

POD VOLUME 3:
ATTACHMENT D.1:
FORMER DPI BUILDING
CONSERVATION
MANAGEMENT PLAN
PREPARED BY: URBIS PTY LTD



DESTINATION
BRISBANE
CONSORTIUM

QUEEN'S
WHARF
BRISBANE

Any items struck out
are not approved.

AMENDED IN RED

By: K McGill

Date: 20 December 2017



PLANS AND DOCUMENTS
referred to in the PDA
DEVELOPMENT APPROVAL

Approval no: DEV2017/846

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DESTINATION BRISBANE CONSORTIUM

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1. INTRODUCTION

1.1. BACKGROUND

Urbis has been engaged by Destination Brisbane Consortium (DBC) to prepare a Conservation Management Plan (CMP) for the former Department of Primary Industries (DPI) Building, located at 99 William Street, Brisbane.

The former DPI Building is recognised as a State Heritage Place and is entered in the Queensland Heritage Register (QHR) (Queensland Heritage Register Number 601093).

The place is sited within the Queen's Wharf Brisbane (QWB) Priority Development Area (PDA) (**Figure 1**). The QWB PDA comprises land bounded by the Brisbane River to the south, west and north-west; Queen Street to the north; George Street to the east and north-east; and Alice Street and the Riverside Expressway to the south-east. The area of the QWB PDA is approximately 26.8ha (13.5ha over land; 13.3ha over the river, excluding the bridge and landing area).

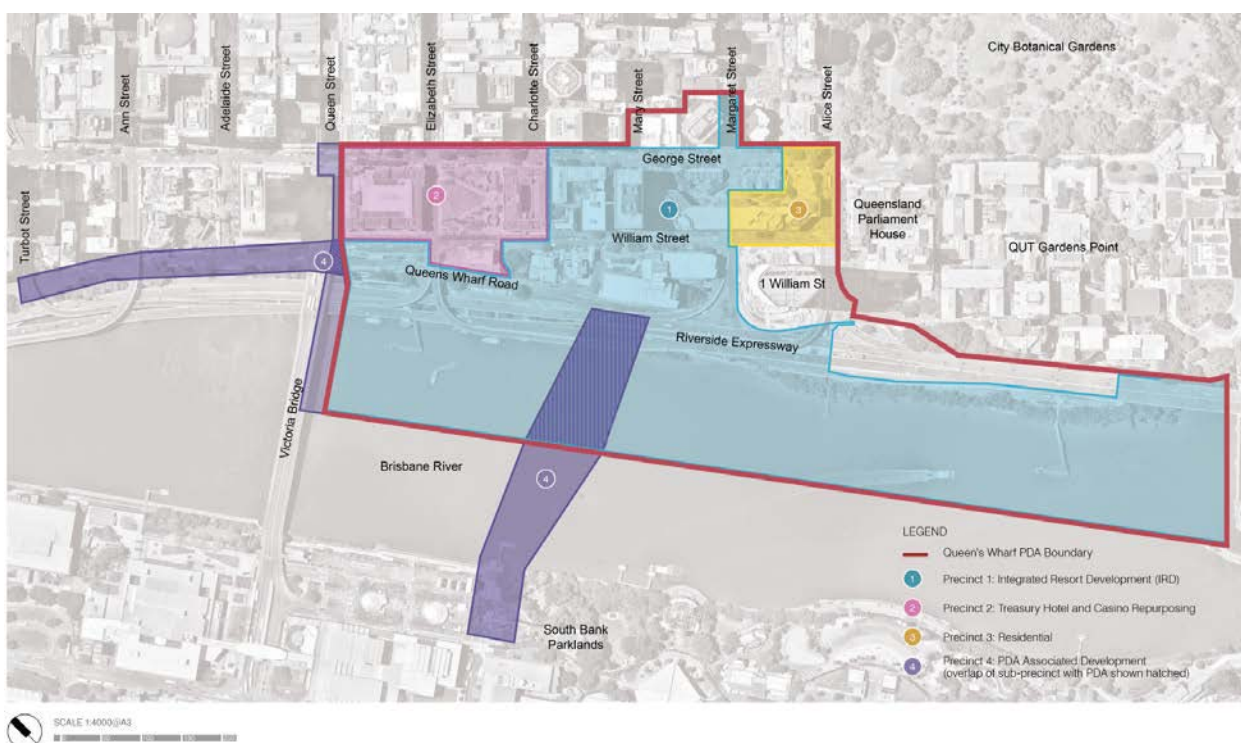


Figure 1 – Queen's Wharf Brisbane Precinct Plan

Source: Urbis 2017

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

1.2. QUEEN'S WHARF BRISBANE

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

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

century, and more modern buildings that demonstrate the evolution of the various generations of the government presence at this location in the centre of Brisbane.

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

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

1.3. PURPOSE

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

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

Future development of the former DPI Building site should be generally in accordance with this CMP.

1.4. SITE LOCATION

The former DPI Building is located at 99 William Street, Brisbane (see **Figure 2**).

The site is described as Lot 100 on CP898752.

1.5. METHODOLOGY

This CMP has been prepared in accordance with:

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

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

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

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

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

1.6. LIMITATIONS

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

While most areas of the building were inspected, roof spaces and the sub-floor generally were not available for inspection. Some storage areas were full and limited access to entire spaces.

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

Department of Primary Industries Building (former) 601093

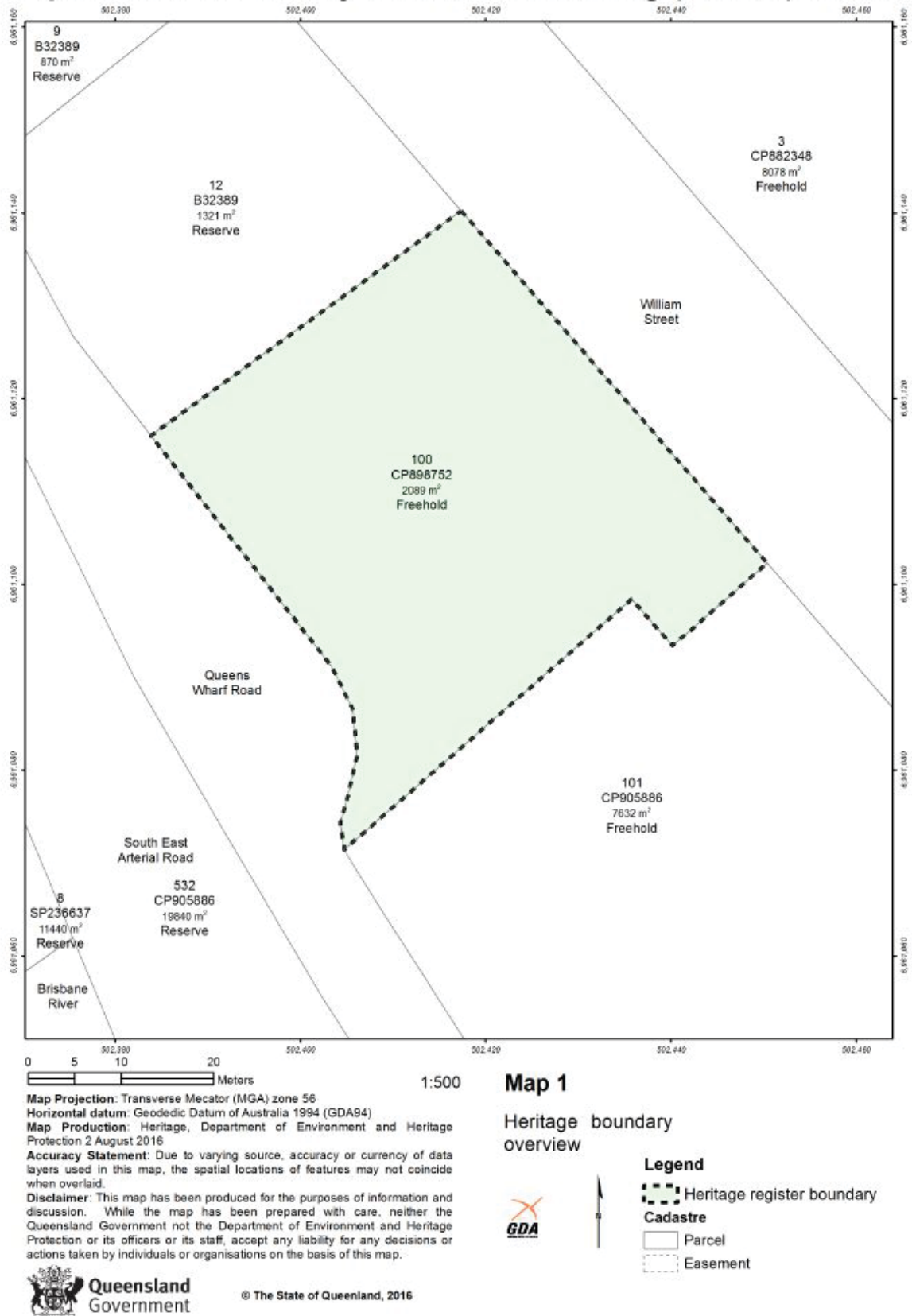


Figure 2 – Heritage Curtilage of the Former DPI Building, 2016

Source: DEHP QHR Entry 601093

2. HISTORICAL CONTEXT

2.1. FORMER DPI BUILDING

The following historical overview of the site is largely derived from the QHR entry and *The Old DPI Building and Environs Conservation Study* (Buchanan Architects 1990), supplemented with additional and recent material.

The former DPI Building can be divided into four distinct phases of use:

- 1865-1890 – Immigration Depot;
- 1890-1960 – Agriculture and Stock Building;
- 1960-2002 – Department of Primary Industries; and
- 2002-Present – National Trust House.

2.1.1. Immigration Depot

A wharf was constructed c1825 in front of the Commissariat Stores. Originally known as King's Wharf, it became Queen's Wharf in 1837 after the ascendancy of Queen Victoria. Queen's Wharf was the point of disembarkation of immigrants to the colony from 1848 to 1897.

The first immigrants to come direct from overseas arrived on 15 December 1848 on the barque *Artemisia*. They were housed temporarily in the old Military Barracks where the (former) Treasury Building now stands. By the 1860s the barracks had deteriorated to such an extent that they were described in the local press as “wretched and dilapidated hovels... repugnant and harrowing and an abominable shed”. The decision was made to erect a new facility, and the site was selected being a short distance from Queen's Wharf on land that had been used as the former Commandant's gardens.

These gardens had been part of an attempt to establish some principles of behaviour at penal settlements throughout the colony of New South Wales by the introduction of a Code of Regulations by Governor Darling which, among other things, entitled the Commandant to four acres of garden to be tended by up to three gardeners.

Construction of the Immigration Depot commenced in 1865 and was completed by 1866. Designed in the office of Queensland's first Colonial Architect, Charles Tiffin, the building was originally single storey with a basement to William Street and a three-storey wing at the rear (**Figure 3**).



Figure 3 – Immigration Depot, c1868

Source: SLQ ID 67634

The rear Queens Wharf Road wing contained three large separate wards, each 57 feet by 32 feet; one for single women at the William Street level, with married couples at the basement level and single men at the sub-basement level, which was also ground level at the rear. A kitchen and bathroom was attached to each of these wards, each on opposite sides. Earth closets were incorporated in a timber structure attached to the southwest of the building, and each ward had a separate entrance from the street.

There were also residences for the matron and wardman, and two rooms for the use of clerks and the Immigration Board in the William Street section.

The sanitary arrangements were extensive, with a 2,500-gallon tank supplying water to the whole of the building through lead pipes, with a condensing apparatus in operation at the river which pumped water to the building to supplement the supply of rain water. A luggage room was located on the nearby wharf, as immigrants were not allowed to take baggage into the depot.

The building had a hipped slate roof, unpainted brick walls, and stone footings on weathered rock. The rear section to Queens Wharf Road had internal timber posts and beams supporting timber floor joists. The contractor was Mr John Petrie, and plumbers were Messrs Stewart and Watson. The original estimate was £3,800, but it was likely to have exceeded this estimate by several hundred pounds due to the construction of a substantial fence around the property, as well as a washing shed and luggage room.

