Intrusive elements

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

- Policy 30. Intrusive fabric is encouraged to be removed where it allows greater appreciation of the heritage values of the place.

Policy 31. Intrusive elements may be removed in order to restore the external and internal building fabric to their known earlier states.

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”.

If the building is to be vacant for an extended amount of time during the redevelopment, it is also essential that the building be secured to minimise the risk of vandalism, and that inspections and maintenance of the place continues to be undertaken

6.5.1. Maintenance Schedule

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

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

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

Policy 33. If the building is to be vacant for an extended period of time, it should be secured to prevent unauthorised access, and additional monthly inspections undertaken to identify any additional maintenance and/or repair requirements.

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, the 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 34. All repairs to the former State Library 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 35. Repairs to the building should be undertaken in order of priority, ensuring that the source of the problem is fixed before making repairs. The existing maintenance program should be used as a guide.

6.6.2. Repairing Significant Elements

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

Policy 36. Where original and significant elements need repair and the profiles and materials are known, the materials chosen and the detailing proposed should match those used in the construction of the building.

6.7. FUTURE USE

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

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

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

The former State Library needs to have a compatible use in terms of the Burra Charter definition of this term.

Policy 37. The future use of the former State Library must be compatible, respect the cultural significance of the place and involve no or minimal impacts on its cultural significance.

6.7.1. Adaptive Reuse

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

Policy 38. Adaptive reuse of the building is encouraged to facilitate the ongoing maintenance and utilisation of the buildings.

6.7.2. New Development

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

Policy 39. Any new buildings or structures that may be constructed in close proximity to the former State Library should be respectful of the cultural significance of the place and its setting, form and scale, and should ensure that the former State Library and its principal facades remain prominent in the precinct.

6.7.3. Construction Management

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

Policy 40. Before any excavation works or earthworks are undertaken in close proximity to the former ~~DPI~~ ^{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 41. 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 42. All excavation works must be undertaken in accordance with an approved Construction Management Plan.

6.8. ALTERATIONS AND NEW WORK

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

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

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

These policies apply to any proposed new construction work, including proposed new internal fitouts, surface treatments, verandahs, or where any intervention is proposed into the historic fabric.

Policy 43. New work to the former State Library 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 44. With the exception of the Miller Park elevation, new walls should not be fixed to existing exterior walls.

Policy 45. Vegetation in close proximity to, or on, exterior surfaces is a conservation issue and should be avoided.

6.8.1. Internal Layout

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

Policy 46. Where new fitouts are proposed, they should be reversible, and not conceal or damage historic building fabric. New internal partitions should not connect to significant fabric.

Policy 47. Alterations to original and 1950s internal walls should generally be avoided. Where alterations are required, they should be in areas previously subject to alteration and aim to minimise the impact on the significance of the place and loss of significant fabric.

Policy 48. Internal changes to the building should be conceived and designed in a modern language and expression and not mimic historical details.

6.8.2. Surface Treatments

When originally constructed as the Museum the building had a sandstone front elevation and face brick side and rear elevations. The rendered finish to these minor elevations is relatively recent.

The 1950s extension is largely in its original external form – aggregate concrete finish, steel, glazing the mural.

The mosaic tiled columns are largely intact. The stone feature walls are also intact and have not been painted or altered.

Policy 49. The rendered finish to the side and rear elevations of the 1870s building may be removed if required to reconstruct the original external finish of this building. If contemplated, this finish will need to be carefully removed using non-abrasive techniques to avoid damage to the brickwork.

Policy 50. Stone finishes to walls externally and internally must not be painted and/or rendered.

Policy 51. Mosaic tiled columns externally and internally must remain in-situ without new finishes applied.

6.8.3. Colour Schemes

Internally the former rear walls of the 1870s building where they survive have been painted with new finishes applied.

Internal colour schemes to partitions are largely modern and not based on any early schemes. New colour schemes may be chosen or determined for these areas.

Policy 52. New internal colour schemes may be considered. These should be based on investigations of the building's early paint layers and historical colour schemes. Preparation for new colour schemes should retain where possible as much evidence of early colour schemes

6.8.4. New Openings

Existing openings should be utilised where possible in proposals to adapt the building for new uses. Where new openings are required they should be in areas that have been subject to previous alterations.

Policy 53. With the exception of the Miller Park elevation, limited opportunity exists for change to the exterior of the former State Library, and new openings in original fabric should be avoided where possible.

Policy 54. Where new openings are required, they should be in areas previously subject to alteration and aim to minimise loss of original fabric. Where new openings in original fabric are necessary, these should be limited to the existing window and roller door openings on the ground level of Queens Wharf Road elevation and should be conceived in a manner that respects the rhythm of the existing fenestration.