The building operated as an Immigration Depot for more than 30 years. Thousands of new migrants passed through its doors and were accommodated therein en-route to their new lives in Australia.

In December 1887, a new Immigration Depot at Kangaroo Point opened. The William Street depot continued use as a back-up facility for a few years. In 1890 the ground floor was still being used as a ward for elderly men.

2.1.2. Department of Agriculture and Stock

In 1890 the immigration building began to be adapted to form the first offices for the newly established Department of Agriculture (**Figure 4**). The creation of this Department in 1897 was one of a number of steps taken in the expansion of the role of government during the late 1880s and 1890s. In 1904 it became the Department of Agriculture and Stock, followed by the Department of Primary Industries in 1963.

From 1890 onwards the old Immigration Depot was progressively altered and extended to accommodate offices and laboratories primarily for the Department of Agriculture and Stock, and subsequently for other government departments.



Figure 4 – Former DPI Building c1890

Source: SLQ ID Apo-032-0001-0002

By December 1890 the Museum of Economic Botany was also accommodated within the building on the ground floor at the rear of the building, and the following year the Minister of Agriculture also occupied offices within the former Immigration Depot. The Minister appears to have been housed in the location previously occupied by the museum, and the museum was relocated in 1893 to the basement (formerly single men's quarters). To be reused for offices, this section of the former Immigration Depot had been partitioned, bunks removed and a five feet high dado of vertically jointed pine formed. In 1897 the Stock Branch of the Colonial Secretary's Department was transferred to the Ministry of Agriculture.

In 1898 tenders were called for extensions to the building, including additional wings at each end of the building along William Street, and an extra storey to the William Street elevation (**Figure 5**). The extensions were designed by Thomas Pye, chief draftsman and assistant architect, and John Murdoch, draftsman and assistant architect, under Government Architect Alfred Brady. The form, scale and details of the alterations at this time became the model for all subsequent additions.

The tender by Caskie and Thompson for the work was accepted. The extension was of load-bearing cavity brick set in lime-based mortar, with timber floors, and timber roof framing sheeted with galvanised iron rib and pan tiles. External walls were unpainted cement render, and internal walls were plaster. The work included the installation of a central skylight in the rear section. Pressed metal ceilings and timber partitions were installed on the ground level of the rear section pre-1916.

A pedimented relief for the Department of Agriculture was also applied to the main entrance along William Street (**Figure 6**). The relief contains all Queensland agricultural produce including strawberries, bananas, wheat, macadamia nuts, figs and pumpkins. The sculptor is unknown, but the designer may have been Thomas Pye.

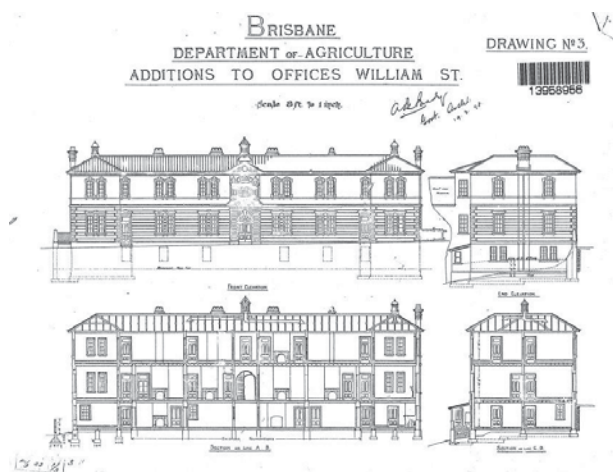


Figure 5 – Proposed Additions to Building 1898

Source: QSA ID 582875



Figure 6 – Before the Departmental Name was Erased from the Shield Above the Pediment

Source: Mackay 1988

A toilet block containing earth closets with a nightman's stair was also constructed in 1899. These extensions reflect the expansion of the Department at this time, particularly the growth in accommodation for entomologists and plant pathologists, as this area of plant science continued to expand in response to Queensland's growth in primary production.

In 1900 criticisms of the quality of the 1890s refurbishment works (specifically the external rendering over old brickwork to form quoins) led to a Royal Commission of Inquiry into the Public Works Department. Remedial work was subsequently carried out in 1906.

Prior to 1915, the southern doorway over the light well to William Street was enclosed and replaced with a sash window.

In 1916 a new wing was constructed to the south (demolished in 1994), consisting of foundation, basement, ground and first floor. This extension accommodated the Agricultural Chemical Laboratory, Entomology and Plant Pathology branches. It was built by day labour, and was intended to form the northwest wing of a new building, with the intention being to demolish the earlier sections of the building.

In 1922 a new staircase was added between the front and rear sections of the building, and the toilet block was reworked in 1924 to replace the original earth closets with water closets.

Further extensions to the building were carried out in 1922, 1929, 1935 and 1936 and involved extending the building and construction of new buildings south-east of the original building along William Street (**Figures 7 and 8**).



Figure 7 – William Street Elevation of Former DPI Building, 1936

Source: QSA Image ID 1009407



Figure 8 – Queen's Wharf Elevation of Former DPI Building Showing Southern Extensions to the Building, 1938

Source: QSA Image ID 1019066

In 1940 a connection was made between the old photographic studio and the storeroom, and in 1944 the photographic studio suffered major damage by fire. The vertically jointed timber boarding to the rear verandahs was removed c. 1951 and replaced with fibrous cement sheeting.

2.1.3. Department of Primary Industries

In 1963, the Department of Agriculture and Stock became the Department of Primary Industries, and retained occupancy of the site.

However, due to the confined nature of the area, a gradual drift from the site began in the 1950s, with the Department of Primary Industries eventually vacating the building in 1989.

In 1994 the post-1899 extensions south of the building were demolished to make way for a proposed new government office complex (the Neville Bonner Building), leaving the original 1860s building, 1890s extensions and some remains of the 1916 extension.

2.1.4. National Trust House

In the late 1990s and early 2000s the building was refurbished by the Queensland Government as offices for the National Trust of Queensland, and other small scale government offices. During this time the Royal Historical Society of Queensland used space in the rear basement wing for storage of materials.

Refurbishment works undertaken in 2013 unearthed a man's boot under the floorboards of the original 1865 portion of the building, and the remains of a cat under the floorboards of the 1899 portion of the building. This practice was commonplace in the late nineteenth and early twentieth century to ward off evil spirits, and both items were believed to have been deliberately placed (Courier Mail, 10 August 2013).

A summary of the alterations and extensions to the building is at **Figure 9**.

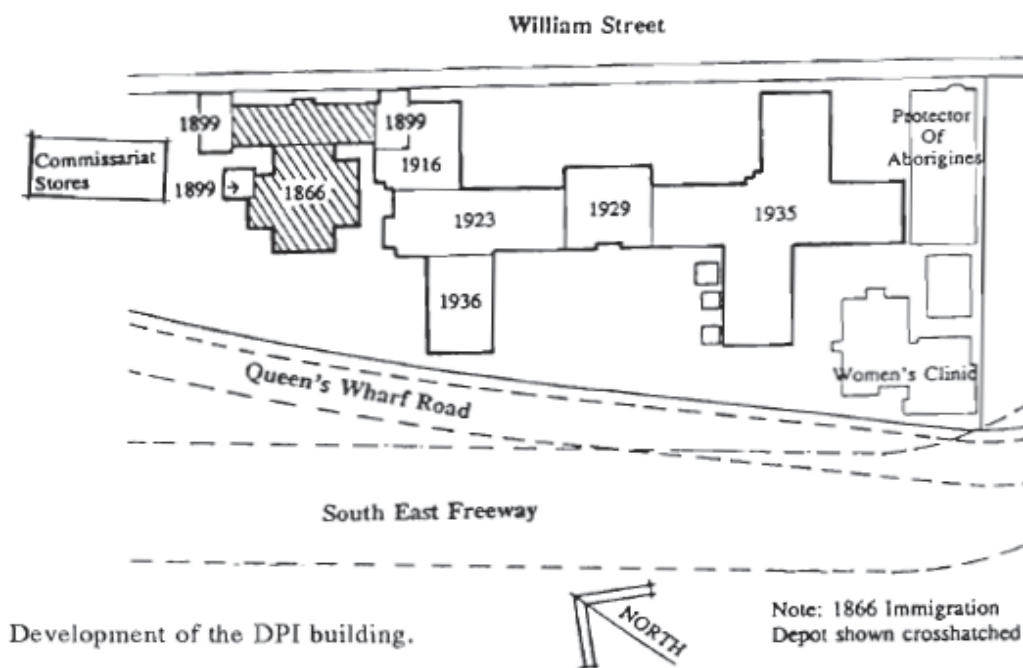


Figure 9 – Summary of Building Extensions

Source: Project Services 1995

2.2. CHRONOLOGICAL OVERVIEW

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

Table 1 – Chronological Overview of the Former DPI Building

Date	Event
1865	Construction began on Immigration Depot.
1866	Construction of Immigration Depot completed.
1887	New Immigration Depot opens at Kangaroo Point, and William Street Building continues to be used as a back-up.
1890	The building was adapted to form the first offices for the newly established Department of Agriculture.
1898	Tenders were called for extensions to the building.
1899	Construction of additional wings, extra storey and toilet block finalised.
1900	Criticisms of plasterwork (specifically the external rendering over old brickwork to form quoins) led to a Royal Commission of Inquiry.
1906	Remedial work to render carried out.

Date	Event
1916	A new wing was constructed to the south (demolished 1994), consisting of foundation, basement, ground and first floor. Remains of the building are still evident.
1923	Demolition of a number of sheds to make way for construction of a new wing to accommodate the new single storey council Chamber and adjacent Committee Room.
1924	The toilet block to the east of the site was reworked in 1924 to replace the original earth closets with water closets.
1929	New infill block constructed above the single storey 1923 wing.
1935-1936	Removal of Old Lands Office building, two carpenter's workshops and various cottages and tables. Construction of large four-storey cruciform extension of main building to the south-west.
1951	The vertically jointed timber boarding to the rear verandahs was removed and replaced with fibrous cement sheeting
1950s	Buildings began to be vacated.
1989	Department of Primary Industries vacated the building.
1994	The post-1899 extensions were demolished to make way for a proposed new government office complex – the Neville Bonner building.
1996	Refurbishment works.
2002	National Trust move into building.
2013	Refurbishment works.

2.3. HISTORICAL THEMES

Historical themes can be used to understand the context of a place, such as what influences have shaped that place over time. The Queensland thematic framework (Blake 1996) includes ten 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 DPI Building are provided in **Table 2**.

Table 2 – Historical Themes

QLD Theme	SUB Theme	Example of Place
1. Peopling places	1.2 Migration from outside and within	Immigration depot
3. Developing secondary and tertiary industries	3.6 Inventing devices	Laboratory
	3.11 Lodging people	Research facilities Immigration depot
4. Working	4.3 Working in offices	Offices

QLD Theme	SUB Theme	Example of Place
6. Building settlements, town, cities and dwellings	6.1 Establishing settlements	City

3. PHYSICAL CONTEXT

3.1. VIEWS, LANDSCAPE AND SETTING

The former DPI Building is located adjacent to the Commissariat Store and opposite the former Government Printing Office in William Street. It is built on a steeply sloping site, with a two-storey wing (with basement underneath) fronting William Street, and a three-storey wing to the rear towards Queens Wharf Road.

The former DPI Building is located among a range of heritage buildings within Queen's Wharf Brisbane (QWB). The building's scale and form contributes to the streetscape of early government buildings located along William Street.

The heritage curtilage incorporates the whole of the lot between William Street and Queens Wharf Road. There are currently no structures or mature vegetation located within the curtilage of the place that restricts the setting. Views to the place are shown in **Figure 10**.

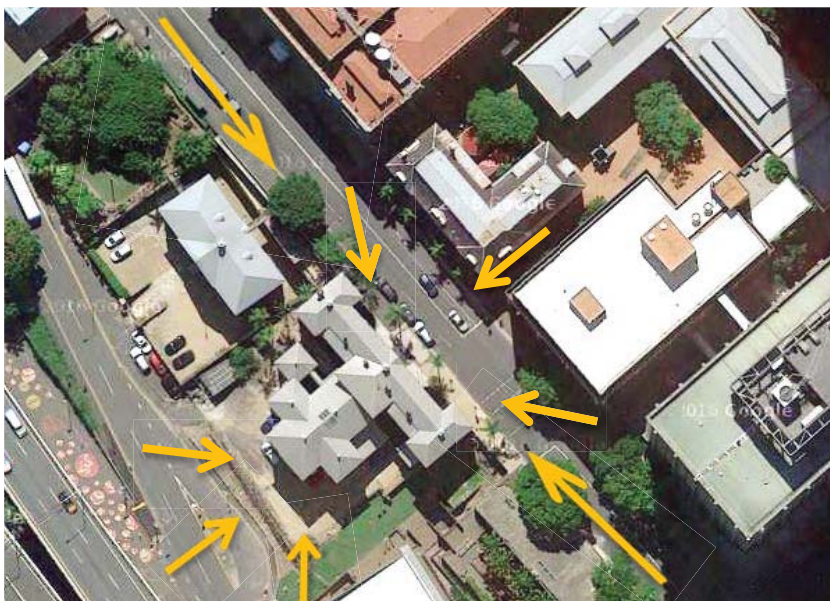


Figure 10 – Views to Former DPI Building

Source: *Urbis 2016*

Two mature palm trees are located on either side of the main entrance; historic photographs indicate that palm trees have been located in this location along William Street for at least 80 years. Historical photographs (**Figure 7**) of the site also indicate that fencing north of the building along William Street was timber picket and wrought iron balustrading south of the building, both of which also remain today and contribute to the aesthetic qualities of the place.

The rear of the building sits above Queens Wharf Road and the grounds are a combination of grass, sealed and unsealed carparks (**Figure 11**). Between the former DPI Building and the Neville Bonner Building to the south-east, the remains of the 1916 extension to the former DPI building survive in the form of basement brick walls with arches, indicating the former layout of this building (**Figure 12**).

The topography of the site and proximity to the Brisbane River means that the sub-basement level is also prone to flooding.



Figure 11 – View from Queens Wharf Road of Rear Wing

Source: Urbis 2016



Figure 12 – Remains of 1916 addition to Building viewed from William Street Level

Source: Urbis 2016

3.2. BUILDING EXTERIOR

The building is of brick construction with rendered walls and a hipped rib and pan galvanised iron roof (**Figures 13 and 14**). The William Street section is two storeys with a basement and is rendered and unpainted (William Street wing). The three-storey wing at the rear is also of brick construction on a stone base (Queens Wharf Road wing). It extends from the ground floor of the William Street section, and is finished in painted brickwork.



Figure 13 – View of Building along William Street from the North

Source: Urbis 2016



Figure 14 – View of Building along William Street from the South

Source: Urbis 2016

3.2.1. William Street Wing

The William Street elevation is symmetrical with a central entrance and projecting wings at each end. The ground floor is highly detailed with coursed render to imitate stonework, while the first floor is more modest. The ground floor has coursed render with quoining, the first floor has an expressed band at window sill height and the eaves are jettied.

The main entrance consists of a two-storey gabled element which projects from the face of the building, and is composed of an arched doorway to the ground floor with unpainted rendered classical detailing above and to the first floor. The detailing includes coursed render to the ground floor expressing voussiors, above which is located an open-crown pediment with relief mouldings of Queensland agricultural produce – including wheat, strawberries, macadamia nuts, bananas and pumpkins. Above this are paired columns either side of a shield, which originally housed the words “DEPARTMENT OF AGRICULTURE”, which support an

entablature with an urn at either end and a low arched window with expressed keystone to the first floor in the centre. The pediment above has a central shield with the date “1898 AD”. The doorway has double panelled timber doors, with an arched fanlight with radiating mullions.

The William Street elevation has paired tall, narrow, multi-paned timber sash windows, with the end facades having single sashes. The ground floor windows are surrounded by unpainted rendered mouldings with expressed sills and cornices above, and the first-floor windows have similar details but with keystone-type heads. The northern end elevation has a central chimney, with curved details at first floor height, which is surmounted by a large cornice with double arched flue covers. The southern end elevation, the point of connection to the recently demolished post-1899 extensions, has been rendered to suggest floor levels and the position of the original chimney.

The William Street elevation also has two light wells to the basement. These are located either side of the central entry abutting the end wings, which consist of a curved stone retaining wall with sandstone capping and wrought iron balustrading. The light wells are bridged by a concrete walkway where they abut the end wings, accessing a single panelled timber door with fanlight, and featuring an iron gate with the letters “DA” (Department of Agriculture) intertwined. The southern door, however, has been enclosed and replaced with a sash window, and a later sash window has been introduced to the first-floor flanking wall of the southern wing. A retaining wall with sandstone capping, end pillar and wrought iron balustrade extends from the building along the William Street frontage to the south.

Verandahs extend along the rear elevation of the William Street section and provide access to the Queens Wharf Road wing from the ground and basement levels. These verandahs have timber balustrades and have timber batten screening to ceilings to conceal services on the ground and basement verandahs.

3.2.2. Queens Wharf Road Wing

The rear (Queens Wharf Road) wing is a three-storey painted masonry structure on a stone base (**Figures 15 and 16**). It has a cruciform plan and a number of additions which include a three-storey toilet block on the north-west (1899) and a two-storey enclosure to the south-east (1940s). Floor levels are expressed with relief banding, windows are mostly multi-paned sashes, and timber and iron window hoods are located on most windows on the southwest.

The two-storey enclosure on the south-east has a skillion roof, with fixed glazing above fibrous cement sheeting to the basement level, and timber lattice screening the sub-basement level.



Figure 15 – Southern elevations of Building viewed from Queens Wharf Road

Source: Urbis 2016



Figure 16 – Northern elevations of Building viewed from Queens Wharf Road

Source: Urbis 2016

3.2.3. Toilet Block

The toilet block (**Figure 17**) is located to the rear of the William Street wing and is linked to the main structure via cantilevered walkways on the ground and basement levels. The toilet block has arched sash windows to the base, with high level hopper windows to the floors above, and curved iron brackets supporting a timber walkway with wrought iron balustrade. A new stainless steel top rail has been added to the balustrade in this location and along the rear location of the William Street wing.



Figure 17 – 1924 Toilet Block to the Rear of the 1860s Building

Source: Urbis 2016

3.3. BUILDING INTERIOR

3.3.1. William Street Wing

The internal layout also clearly delineates between the William Street and Queens Wharf Road wings of the buildings. Current floor plans of the building are at **Appendix A**.

The William Street wing features office spaces on the ground and first floors (**Figures 18, 19 and 20**), and display space for the National Trust in the basement.



Figure 18 – Typical Ground Floor Office Fitout with Timber Ceiling, Carpeted Floors and New Services

Source: Urbis 2016



Figure 19 – Typical First Floor Office Fitout with Air Conditioning Unit

Source: Urbis 2016



Figure 20 – Boardroom at Ground Floor

Source: Urbis 2016

A new lift and c1924 concrete stairs with an iron balustrade and timber handrail is located centrally linking the two wings, and is accessed through an arch which has been enclosed to form a doorway. Timber staircases were originally located on the rear verandahs, but only one flight remains linking the basement and ground floor on the southern side. This staircase has chamfered newel posts with turned capitals, and a timber batten balustrade. Some original timber verandah balustrading and chamfered posts remain.

The William Street wing has a central entry vestibule (**Figure 21**), with rooms accessed via the rear verandah or through adjoining doorways. Doors are panelled timber with fanlights, walls are plastered, and ceilings are boarded. Evidence of the former corridor linking the now demolished post-1899 extensions is visible in the first floor at the southern end, with timber and glass partitions dividing the space.

The basement level has exposed stone walls to the light well, and painted and unpainted brick walls in a number of rooms in the basement (**Figure 22**). A later lean-to bathroom is located on the south corner accessed via the verandah. Timber fireplace surrounds have been removed, but evidence of their form survives.



Figure 21 – Ground Floor Entrance to Building

Source: Urbis 2016

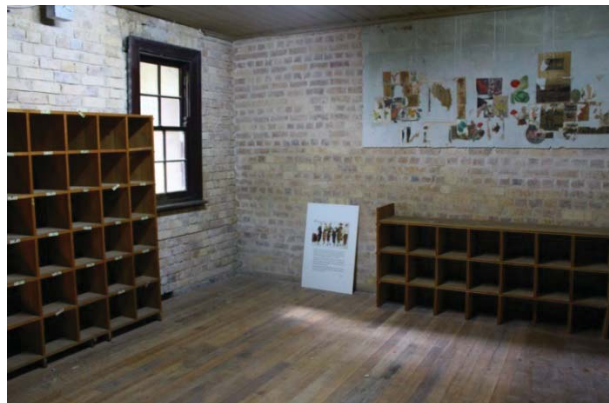


Figure 22 – Basement Room in William Street Wing

Source: Urbis 2016

3.3.2. Queens Wharf Road Wing

The Queens Wharf Road wing is largely open plan on the lower two floors, with office space on the top (ground) floor.

Internally, the Queens Wharf Road wing consists of a large former open ward on the lower levels, flanked by a former kitchen and bathroom to each floor, with timber post and beam internal construction.

The ground floor level (off William Street) has a central corridor with central skylight consisting of glazed roofing sections, with light glazed ceiling panels to the hall and adjacent side rooms (**Figure 23**). Ceilings throughout this section have pressed metal sheeting of various designs, at the end of the corridor the passage opens up to a large room with pressed metal ceiling.

The basement level has a lower floor level than the William Street basement level, boarded timber ceilings (**Figure 24**), and a number of rooms with later partitions. The sub-basement level is similar, but more open plan (**Figures 25 and 26**).



Figure 23 – Skylight Above Central Corridor

Source: Urbis 2016



Figure 24 – Basement in Queens Wharf Road Wing

Source: Urbis 2016



Figure 25 – Open Layout of Sub-Basement

Source: Urbis 2016



Figure 26 – Storage Room on Southern side of Sub-Basement

Source: Urbis 2016

3.3.3. Toilet Block

The toilet block has concrete floors, plastered walls and timber partition cubicles.

3.4. CURTILAGE

A heritage boundary, or curtilage, has been prepared for the site of the former DPI Building by DEHP, and approved by the Queensland Heritage Council as an appropriate curtilage for the place. The curtilage is rectangular.

The curtilage includes the whole of Lot 100 on CP898752, including the whole of the building, the remains of the 1916 addition to the south, and the open area to the rear of the building down to Queens Wharf Road.

3.5. CONDITION AND INTEGRITY

3.5.1. Condition

The building is considered to be in good to fair condition overall. Recent works to the building to rectify rising damp issues are evident. A dilapidation report (Calibre 2016) identified cracking and/or separation of the internal walls and settlement of the building's foundation. A detailed survey will be undertaken to provide further structural assessment of the building.

In general a range of faults were noted across the building and are summarised below.

Sub- Basement Queens Wharf Road Wing

- Flaking and bubbling paint;
- Loss of render to some walls; and
- Decayed mortar joints.

Basement William Street Wing

- Flaking and bubbling paint;
- Damaged plaster and render;
- Loss of architraves, skirting and cornice;
- Damaged and infilled fireplaces;
- Damaged and missing floorboards;
- Damaged and missing plaster ceiling;
- Loss of render to some walls;
- Decayed mortar joints; and
- Cracked and missing glass to windows.

Basement Queens Wharf Road Wing

- Flaking and bubbling paint;
- Loss of plaster and render to some walls;
- Decayed mortar joints;
- Damaged suspended ceiling in library area; and
- Cracking brickwork.

Ground Floor William Street Wing

- Cracking in walls;
- Rising damp, particularly along William Street facade;
- Paint flaking and bubbling;
- Water damage to ceiling; and
- Damaged architraves.

Ground Floor Queens Wharf Road Wing

- Cracking in walls;

- Paint flaking;
- Movement in floor off central corridor; and
- Skirting and cornice detaching in some locations.

Second Floor William Street Wing

- Cracking in walls; and
- Water damage to ceiling.