6.8.5. Floors

The building was originally constructed with three-storeys plus basement. A mezzanine was later added to ground floor, and in the 1950s the Queens Wharf Road extension of four storeys was added.

Floors throughout the building are generally covered with carpet or similar coverings.

Policy 55. Existing floor levels should be retained.

Policy 56. Significant timber floors and floor framing should be retained.

Policy 57. New floor coverings are acceptable where they are reversible and do not damage original fabric.

6.8.6. Roof and Rainwater Goods

The roof is clad in various materials, which are not original. Rainwater goods are also generally of modern materials.

Policy 58. The roof and rainwater goods should be inspected to identify any potential issues, and this should form part of the existing maintenance program for the building carried out by the Casino operator.

Policy 59. Where new roofing material, gutters, downpipes or rainwater heads are required, or repairs are required, these are to match existing profile and materials.

6.8.7. Services

Where buildings continue to be used in future, it is inevitable that existing services may need to be replaced or new services installed.

The installation of services can impact on heritage buildings and 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 locations should be selected and should be discreetly located to avoid impairing the appearance, character and integrity of the former State Library.

Replacement and 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.

New services including air-conditioning, bathrooms, kitchens and lighting may be introduced with new uses. This work should be carried out in such manner as to minimise their impact on the significant qualities of the building.

While the building has a number of lifts currently ~~it is likely~~ new lifts may be required for new uses.

Policy 60. 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 61. New air-conditioning plant and ducting and other building services (if required) should be located and constructed in areas of the building and site and using methods that minimise impacts on the building fabric and the spatial volumes of the building. Services should be largely concealed.

Policy 62. If new light fittings are required a co-ordinated approach should be developed and adopted. Fittings should be contemporary rather than replicate earlier styles.

Policy 63. Where installation of lifts is proposed, the work should minimise impacts on significant building fabric and be located in areas that have been altered already.

6.8.1. Signage

Policy 64. If signage is required, a consistent strategy is to be developed for the whole of the place and must address the size, number, colour, materials and locations of signs. Any signage should be small-scale and be sensitive to the heritage place in terms of materials and colours.

Policy 65. Installation of signage should not damage heritage fabric of high significance and must be readily reversible.

6.9. STATUTORY REQUIREMENTS

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

For this building, heritage approvals are currently given under the BCAA, and this will remain for some time while the Casino still operates at this building.

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

In the case of the former State Library, the existing HMP prepared under the BCAA provides guidance for permits required for various levels of work. That document should be referred to for further information.

Policy 66. Works identified as “Permitted Work” in the Brisbane Casino Hotel Complex Heritage Management Plan may be undertaken without application.

Policy 67. 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 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.

Policy 68. Where heritage buildings are upgraded to comply with DDA requirements, the best practice guidelines outlined in Martin (1999) should be used as a guide.

Currently the building provides non-discriminatory access off William Street via the ramp on the south eastern side of the building. The ground (or third) floor off William Street is raised from the level of the footpath, and the main entrance to the building established in the 1950s does not provide equitable access.

Alterations required to provide non-discriminatory access to the building from William Street via new ramps should be avoided. This work would require major intervention to the front elevation of the building and would be difficult to achieve the required grade changes. Alternative access is possible and should be compliant with modern requirements for access.

Policy 69. Equitable access to the building should be proposed at other locations than the main William Street entrance. ^{1950s}

The original entrance to the 1870s building in the central bay of the William Street elevation was infilled after the 1950s extension. The removal of this later fabric and the reconstruction of an at-grade entrance to the building as a DDA-compliant access are suggested as a possible solution for the building.

Policy 70. A new DDA-compliant entrance can be formed off William Street by removing the later infill to the central bay and restoring the original entrance to the building.

6.9.2. Building Code of Australia

There is no requirement for heritage structures to retrospectively meet BCA requirements. The Heritage Branch (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 71. There is no requirement for the place to retrospectively meet BCA requirements; however any new structures or works must be BCA compliant.

6.10. HISTORICAL ARCHAEOLOGY

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

It is important that any archaeological values are appropriately managed in accordance with an Archaeological Management Plan.

Policy 72. 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

A number of initiatives can be employed in order to enhance the interpretation of the building and its early history as the former Queensland Museum and the former State Library as the venues for important cultural activities.

The extension to the building as the major project of the Queensland Government to recognise the centenary of self-government in the state is not well known.

Archival material relating to the history and development of the buildings may be collated and stored in a suitable location. 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 (**Volume 3, Attachment W: Heritage Interpretation Strategy** prepared by Urbis) has been prepared for QWB to help guide the interpretation of heritage places, and in particular the proposed heritage trail.

Policy 73. Existing interpretation of the site's history should continue to be used and built upon in the future.

Policy 74. Additional interpretation of the former State Library is to be linked to the Heritage Interpretation Strategy provided at PoD Volume 3, Attachment W and aim to promote the historical importance of the site and the development of buildings.

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 75. 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 the owner and custodians of the site and the buildings; all relevant consent authorities; and those preparing work or investigating the site, as one of the bases for future planning and use.

Policy 76. 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 77. The history of the former State Library, the statement of significance and conservation policies in this document should be used as a basis in the preparation of future studies or reports into the 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 78. This CMP and the policies within it must be reviewed every five years, following any significant redevelopment, after any event that affects significant building fabric, or should the existing statutory arrangement (ie Brisbane Casino Agreement Act) change or cease.

7. IMPLEMENTATION

This section provides guidance on heritage actions and maintenance policies for the former State Library Building.

7.1. IMPLEMENTATION STRATEGIES

The following table (Table 7) lists strategies for implementing the conservation policies for former State Library.

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
Investigate heritage interpretation	64, 65	Low
Endorsement of CMP	67	High
Review of CMP	69	Low

8. REFERENCES

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- Kerr, JS 2000, *The Conservation Plan*, National Trust of Australia (NSW), Sydney.
- Martin, E 1999, *Improving Access to Heritage Buildings: A practical guide to meeting the needs of people with disabilities*, Australian Council fo National Trusts & Australian Heritage Commission, Fyshwick.
- New South Wales Heritage Office 2001, *Heritage Manual 2: Assessing Heritage Significance*, NSW Heritage Office, 2001.
- 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>
- [Note: Some government departments have changed their names over time and the above publications state the name at the time of publication.]

9. ABBREVIATIONS AND DEFINITIONS

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

Table 8 – Abbreviations

Abbreviation	Definition
BCA	Building Code of Australia
BCAA	<i>Brisbane Casino Agreement Act 1992</i>
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
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	<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
SLQ	State Library of Queensland
RNE	Register of the National Estate