Toilet block

- Water damage to ceiling; and
- Decayed mortar joints.

3.5.2. Integrity

Overall the building retains a high degree of integrity, with the original layout of the building still highly intact, and a high degree of original and early fabric retained.

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 is 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. 1916 Building Remains

The 1916 extension (**Figures 27 and 28**) was intended to form the north-west wing of a new building (the intention being to demolish the earlier sections of the buildings, the reverse of which actually occurred).

Prior to the demolition of this building, the building was assessed in the Conservation Study (Buchanan Architects 1990) as being of some significance in being able to provide physical evidence of the evolution of the building and its growth to accommodate the Agricultural Chemical Laboratory, Entomology and Plant Pathology branches.

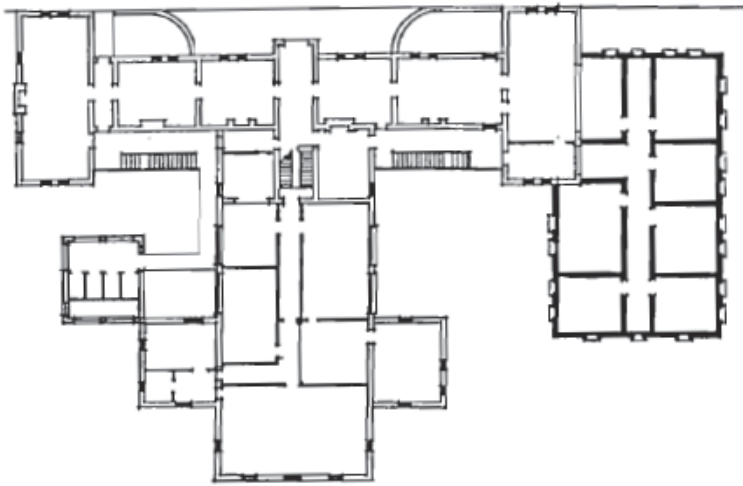
The building was demolished in 1994, but a deliberate decision was made to retain some remains of the building within the heritage curtilage, which no doubt signifies the importance of the feature.

Replace strikethrough text above: 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.



The 1916 extension.

Figure 27 – Location of 1916 Extension

Source: Buchanan Architects 1990

3.6.2. Summary

The archaeological potential of the site for the former DPI Building is considered to be high (Figure 28).

The potential archaeological resources of the place can be divided into two categories, as follows:

- **Low (blue)**

The site has areas of low archaeological potential corresponding to the locations of services installation.

- **High (red)**

The remains of the 1916 addition are visible on the surface south of the building on William Street. There is also potential for additional subsurface structural remains of early wings and outbuildings including the carpenter's workshop and stables to be present, in addition to sub-floor deposits which may be associated with the early use of the building as an Immigration Depot.



Figure 28 – Archaeological Potential of Former DPI Building

Source: Urbis 2016

3.7. MONUMENTS AND MEMORIALS

Inside the main hallway of the ground floor William Street wing of the building is the Department of Agriculture and Stock Honour Board (Figure 29).

The Honour Board comprises a large timber board, commemorating the service of individuals from the Department of Agriculture and Stock who fought in World War I. The Honour Board displays the names of 132 personnel, of whom 11 paid the ultimate price for their service.



Figure 29 – Department of Agriculture and Stock Honour Board

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 DPI building, taken from the existing QHR citation.

Table 3 – Assessment of Heritage Significance.

Criteria	Significance Assessment
<p>A – Historical Significance /Scientific Significance <i>The place is important in demonstrating the evolution or pattern of Queensland's history</i></p>	<p><i>The former Department of Primary Industries building, originally built as an immigration depot in 1865-66 and the interior of which substantially retains its original planning, is representative of early Queensland Colonial Government infrastructure, and the importance that was placed on immigration and its contribution to the colony's future.</i></p>
<p>Significance Indicators</p> <ul style="list-style-type: none"> ▪ Product, result or outcome of an event, phase, movement, process, activity or way of life that has made a strong, noticeable or influential contribution to the evolution or pattern of our development of our society or of our environment. <input checked="" type="checkbox"/> ▪ Example of a process or activity that has made a strong, noticeable or influential contribution to the evolution or pattern of our development of our society or of our environment. <input checked="" type="checkbox"/> ▪ Influenced by an event, phase, movement, process, activity or way of life that has made a strong, noticeable or influential contribution to the evolution or pattern of our development of our society or of our environment. <input 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"/> 	<p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Regional importance <input type="checkbox"/> ▪ Earliness <input checked="" type="checkbox"/> ▪ Representativeness <input checked="" type="checkbox"/> ▪ Distinctiveness/Exceptionality <input type="checkbox"/> ▪ Rarity <input type="checkbox"/>

Criteria	Significance Assessment
<ul style="list-style-type: none"> ▪ Site of or associated with an event, or activity that has made a strong, noticeable or influential contribution to the evolution or development of our society or of our environment. <input 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"/> 	
<p>B – All Aspects of Heritage Significance</p> <p><i>The place has rare, uncommon or endangered aspects of Queensland's cultural heritage.</i></p>	<p><i>Together with the adjacent former Commissariat Stores [600176], the building is a rare surviving riverside structure once associated with Queen's Wharf, an important point of transport and commerce from the time of the establishment of the Penal Settlement, and reflects the pattern of development of the surrounding government precinct.</i></p>
<p>Significance Indicators</p> <ul style="list-style-type: none"> ▪ Way of life (including fashion, taste and aspiration) that once was common but is now rare or that has always been uncommon or is endangered. <input type="checkbox"/> ▪ Custom that was once common but is now rare or uncommon or no longer practised or has always been uncommon or is endangered. <input type="checkbox"/> ▪ Process that was once common but is now rare or uncommon or no longer practised or has always been uncommon or is endangered. <input type="checkbox"/> ▪ Function that was once common but is now rare or uncommon or no longer practised or has always been uncommon or is endangered. <input type="checkbox"/> ▪ Land use that was once common but is now rare or uncommon or no longer practised or has always been uncommon or is endangered. <input 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. <input type="checkbox"/> 	<p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Intactness/Integrity <input checked="" type="checkbox"/> ▪ Distinctiveness <input checked="" type="checkbox"/> ▪ Exceptionality <input checked="" type="checkbox"/>
<p>C – Scientific Significance/Historical Significance</p> <p><i>The place has potential to yield information that will contribute to an understanding of Queensland's history.</i></p>	Does not meet this criterion.
<p>D – Architectural Significance/ Historical Significance</p> <p><i>The place is important in demonstrating the principal characteristics of a particular class of cultural places.</i></p>	Does not meet this criterion.
<p>E – Aesthetic Significance/Architectural Significance</p> <p><i>The place is important because of its aesthetic significance.</i></p>	<p><i>The building makes a significant aesthetic contribution, through form, scale, and materials, to the Brisbane townscape, and is an important member of a group of early government buildings including the former Commissariat Stores [600176], former Government Printery [600114] and former Land Administration building [600123].</i></p>
<p>Significance Indicators</p> <p>Demonstrates or possesses:</p> <ul style="list-style-type: none"> ▪ Beautiful attributes <input checked="" type="checkbox"/> ▪ Natural beauty or natural aesthetic quality <input type="checkbox"/> ▪ Picturesque attributes <input type="checkbox"/> ▪ Evocative qualities <input type="checkbox"/> 	<p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Intactness <input checked="" type="checkbox"/> ▪ Integrity <input checked="" type="checkbox"/> ▪ Degree of deterioration <input type="checkbox"/> ▪ Setting and location context <input checked="" type="checkbox"/> ▪ Demonstrated representation <input type="checkbox"/>

Criteria	Significance Assessment
<ul style="list-style-type: none"> ▪ Expressive attributes <input type="checkbox"/> ▪ Landmark quality <input checked="" type="checkbox"/> ▪ Streetscape contribution <input checked="" type="checkbox"/> ▪ Symbolic meaning <input type="checkbox"/> 	
<p>F – Aesthetic Significance/Architectural Significance/Other Significance</p> <p><i>The place is important in demonstrating a high degree of creative or technical achievement at a particular period.</i></p>	Does not meet this criterion.
<p>G – Social Significance</p> <p><i>The place has a strong or special association with the life or work of a particular person, group or organisation of importance in Queensland's history</i></p>	Does not meet this criterion.
<p>H – Historical Significance</p> <p><i>The place has a strong or special association with a particular community or cultural group for social, cultural or spiritual reasons</i></p> <p>Significance Indicators</p> <p>Has a special association with:</p> <ul style="list-style-type: none"> ▪ A person who has made an important or notable contribution to the evolution or development of our society or our physical environment <input type="checkbox"/> ▪ A group of people who have made a notable contribution to the evolution or development of our society or our physical environment <input type="checkbox"/> ▪ An organisation who has made a notable contribution to the evolution or development of our society or our physical environment <input checked="" type="checkbox"/> 	<p><i>The building is also illustrative of the growth of the Department of Agriculture; and the importance of its contribution to the growth and development of the Queensland economy.</i></p> <p>State threshold indicators</p> <ul style="list-style-type: none"> ▪ Length of association <input type="checkbox"/> ▪ Demonstrated extent and degree of community association <input type="checkbox"/> ▪ Significant former association <input checked="" type="checkbox"/>

4.3. STATEMENT OF SIGNIFICANCE

The following statement of significance is from the QHR entry for the place.

The former Department of Primary Industries building, originally built as an immigration depot in 1865-66 is representative of early Queensland Colonial Government infrastructure, and the importance that was placed on immigration and its contribution to the colony's future.

Together with the adjacent former Commissariat Stores [600176], the building is a rare surviving riverside structure once associated with Queen's Wharf, an important point of transport and commerce from the time of the establishment of the Penal Settlement, and reflects the pattern of development of the surrounding government precinct.

The building makes a significant aesthetic contribution, through form, scale, and materials, to the Brisbane townscape, and is an important member of a group of early government buildings.

The building is also illustrative of the growth of the Department of Agriculture; and the importance of its contribution to the growth and development of the Queensland economy.

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




4.5. SCHEDULE OF SIGNIFICANT ELEMENTS




While the former Department of Primary Industries Building is considered to be of cultural heritage significance, not all of its component parts are equally significant. The various elements of the former DPI Building have been graded below in relation to their contribution to the site's overall heritage significance. Elements the structure, landscape and archaeological remains that are located within the site's curtilage are outlined below in **Table 5** along with their level of significance in accordance with the assessment table at **Table 4**.



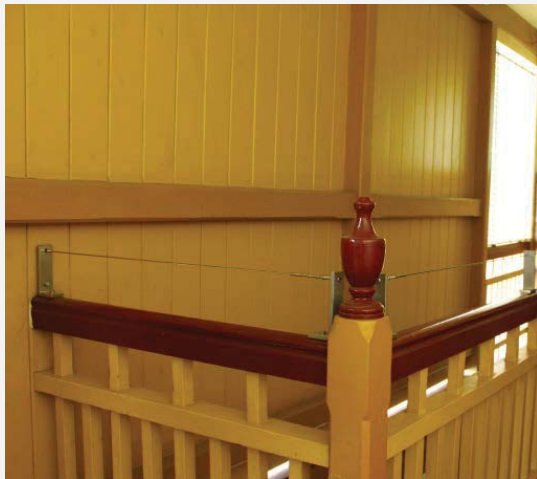
If as a result of further investigation, early or additional fabric is revealed, this schedule is to be reviewed.