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

Table 9 – Terms

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

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

APPENDIX A CURRENT FLOOR PLANS

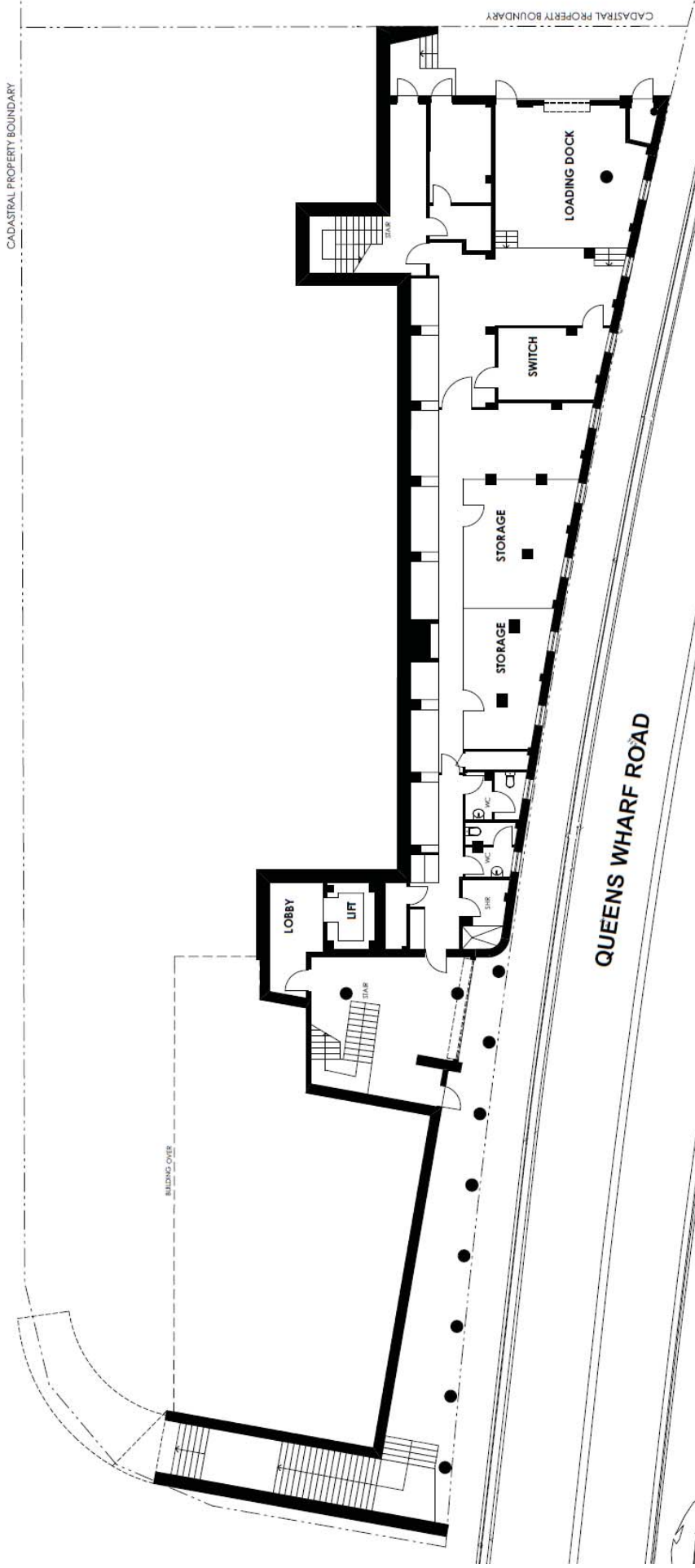


Figure 16 - Ground Floor (Queen's Wharf Road)

Source: ML Design 2016

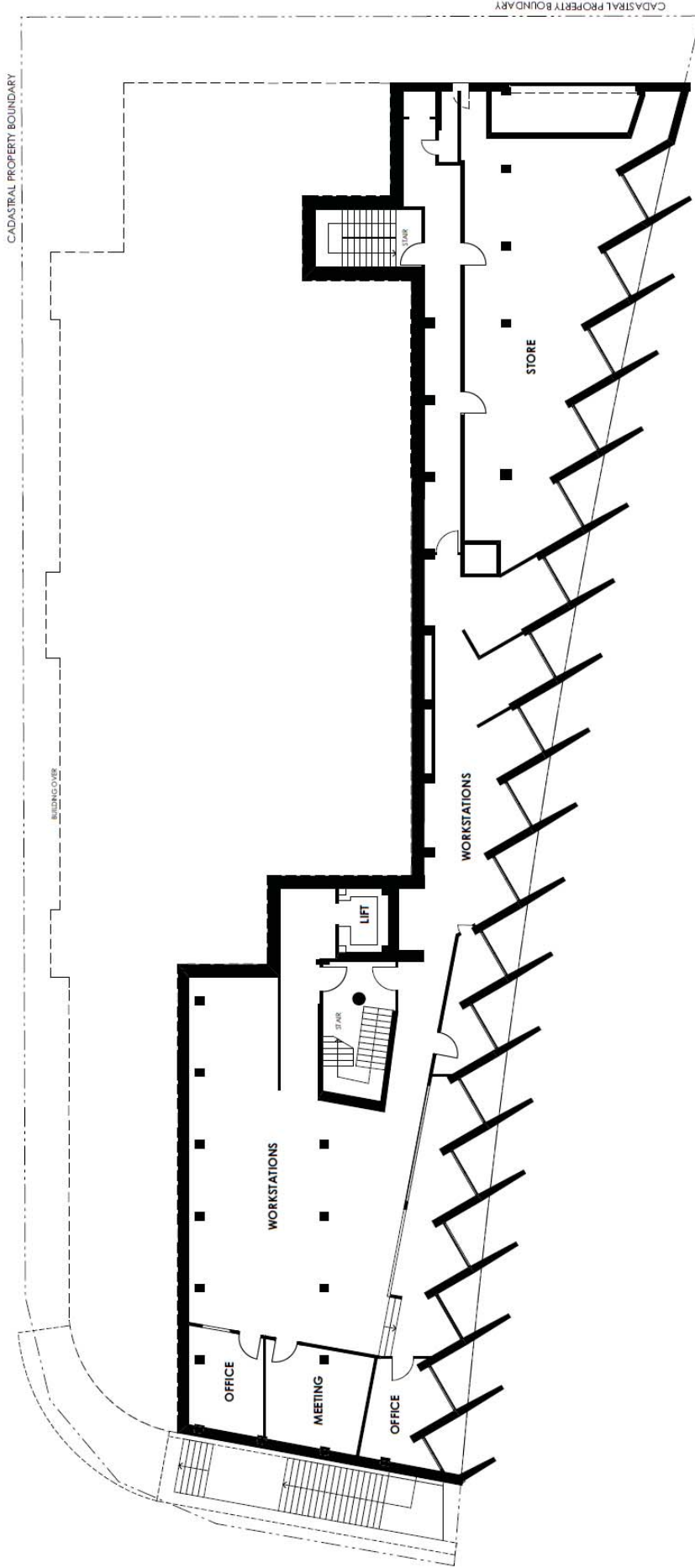


Figure 17 - Floor Plan, Level 1
 Source: ML Design 2016

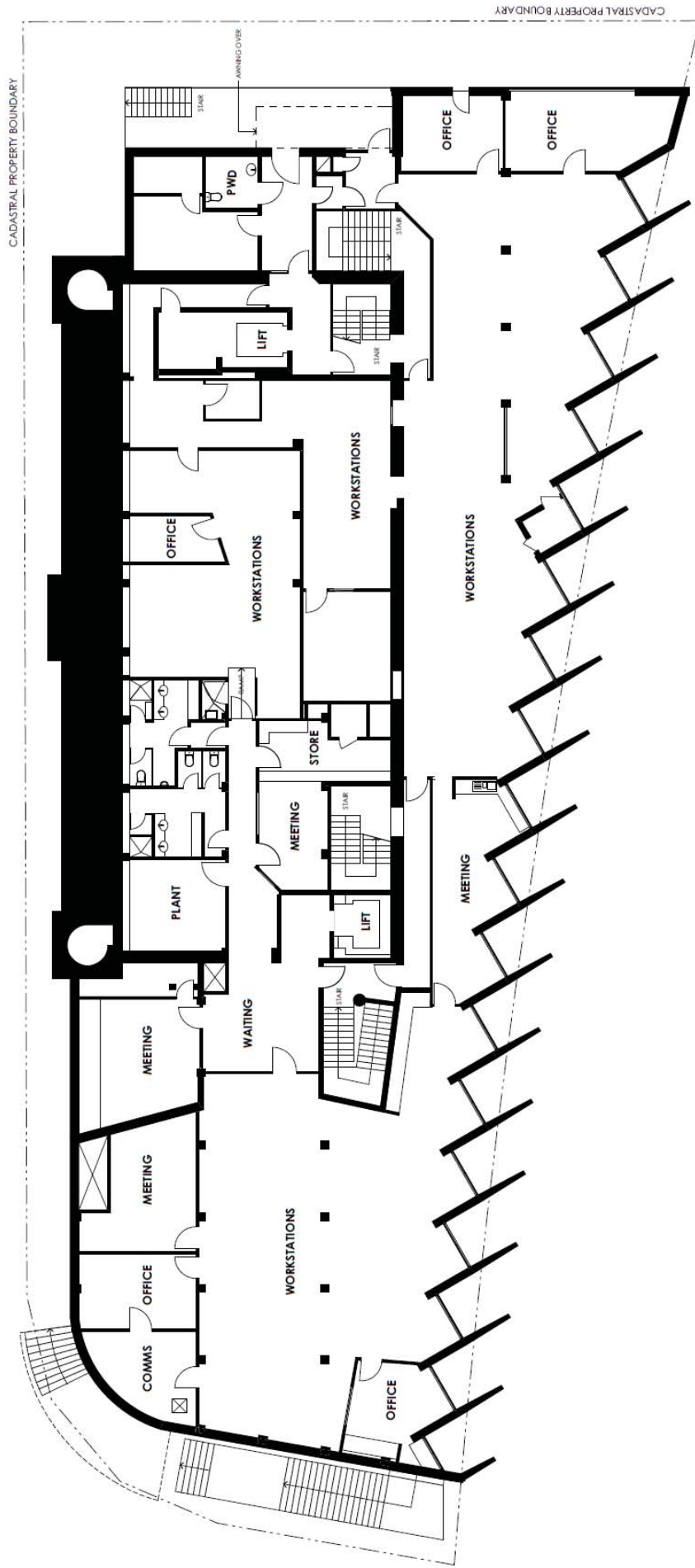