Table 5 – Gradings of Heritage Significance




Feature	Location	Photograph	Level
EXTERIOR			
The general external form of the building to both William Street and Queens Wharf Road	Viewed from public areas including William Street, Queens Wharf Road and Brisbane River		High
The plain cement render finish to William Street	Viewed from William Street		High
The relief mouldings to the front elevation	Viewed from William Street		High




<p>The separate forms of the William Street wing and the Queens Wharf Road wing</p>	<p>Viewed from William Street and Queens Wharf Road</p>		<p>High</p>
<p>The foundations and remnant structure of the various additions to William Street (now demolished)</p>	<p>Adjacent to south-eastern elevation</p>		<p>High</p>
<p>The fence and retaining wall to William Street</p>	<p>Viewed from William Street</p>		<p>High</p>




<p>Light well</p>	<p>William Street elevation</p>		<p>High</p>
<p>Toilet block</p>	<p>South-west of building</p>		<p>High</p>
<p>Rear verandah and stairs</p>	<p>North-western side of building</p>		<p>High</p>




<p>Rib and pan roof</p>	<p>Roof</p>		<p>High</p>
<p>1940s extension, basement level</p>	<p>Southern elevation</p>		<p>Moderate</p>
<p>VJ cladding to verandahs</p>	<p>Throughout building</p>		<p>Moderate</p>




<p>Palm trees along William Street</p>	<p>Viewed from William Street</p>		<p>High</p>
<p>Queens Wharf Road retaining wall</p>	<p>Viewed from Queens Wharf Road</p>		<p>Moderate</p>
<p>The painted finish to the Queens Wharf Road elevations of the building.</p>	<p>Viewed from Queens Wharf Road</p>		<p>Colour: Little Finish: Moderate</p>




<p>Pathways and gravel in courtyard</p>	<p>Courtyard space</p>		<p>Neutral</p>
<p>Modern redundant services and fixings to building</p>	<p>Building exterior generally</p>		<p>Intrusive</p>
<p>Services area</p>	<p>Queens wharf road, western side of street</p>		<p>Intrusive</p>



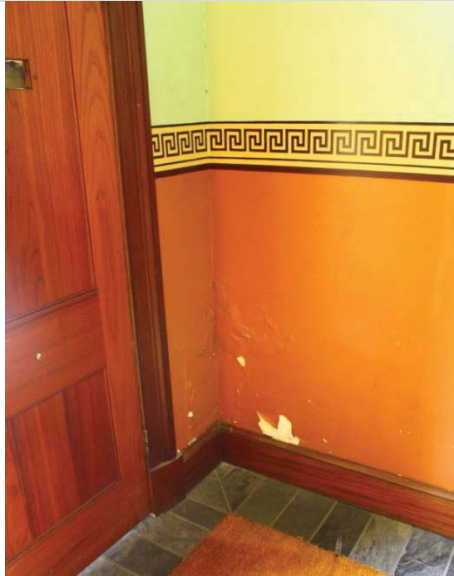
INTERIOR			
Sash windows to the exterior and external doors generally.	Throughout building		High
Exposed stone and brick walls internally.	Basement		High
Pressed metal ceilings	Offices, ground floor, William Street wing		High




<p>Roof light (Note: excludes modern light fitting)</p>	<p>Ground floor, Queens Wharf Road wing</p>		<p>High</p>
<p>Timber floors and ceilings</p>	<p>Barrack rooms, Queens Wharf Road wing</p>		<p>High</p>
<p>Timber roof framing (beams and posts)</p>	<p>Basement level, Queens Wharf Road wing</p>		<p>High</p>




<p>The open space qualities of each floor of the Queens Wharf Road wing (the former migrant hostel areas)</p>	<p>Sub-basement, basement and ground floors, Queens Wharf Road wing</p>		<p>HIGH</p>
<p>Department of Agriculture Honour Board</p>	<p>Main hallway, ground floor, William Street wing</p>		<p>High</p>
<p>Original and early timber flooring</p>	<p>Throughout building</p>		<p>HIGH</p>




<p>Original timber hardwood posts</p>	<p>Queens Wharf Road wing</p>		<p>High</p>
<p>Fireplaces</p>	<p>Throughout building</p>		<p>High</p>
<p>Internal timber partition walls</p>	<p>Ground floor, Queens Wharf Road wing</p>		<p>Moderate</p>

<p>CONCRETE STAIRS BETWEEN WINGS</p>	<p>THROUGHOUT BUILDING</p>		<p>High <i>Remove highlight</i></p>
<p>1920s bathroom fitout</p>	<p>Rear of building, western side</p>		<p>Moderate</p>
<p>Historical newspaper images on basement wall</p>	<p>Basement, William street wing</p>		<p>Moderate</p>

<p>Boot and cat remains</p>	<p>Basement floor, William Street wing</p>		<p>High</p>
<p>Later partitions</p>	<p>Basement and sub-basement floor levels, Queens Wharf Road wing</p>		<p>Little</p>
<p>Internal colour scheme</p>	<p>William Street wing</p>		<p>Little</p>

<p>Lift</p>	<p>Centrally positioned</p>		<p>Neutral</p>
<p>Later kitchen and bathroom fitouts</p>	<p>Throughout building</p>		<p>Intrusive</p>
<p>Air conditioning units above doors, William Street wing.</p>	<p>Throughout building</p>		<p>Intrusive</p>

<p>Services in tea room.</p>	<p>Throughout building</p>		<p>Intrusive</p>
<p>Later services including fans, data cabling and lighting.</p>	<p>Throughout building</p>		<p>Intrusive</p>
<p>Suspended ceiling</p>	<p>Throughout building</p>		<p>Intrusive</p>

<p>Later skirting concealing data cables</p>	<p>William Street wing</p>		<p>Intrusive</p>
<p>Exposed conduit on walls</p>	<p>Throughout building</p>		<p>Intrusive</p>
<p>Moveable heritage items</p>	<p>Stored off-site</p>		<p>High</p>

5. KEY ISSUES

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

5.1. HERITAGE LISTINGS

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

Table 6 – Heritage Listings

Type of Listing	Name of Item	Details
STATUTORY LISTINGS		
Queensland Heritage Register under the <i>Queensland Heritage Act 1992</i> (items of state significance)	Department of Primary Industries Building (former)	Registered Site ID 601093
Brisbane City Plan 2014 City Plan Heritage Register Local Heritage Overlay (items of local significance)	Department of Primary Industries & Immigration Depot (former)	Registered
NON-STATUTORY LISTINGS		
Register of the National Estate (non-statutory archive of places of local, state or national significance)	Department of Primary Industry Building (former) (ID#18202)	Registered
Monument Australia (non-statutory listings of monuments and plaques throughout Australia)	Department of Agriculture and Stock Honour Board	Included
Queensland War Memorial Register	Department of Agriculture and Stock Honour Board	Included

5.2. STATUTORY OBLIGATIONS

5.2.1. Economic Development Act 2012

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

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

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

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.*
- € 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.*
- € 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 DPI building comply with the BCA should be driven by the cultural significance of the place. Where necessary, alternative solutions and performance based outcomes should be pursued to ensure the intent of the code is met without adversely impacting on significant fabric. Professional advice should always be obtained.

5.2.4. Disability Discrimination Act 1992

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

5.3. NON-STATUTORY CONSIDERATIONS

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

5.3.1. National Trust of Australia (Queensland)

The NTAQ is a community based organisation that promotes and seeks to protect important natural and cultural Heritage Places across the state.

The NTAQ maintains two heritage registers:

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

The NTAQ formerly occupied part of the building, and promoted its history through interpretive display.

5.4. CURRENT PROPOSAL

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

5.5. MANAGEMENT FRAMEWORK

The former DPI Building has recently been owned and maintained by the Queensland Government and leased to a number of tenants including:

- NTAQ;
- Brisbane's Living Heritage Network;
- Royal Historical Society of Queensland;
- Wildlife Preservation Society of Queensland;
- Queensland Academy of Arts and Sciences;
- Queensland Government Architect; and
- Brisbane Open House.

The building is vacant as of May 2017.

5.6. OPPORTUNITIES

The proposed redevelopment presents a number of opportunities to conserve and promote the important heritage values of the former DPI Building, and site generally through heritage interpretation and the opportunity to allow greater public access and appreciation of the building in future adaptive reuse.

5.7. VISITOR AND PUBLIC ACCESS

Parts of the building are currently able to be accessed by the general public. Future use of the building has the potential for more of it to be open to the public as a result of proposed food and beverage to be located in the lower levels of the building.

There is existing equitable access throughout the building.

5.8. THREATS

5.8.1. Current Condition

The current condition of the building (refer to **Section 3.4**) does not necessarily signify a threat to the heritage values of the place. However as a nineteenth century masonry building, the structure does possess a degree of fragility, which means that new works in close proximity to the former DPI Building may pose a threat to the condition of the place.

6. CONSERVATION POLICY

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

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

6.1. GENERAL APPROACH

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

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

This conservation management plan is a part of this overall process, and is a component in the understanding, investigation and intervention that may be proposed as part of any future use and development of the former DPI Building.

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

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

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

Other terms used in this document and their definitions include:

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

- Policy 1. Conservation of the former Department of Primary Industries Building 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 former DPI Building is significant for the following reasons:

- Its historical association with Queen's Wharf and use as an immigration depot;
- In demonstrating the original immigration depot layout; and
- Its historic location in the Government precinct and contribution to the streetscape.

- Policy 5. The cultural heritage significance of the former DPI Building must be understood prior to proposing works which will alter the appearance, fabric and heritage values of the place, and the significance schedule at Section 4.5 of this CMP must be used to guide decisions about the future management of these items.*

6.3. SETTING AND VIEWS

The Burra Charter recognises that the setting and visual amenity of a place can contribute to a place's cultural significance. The curtilage of each place has been established to aid in protecting the setting.

The external appearance of the former DPI Building makes an important contribution to the cultural significance of the place. The heritage curtilage incorporates the whole of the lot between William Street and Queens Wharf Road. There is no formal landscaping, apart from two mature palm trees flanking the main entrance, and retaining walls and lightwells along William Street. There are currently no structures or mature vegetation located within the curtilage of the place that restricts the setting. Existing views to the place are described in **Section 3.1**.

- Policy 6. No new structures should be built within the curtilage of the former DPI Building along William Street that impact on the views and setting of the place.*
- Policy 7. A key element of the significance of the former DPI Building is its relationship to the Brisbane River. The setting of the building and its visual and physical relationship with the Brisbane River should be maintained. Any new structures proposed within the grounds of the former DPI building along Queens Wharf Road ~~should~~ **must** minimise their impact on views of the building to and from the River.*
- Policy 8. The important contribution the former DPI building makes to the historic precinct of former government buildings along William Street and as presented to Queens Wharf Road must be maintained and conserved.*
- Policy 9. The palm trees on William Street contribute to the setting and should be retained. If the palms require replacement, they should be replaced with palm trees of similar species and replanted in their known historic location.*
- Policy 10. Any new landscaping should respect and reflect the heritage place and should not negatively impact the heritage fabric, including through inadequate drainage.*

6.3.1. Fences and Walls

Historical photographs indicate that timber picket fencing has historically occurred along William Street north of the main entrance to the building, with wrought iron balustrading to the south above the William Street retaining wall.

A later rubble coursed stone wall exists along the Queens Wharf Road boundary of the site. While the stone construction contributes to the overall setting of the place, the wall has been altered and is not considered to be of high significance.

- Policy 11. Retaining walls and fencing along William Street are of high significance and should be retained.*
- Policy 12. Where alterations to the southern portion of fencing along William Street is ~~necessary~~ **required** in future, these alterations should be minimised and the wrought iron fence should be retained to the greatest extent possible and a portion of this wrought iron fence should be retained in as an example of the original construction. Any removed wrought iron fence panels should be retained and conserved in an appropriate off-site storage facility.*
- Policy 13. The wall along the Queens Wharf Road boundary of the site may be altered. Removed stone should be incorporated into the landscaping of the proposed redevelopment where possible, and the works monitored by an archaeologist in accordance with the Archaeological Management Plan at PoD Volume 3, Attachment E.*

6.4. CONSERVATION OF BUILDING FABRIC

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

6.4.1. Retaining Significant Elements

The retention and conservation of the following building elements needs to be strongly considered.

Add new Policy 15. 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 14. 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.

Insert new policy 15 (in red above)

¹⁶
Policy ~~15~~. The overall external form of the building, including the form of the separate wings, must be retained unless otherwise mentioned in other conservation policies. New construction (external or internal) that has a detrimental impact on these forms should be avoided.

renumber policies

Policy 16. Internal unpainted surfaces, such as the timber joinery, must remain unpainted.

Policy 17. Internal stone walls must be retained. These should remain unpainted, carefully cleaned but remain unfinished.