Figure 18 - Floor Plan, Level 2

Source: ML Design 2016

WILLIAM STREET

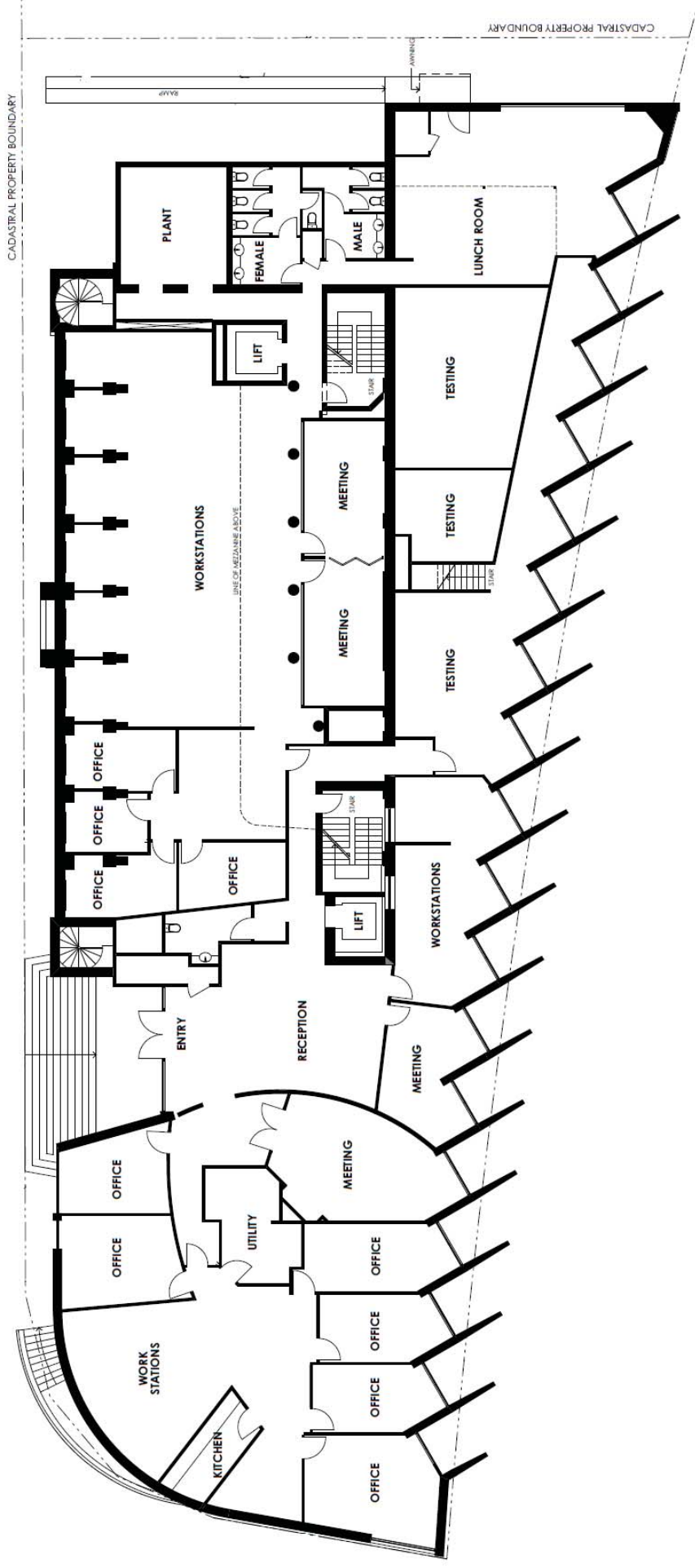