Policy 18. Exposed brick walls must be retained. They should be carefully cleaned but remain unfinished. Paint may be removed from internal brick walls as long as this is carefully managed to not damage the brickwork.

Policy 19. The open space of the lower floors of the Queens Wharf Road wing should be retained. The exposed floor framing and timber posts in these areas should also remain exposed and new ceilings in these spaces avoided. ↯ *remove ticks*

Policy 20. The walkway and open verandahs to the rear of the William Street wing were restored as part of the recent work to the building by the Queensland Government. These areas must remain open and not be enclosed.

Policy 21. Original timber flooring should be retained and not subject to heavy traffic or loads. ↯

Policy 22. All internal timber work installed in 1899, including doors, windows, mantelpieces, architraves and skirtings should be retained and conserved.

Policy 23. If removal of elements of high significance is ^{permitted} necessary, these elements must be catalogued and stored at a secure off-site storage facility and their condition inspected annually, to allow for potential future reinstatement.

Insert new policy 25: Elements that are accurate reconstructions of early or significant fabric are considered to be of moderate significance and these features should be retained because of their contribution to the understanding of the values and appearance of the place.

6.4.2. Elements of Little Significance

Elements identified as being of little significance (**Section 4.5**) are not original or reconstructed fabric. These elements comprise new features that contribute to the significance of the place including later partitions, some colour schemes and later pathways.

Renumber policies

Policy 24. Elements of little significance as presented in Section 4.5 of this CMP may be removed, replaced in future with more accurate copies based on new evidence, or replaced with a modern, sympathetic alternative. *as long as the place's overall heritage significance is not adversely affected.*

6.4.3. Neutral Elements

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

Policy 25. Neutral elements are generally modern works which may be removed or modified to suit new development proposals. *as long as the place's overall heritage significance is not adversely affected.*

6.4.4. Intrusive Elements

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

Some intrusive elements may be removed in order to restore the external and internal building fabric to their known earlier states. There is also potential for intrusive elements such as air-conditioning units to be redesigned to minimise the impact they have on the heritage values of the place.

Policy 26. Intrusive fabric is encouraged to be removed where it allows greater appreciation of the heritage values of the place.

- Policy 27. Intrusive elements may be removed, particularly in order to restore the external and internal building fabric to their known earlier states.*
- Policy 28. Later partitions to the basement and sub-basement levels of the Queens Wharf Road wing may be removed as required, to restore the open space of these former barracks areas.
The partitions are identified as being of little significance, not intrusive - move to 6.4.3 and renumber policies.*
- Policy 29. Existing air conditioning units may be rationalised or removed and made good.*
- Policy 30. Non-significant redundant services and associated fixings may be removed, and surfaces made good.*

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, it is 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.

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

- Policy 31. A regular maintenance program such as that at Section 7.2 of this CMP should be implemented to conserve and maintain the former DPI Building for the future.*
- Policy 32. If the building is to be vacant for an extended period of time, it should be secured to prevent unauthorised access, and 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 are to 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 the heritage conservation and Articles 31 and 32 of the Burra Charter recommend documenting changes and keeping records of a heritage place.

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

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

- Policy 33. All repairs to the former DPI Building should be detailed to minimise the visual and aesthetic impact to the original structure, and records of the repairs be retained by the property owner for future reference.*

Policy 34. Repairs to the building should be undertaken in order of priority, ensuring that the source of the problem is fixed before making repairs. The Conservation Works Schedule at Section 7.1 of this CMP is to be used as a guide.

A number of areas were noted as having inappropriate repairs undertaken including:

- Repairs to cornice in first floor office space not matching existing profile or material; and
- Colour scheme to external walls of toilet block not matching existing colour scheme.

Policy 35. Where inappropriate repairs have been made in the past, such as use of wrong materials or profiles these should be rectified where opportunity exists in future.

6.6.2. Repairing Significant Elements

While the building is generally in good condition, there are significant elements which may require repair. In the William Street Wing a number of fireplaces have been infilled, and the walls, floors and ceilings in the basement are missing and/or damaged.

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.

Policy 37. Opportunities for the reinstatement of fireplaces should be investigated.

6.6.3. Rising Damp

Recent works to the building have been undertaken to repair rising damp which has caused some damage to walls of the building.

Policy 38. Recent remedial works for rising damp must be monitored, and if the problem continues, the installation of air drains around the building should be investigated.

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.

The former DPI Building was originally constructed as a migrant barracks, and was subsequently extended and adapted for general government office accommodation. While the building is still used as general office accommodation, it will never return to its original use as migrant barracks.

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

Policy 39. The future use of the building must be compatible, respect the cultural significance of the place and involve no, or minimal impact on cultural significance.

Policy 40. The 1916 building foundations should be retained and integrated into any adaptive reuse of the place, and associated interpretation of these elements be provided.

6.7.1. Adaptive Reuse

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

Policy 41. Adaptive reuse of the building is encouraged to facilitate its ongoing use and maintenance.

6.7.2. New Development

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

Any new buildings constructed on William Street
Policy 42. ~~The scale of new buildings~~ adjacent to the former DPI Building should be set back from the heritage place and reference the scale of the heritage place and the architectural features including roof lines, pediments and string courses.

Policy 43. Any new development in close proximity to the former DPI Building should respect the setting of the place and should be sited and designed to ensure the DPI Building remains a prominent element in the William Street streetscape.

6.7.3. Construction Management

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

Policy 44. Before any excavation works or earthworks are undertaken in close proximity to the former DPI 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 45. 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 46. All excavation works must be undertaken in accordance with an approved Construction Management Plan.

6.8. ALTERATIONS AND NEW WORKS

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

New work should be distinguishable from the 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.

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 Burra 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).

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 47. New work to the former DPI Building must be sympathetic to the place and readily identifiable as new work. Where historical details are unknown, reproduction or period detailing to new work should be avoided. Instead, new work to the building should be conceived and designed in a modern language and expression that is reflective of, and sensitive to, the significance of the place but which does not mimic historic details.

Policy 48. New walls should not be fixed to existing exterior walls.

Policy 49. Vegetation on, or in close proximity to, exterior surfaces is a conservation issue and should be avoided.

6.8.1. Internal Layout

The building has a number of later kitchen and tea rooms with modern fitouts which are able to be upgraded and modernised. 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 50. Where original and early room layouts exist, the fabric and volumes of these spaces should be retained and conserved. Original and early walls should be retained.

Policy 51. 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 such as pressed metal ceilings, fireplaces and timber work.

Policy 52. 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

The former DPI Building contains evidence of the original brick and stone construction in a number of places internally. Historically the building has a history of failing render, with the rendering of part of the building that was originally face brickwork creating a design weakness that has become apparent with the ageing of the building, and repairs have been ongoing. These surfaces, particularly the William Street elevation, also require cleaning.

Policy 53. External walls should be cleaned and remain rendered, with patch repairs undertaken to match existing.

Policy 54. Cleaning of the building should be undertaken using non-abrasive methods such as low pressure water. Chemicals are not to be used.

6.8.3. Colour Schemes

The William Street building was constructed of face brickwork originally as a single storey form. When the extensions were made in the late 1890s the building was extended to two storeys and finished in cement render. This finish remains in-situ today.

The cement render finish must be retained. Painting or applying a new finish is to be avoided.

Early colour schemes for the exterior and interior of the building may be determined from paint scrapes.

The external walls of struck sandstock brickwork to the old Immigration Barracks were later colour washed to match the unpainted cement render to the 1899 extension, and should be repainted to match this colour should the opportunity arise. ***Include this as a policy and renumber policies below***

Policy 55. All unpainted cement render, brickwork and stonework should remain unpainted. The plain cement render finish and decorative mouldings to William Street must remain unpainted.

Policy 56. New internal and external 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 where possible retain evidence of early colour schemes.

Policy 57. The current painted finish to the brickwork to the rear of the Queens Wharf Road wing may be removed as required. This removal should be done using non-abrasive techniques to avoid damage to brickwork.

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, such as along the southern elevation where the building was extended during the twentieth century.

Policy 58. Historic openings such as doors and windows along the sub-basement level of the Queens Wharf Road wing may be reinstated.

Policy 59. New openings in original fabric should be avoided.

Policy 60. Where new openings are necessary, they should be in areas previously subject to alteration and aim to minimise loss of original fabric.

6.8.5. Floors

Floors of the building are timber and generally covered with carpet or linoleum. The exception is the sub-basement level which contains exposed polished concrete.

Where the timber floor is exposed, such as the northern portion of the ground floor of the William Street Wing, it is evident that boards have been replaced a number of times during the years. The basement portion of the William Street Wing contains early timber floorboards which should be retained.

Policy 61. Installation of concrete floors should be avoided, and existing floors strengthened with timber where required. Missing or damaged timber boards should be replaced with timber of matching profile.

Policy 62. Existing floor levels must be retained.

Policy 63. New floor coverings are acceptable where they are reversible and do not damage original fabric.

6.8.6. Roof and Rainwater Goods

The original roof to the 1860s Immigration Barracks was slate, which was replaced by a rib and pan galvanised iron roof as part of the 1899 extension. This was replaced again in the 1990s. Inspection of the building interior identified a number of areas of water penetration, particularly along the William Street elevation of the building.

Policy 64. Significant roof forms should be retained.

Policy 65. The roof and rainwater goods should be inspected to identify any potential issues, and this should form part of the recommended Maintenance Schedule outlined at Section 7.2 of this CMP.

Policy 66. Where new roofing material is required, it should be rib and pan. New gutters, downpipes and rainwater heads and repairs to all should 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. While the building contains modern lighting, air conditioning and a lift, these may require upgrading in the future. There may be better alternatives that provide less of a heritage impact.

The installation of services can impact on heritage buildings and so care must be taken to ensure minimal impact on historic fabric when upgrading or installing new services such as the reticulation of power, water and communications cabling. The least damaging routes should be selected and should be discreetly located to avoid impairing the appearance, character and integrity of the former DPI Building.

While evidence of original services can contribute to the significance of a place, a number of modern redundant services were evident in and around the building which impacts on the aesthetic and physical attributes of the place.

- Policy 67. 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 68. Air conditioning units installed in door and window openings should be removed and made good.*
- Policy 69. Air conditioning may be replaced throughout the building with a less obtrusive system.*
- Policy 70. Existing lifts in the building may be upgraded if required.*
- Policy 71. Reinstating historic lighting details should only be undertaken where details are known. Contemporary fittings should be used in preference to period reproduction fittings and should be subtle, sensitive and involve minimal incursion into original fabric.*
- Policy 72. Fire protection services and security services can make an important contribution to the conservation of the place and should be conserved.*

6.8.8. Verandahs

The existing verandah to the rear of the William Street Wing was reinstated in the 1990s with vertical tongue and groove boarding providing screening.

- Policy 73. If alterations to existing verandahs are necessary, these should be minimal and confined to areas where previous alteration has occurred.*
- Policy 74. If new verandahs or decks are proposed in future they should be lightweight, have no permanent roof structures, should be largely reversible with minimal fixing points and be sited along the southern elevations to minimise visual impact, while ensuring they do not conceal or negatively impact on the heritage features of these elevations.*
- Policy 75. Where new verandahs are adjoining existing verandahs, new ones are to be clearly separate.*

6.8.9. Signage

- Policy 76. 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 77. 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.

- Policy 78. All proposed development will require application to EDQ.*

Minor Building Work and Operational Work in accordance with an exemption certificate are exempt development and do not require an application to or the approval of EDQ.

6.9.1. Non-Discriminatory Access

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

Equitable access is currently provided to the building from William Street, while a lift provides access throughout the building to all floors. Although the building has a frontage to Queens Wharf Road there is no access to the building from this address.

Policy 79. Where heritage buildings are upgraded to comply with DDA requirements, the best practice guidelines outlined in Martin (1999) should be used as a guide.

Policy 80. Where equitable access is required to provide access from Queens Wharf Road, removal of fabric or penetrations to external elevations should be kept to a minimum, and subject to detailed designs for these areas.

6.9.2. Building Code of Australia

There is currently no requirement for heritage structures to retrospectively meet BCA requirements, however new works are required to be code compliant. Recent works to the handrails of the William Street Wing verandah were undertaken to meet the BCA.