Figure 19 - Floor Plan, Level 3 (William Street)
Source: ML Design 2016

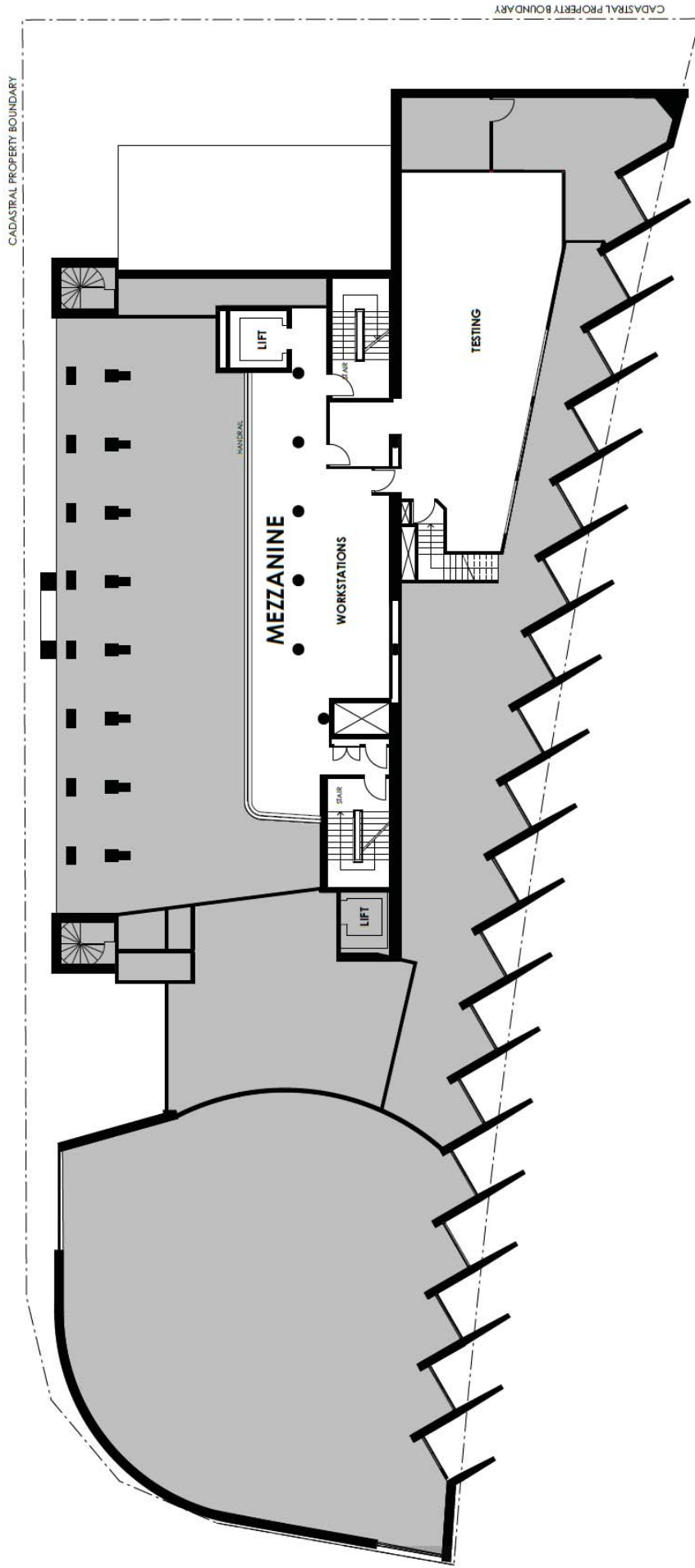


Figure 20 - Floor Plan, Mezzanine (Level 4)