The Office of Environment and Heritage (nd: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 81. There is no requirement for the place to retrospectively meet BCA requirements; however any new structures within a heritage place or new work to a heritage place should be BCA compliant for fire safety or if involving development of more than 50% of the building.

Policy 82. Alterations to handrails have recently occurred. Where similar works are identified as being required, they should be undertaken in a similar manner using a consistent approach.

6.10. HISTORICAL ARCHAEOLOGY

The former DPI Building has been assessed as having high archaeological potential as it contains surface remains of a 1916 building extension, and potential for sub-surface material to be present which may be associated with the early use of the building as an Immigration Depot. To appropriately manage archaeological potential, the Archaeological Management Plan (**Volume 3, Attachment E: Archaeological Management Plan**) should be used as a guide.

Policy 83. 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. MOVABLE HERITAGE

A WWI Honour Board for the Department of Agriculture and Stock is located within the ground floor of the building.

Policy 84. The Department of Agricultural and Stock Honour Board must remain intact, in its current location and able to be viewed by the public.

A number of items of moveable heritage have been identified at the former DPI Building, including original or early skirting boards and doors which have been removed from their original locations. Many similar items were removed from the interior of the former Treasury Building during the adaptation of that building as a casino, and are being stored at a secure off-site facility managed by Star Entertainment Group.

Policy 85. The moveable heritage items at the former DPI Building should be catalogued and stored at a secure off-site storage facility, and their condition inspected annually, to allow for potential future reinstatement.

6.12. INTERPRETATION

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

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

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

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

The use of the building as an Immigration Depot, was only a short time in the history of the place, but is an important one deserving promotion.

Current interpretation includes framed construction drawings in the National Trust boardroom, newspaper clippings and artefacts recently discovered in the basement of the building, including a man's leather boot and remains of a cat. A number of initiatives can be employed in order to enhance the interpretation of the buildings as formerly industrial buildings carrying out an important government activity.

Policy 86. There are opportunities for further interpretation of the former DPI Building, including linking to the proposed QWB Heritage Trail. The Heritage Interpretation Strategy at PoD Volume 3, Attachment W should be used as a guide.

Policy 87. Existing heritage interpretation, including newspaper clippings, boot and cat remains should remain with the building and be incorporated into any future development.

6.13. ARCHIVAL RECORDING

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

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

The *Guideline: Archival recording of heritage places* (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 88. Prior to substantial alterations to the former DPI Building, archival recording should be carried out in accordance with DEHP guidelines.

6.14. ENDORSEMENT AND REVIEW

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

Policy 89. 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 90. The history of the place, 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 91. This CMP and the policies within it must be reviewed every five years, following any significant redevelopment, or after any event that affects significant building fabric.

7. IMPLEMENTATION

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

7.1. CONSERVATION WORKS SCHEDULE

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

Justification for prioritisation of works is as follows:

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

Table 7 – Schedule of Conservation Works

Heritage element or conservation issue	Conservation	Timing
Rising damp	Monitor rising damp, and if problem continues investigate options for installation of air drains.	Ongoing
Water penetration issues	Investigate roof, gutters and downpipes and make necessary repairs	High
Flaking and bubbling paint	Repaint building interior after water penetration issues rectified	Medium
Cracking and water damage	Following building rectification works, damaged walls and ceilings will need to be repaired	Medium
Missing or damaged building fabric	Undertake repairs to missing and damaged walls, floors and ceilings in the basement areas	Medium
Later internal wall partitions	Remove later partitions to open up space	Low
Air conditioning installation installed unsympathetically	Investigate removal and/or rationalisation of air conditioning units	Low
Redundant services visually obtrusive	Remove redundant services and make good	Low
Infilled and/or unused doors and windows	Reinstatement of historic openings	Low

Heritage element or conservation issue	Conservation	Timing
Dirty surfaces	Cleaning of internal and external wall surfaces	Medium
Remediation of inappropriate repairs	Remediation of inappropriate repairs	Low
Infilled fireplaces	Investigate opportunity to reinstate redundant fireplaces.	Low

7.2. MAINTENANCE WORKS SCHEDULE

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

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

Table 8 – Schedule of Ongoing Maintenance Works

Heritage Element	Inspection Frequency (Months)			Recommended Monitoring and Maintenance
	6	12	36	
General	✓			Check structure is clear of rodents and pests including termites.
Building surrounds	✓			Remove any vegetation growing under, on or in close proximity to the building exterior.
External walls			✓	Remove build-up of dirt to external surfaces.
Roofing		✓		Remove any debris and plant growth. Check for any areas needing repairs.
Gutters		✓		Remove debris, leaves, plant growth and clear outlets.
Eaves gutters and downpipes	✓			Remove debris, leaves, plant growth and clear outlets.
Flashings		✓		Repair or replace as required.
Chimneys (viewed from ground)		✓		Check for signs of damage and cracking (use binoculars if needed).

Heritage Element	Inspection Frequency (Months)			Recommended Monitoring and Maintenance
Chimneys (close inspection)			✓	Remove plant growth, fix cracking, repoint if required. Inspect for moisture penetration and clear flues as needed.
Main masonry/brickwork including pointing		✓		Check for cracking, repoint mortar joints as needed. Clear vegetation growth.
Render			✓	Check for cracking, undertake patch repairs to match existing, repaint every 5-7 years.
Unpainted masonry surfaces		✓		Monitor existing cracking and clean
Painted masonry surfaces	✓			Monitor existing cracking and check for new. Repaint every 5-7 years.
Painted timber surfaces		✓		Check for signs of timber decay, re-paint every 5-7 years.
Windows and doors, including frames, fixtures and fittings (internal and external)		✓		Clean glass annually. Check for signs of timber decay, repaint every 5-7 years.
Vents	✓			Check for blockages and clear as required.
Underfloor spaces		✓		Remove vegetation growth, check for signs of destabilisation and termite activity.
Fire equipment and systems		✓		Check that equipment is up to date and in working order.
Internal paintwork	✓			Check for signs of water leaks, damage, cracking and peeling. Repaint to match existing paint type and colour as required or every 5-7 years.
Internal walls		✓		Check for damage annually, repaint every 5-7 years.
Ceilings and cornices	✓			Check for cracking and deteriorating plaster annually, repaint every 5-7 years.
Timber joinery		✓		Check for cracking, splitting and peeling varnish. Replace damaged timber if required.

Heritage Element	Inspection Frequency (Months)	Recommended Monitoring and Maintenance
Timber floors	✓	Check for moving/loose boards and signs of wear and termite activity. Re-fix or replace loose boards with matching timber.

7.3. IMPLEMENTATION STRATEGIES

Table 9 provides an action plan for implementing the conservation policies for the former DPI Building.

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

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

Table 9 – Action Plan for Implementing Strategies

update policy #

Strategy	Conservation Policy	Priority
Ensure heritage considerations are covered in a Construction Management Plan	Policy 40	High
Ensure earthworks are guided by the Archaeological Management Plan	Policy 73	High
Implement Conservation Works Schedule	Policy 28	High
Implement Maintenance Works Schedule	Policy 25	High
Endorsement of CMP	Policy 79	High
Investigate heritage interpretation	Policy 76, 77	Low
Review of CMP	Policy 81	Low

8. REFERENCES

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- Office of Environment and Heritage n.d *Change to Heritage Buildings*
- Project Services 1995, *Former DPI Building William Street Brisbane*, Application Report to the Department of Environment and Heritage for Approval to Refurbish.
- [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 10** and **11** below.

Table 10 – Abbreviations

Abbreviation	Definition
BCA	Building Code of Australia
CMP	Conservation Management Plan
DBC	Destination Brisbane Consortium
DDA	<i>Disability Discrimination Act 1992</i>
DEHP	Department of Environment and Heritage Protection
DPI	Department of Primary Industries
ED Act	<i>Economic Development Act 2012</i>
EDQ	Economic Development Queensland
HIS	Heritage Impact Statement
ICOMOS	International Council on Monuments and Sites
IDAS	Integrated Development Assessment System
IRD	Integrated Resort Development
MEDQ	Minister for Economic Development Queensland
NTAQ	National Trust of Australia (Queensland)
PoD	Plan of Development
QHA	<i>Queensland Heritage Act 1992</i>
QHC	Queensland Heritage Council
QHR	Queensland Heritage Register
QSA	Queensland State Archives
QWB	Queen's Wharf Brisbane
PDA	Priority Development Area
RNE	Register of the National Estate
SLQ	State Library of Queensland
SPA	<i>Sustainable Planning Act 2009</i>

Table 11 – Terms

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

Term	Definition
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

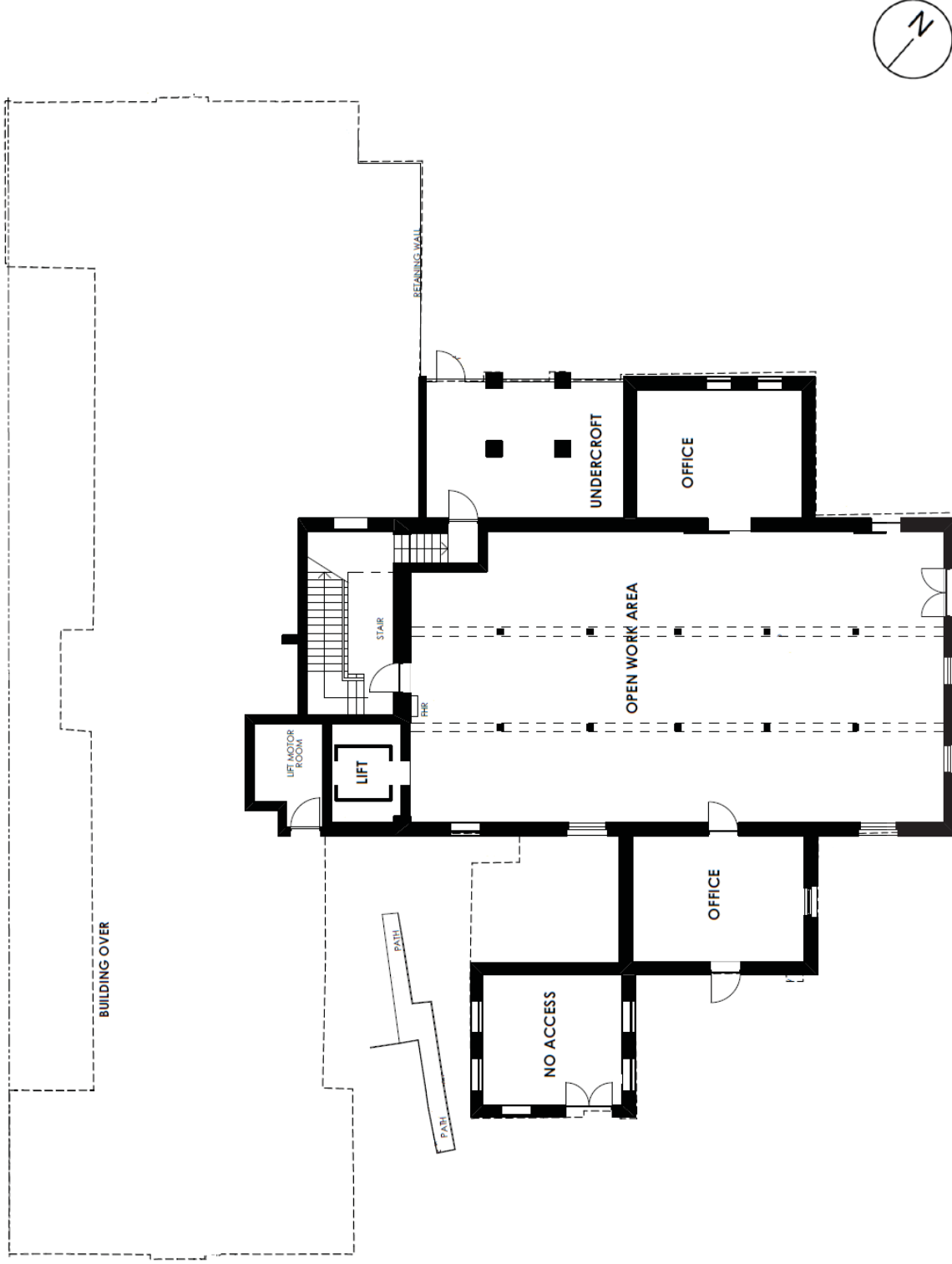


Figure 30 - Ground Floor Plan (Queen's Wharf Road)