Source: ML Design 2016

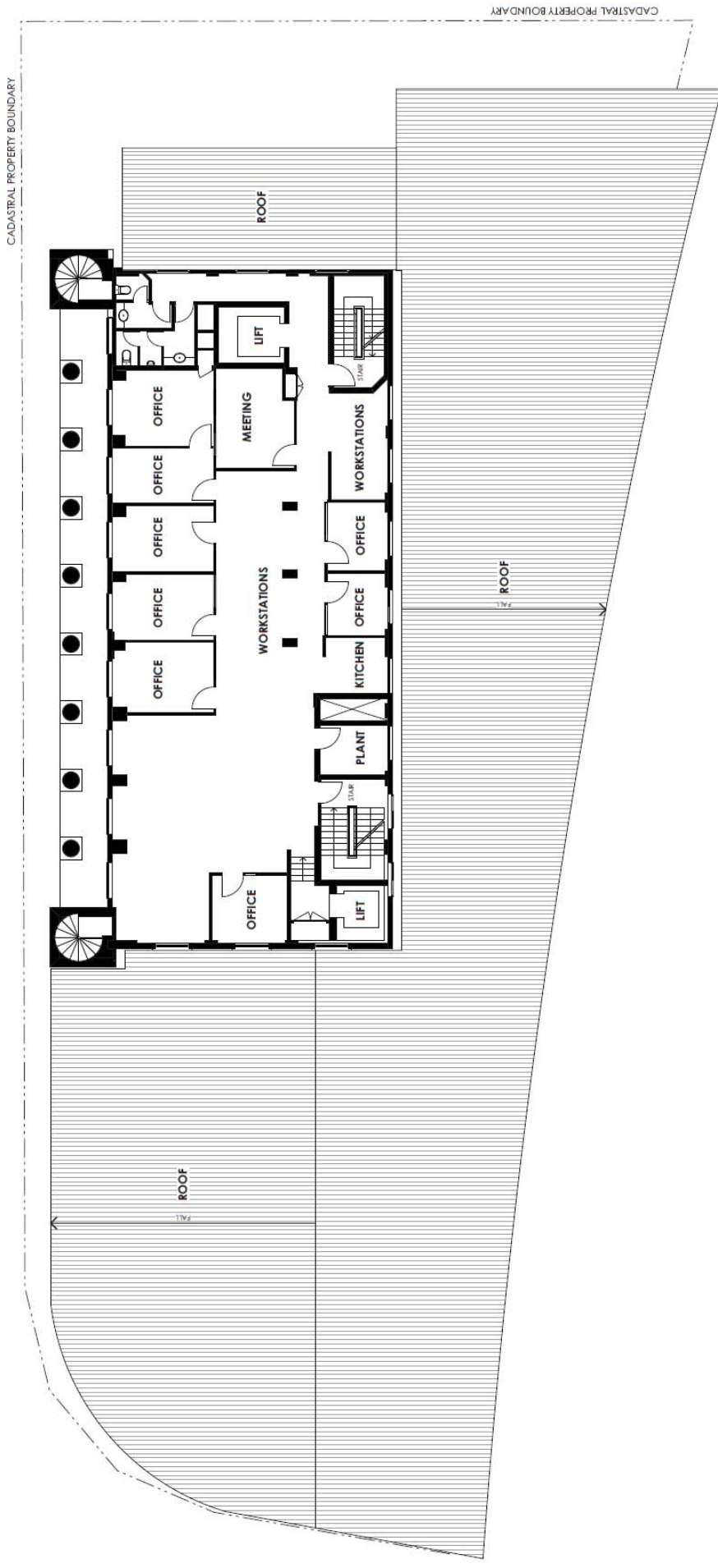


Figure 21 - Floor Plan, Level 5
 Source: ML Design 2016

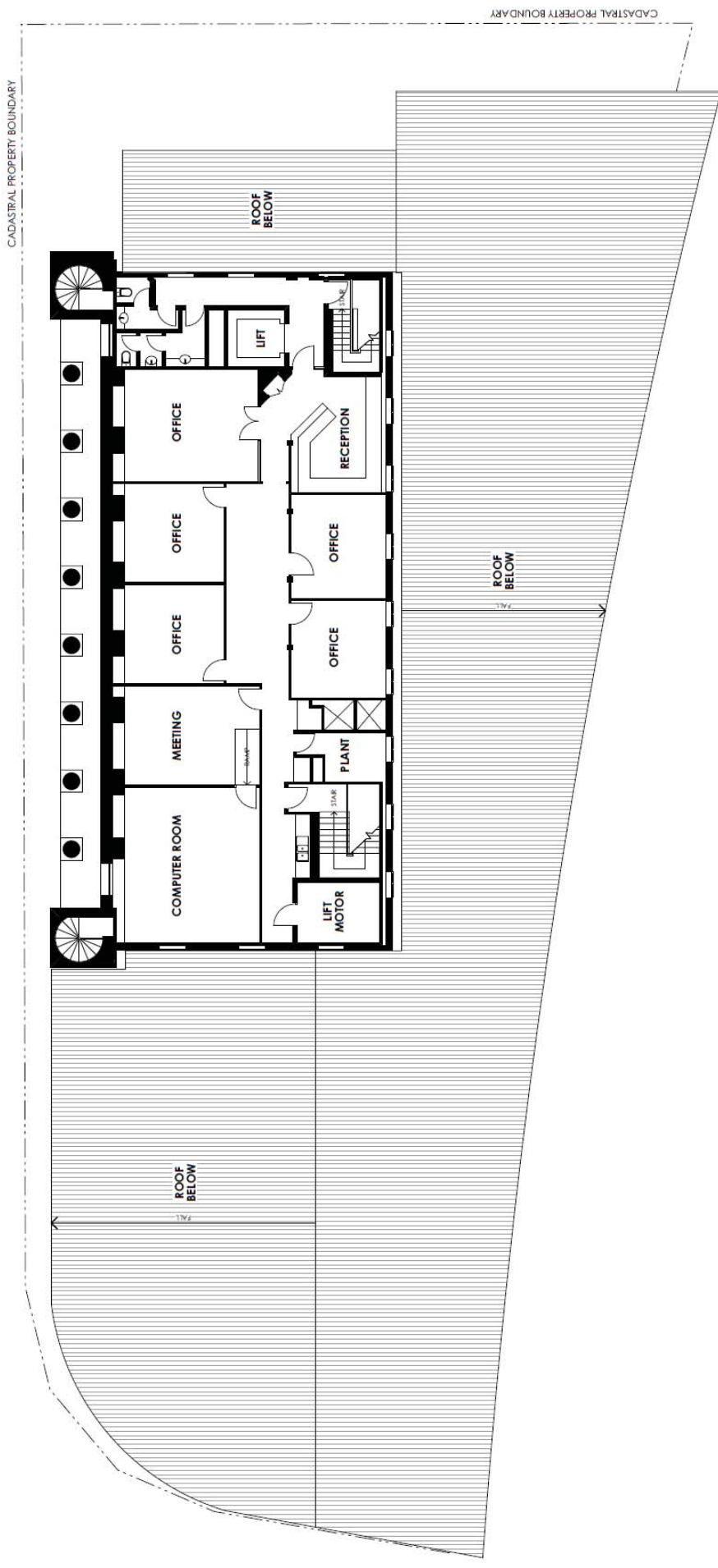


Figure 22 - Floor Plan, Level 6

Source: *ML Design 2016*