Source: ML Design 2016

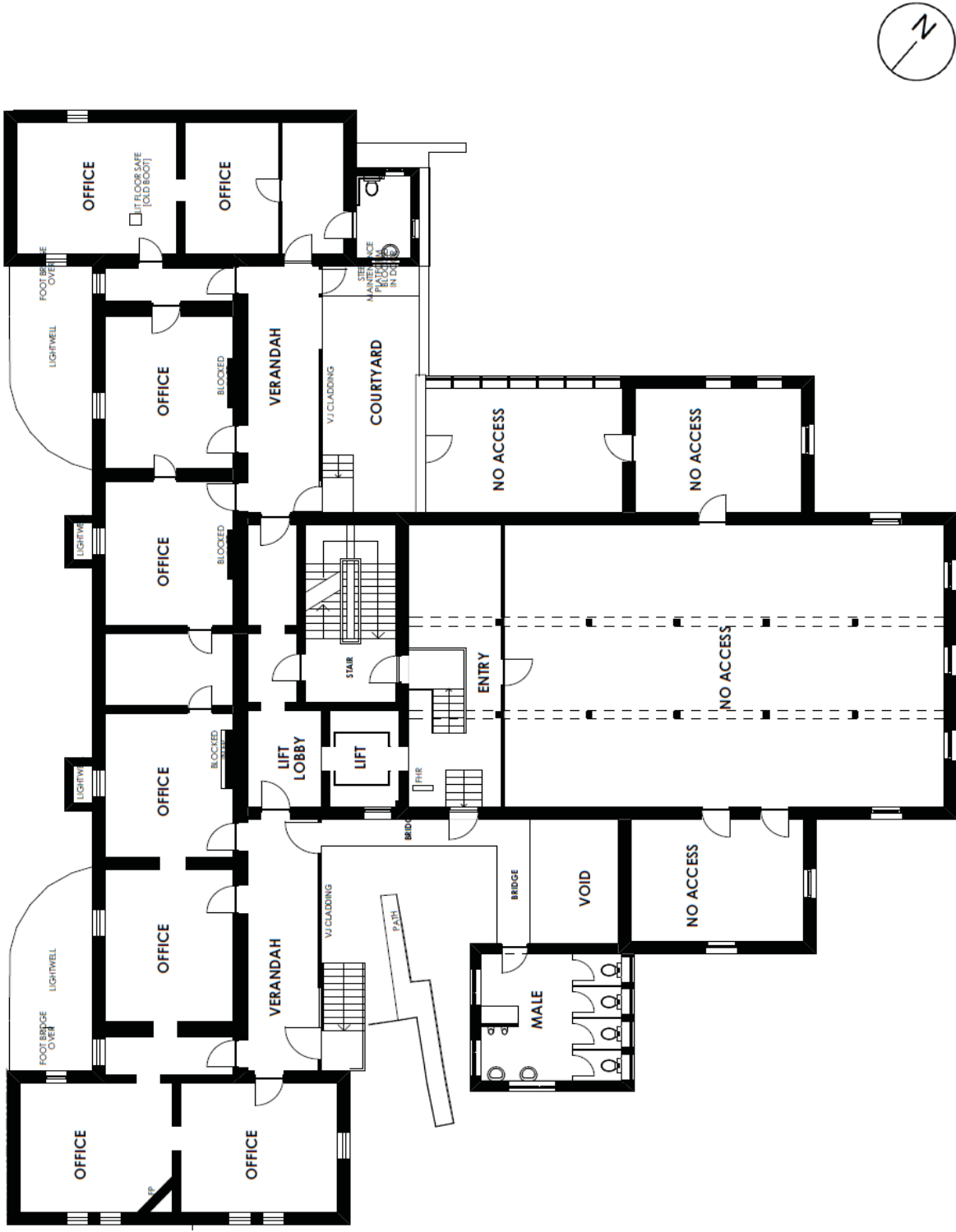


Figure 31 – Level 1 Plan
 Source: ML Design 2016

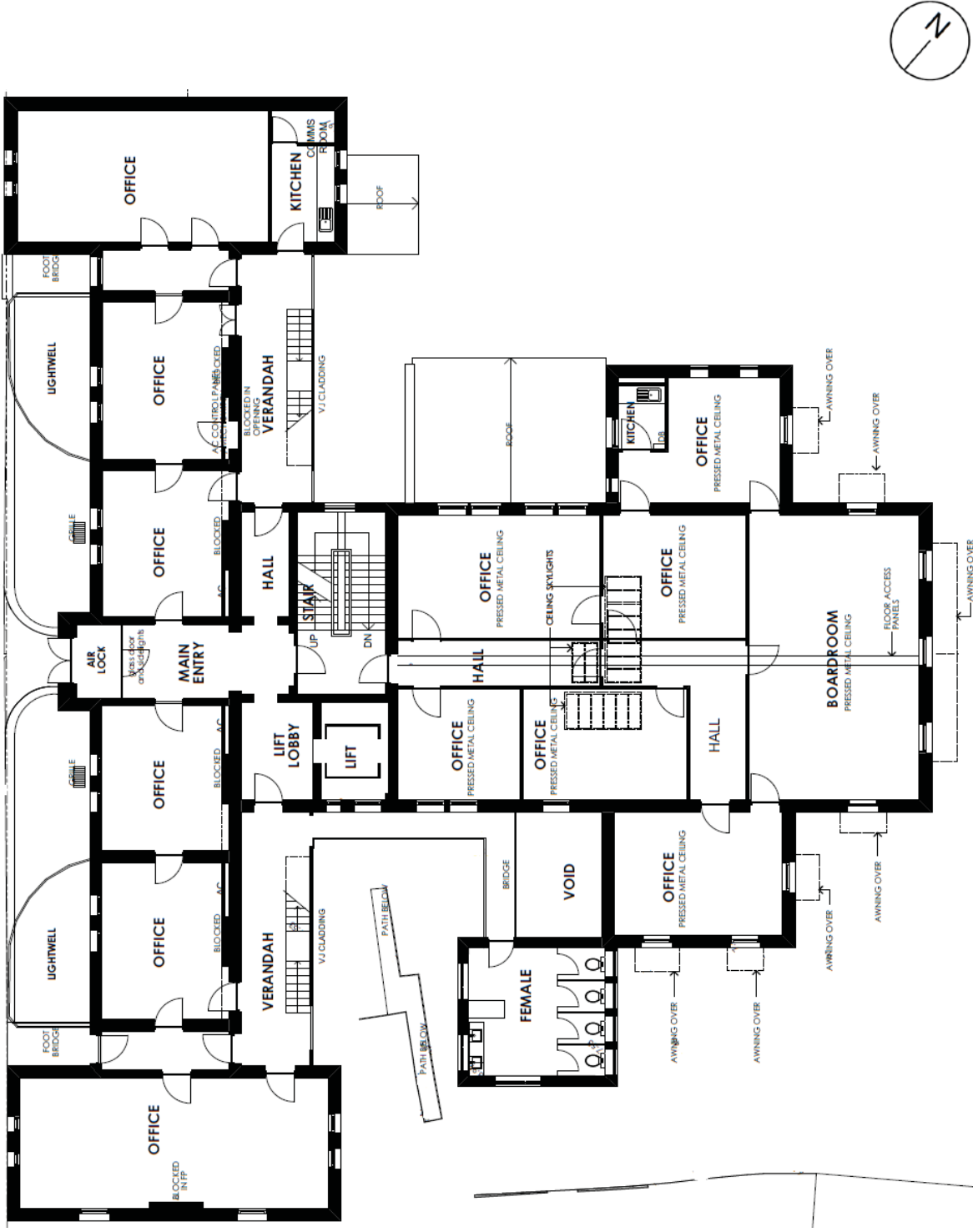


Figure 32 – Level 2 Plan (William Street)
 Source: ML Design 2016

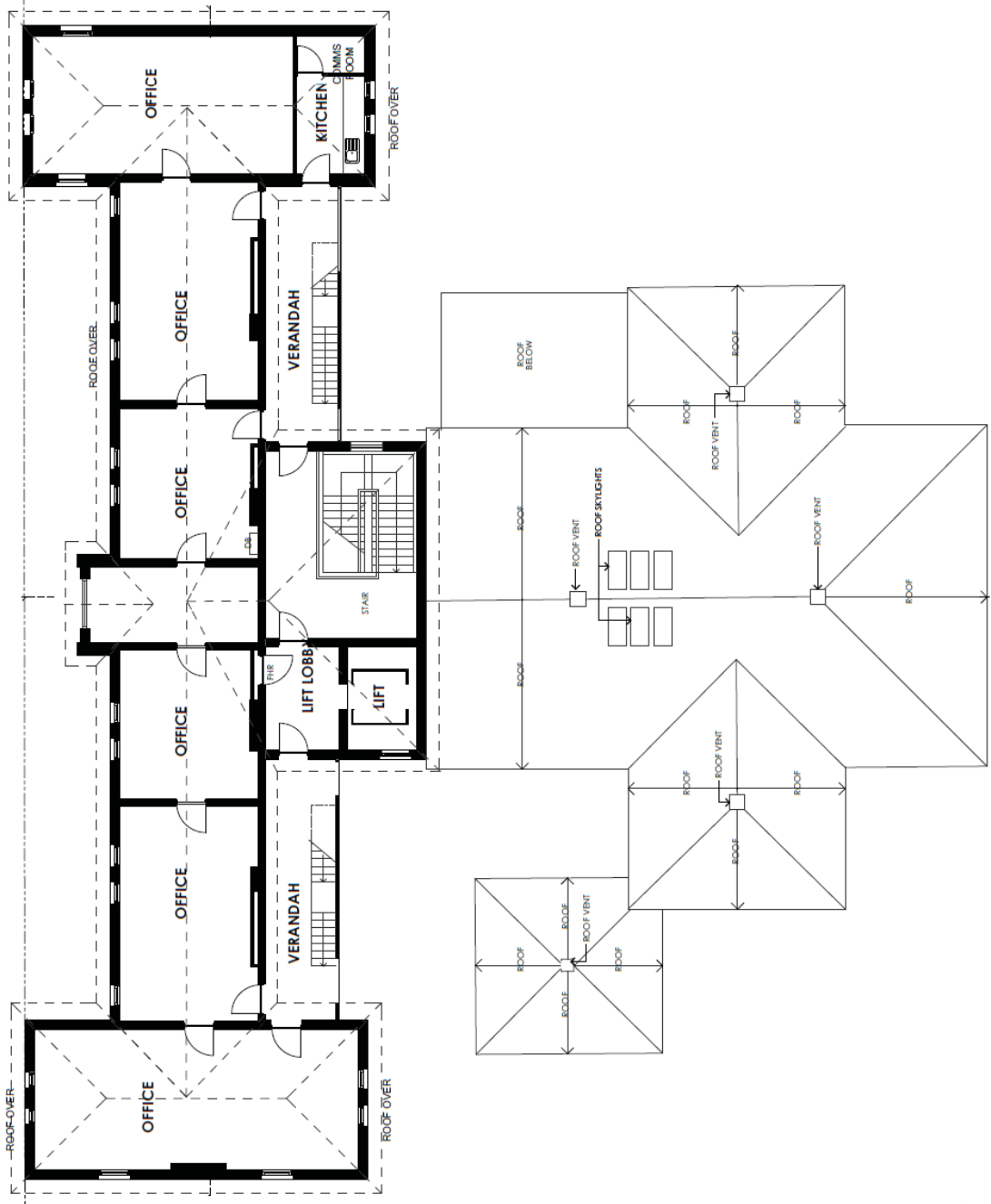


Figure 33 – Level 3 Plan (William Street)
 Source: ML Design 2016

