

Developing heritage places

Using the development criteria



Acknowledgements

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This guideline has been prepared under section 173 (1) (b) of the *Queensland Heritage Act 1992* to guide development on Queensland Heritage Places. It is part of a series of guidelines produced by the Department of Environment and Heritage Protection to help Queenslanders protect heritage places.

Developing heritage places follows its companion document—*Assessing cultural heritage significance*—which offers a framework for entering places in the Queensland Heritage Register.

Cover images (clockwise from top left):

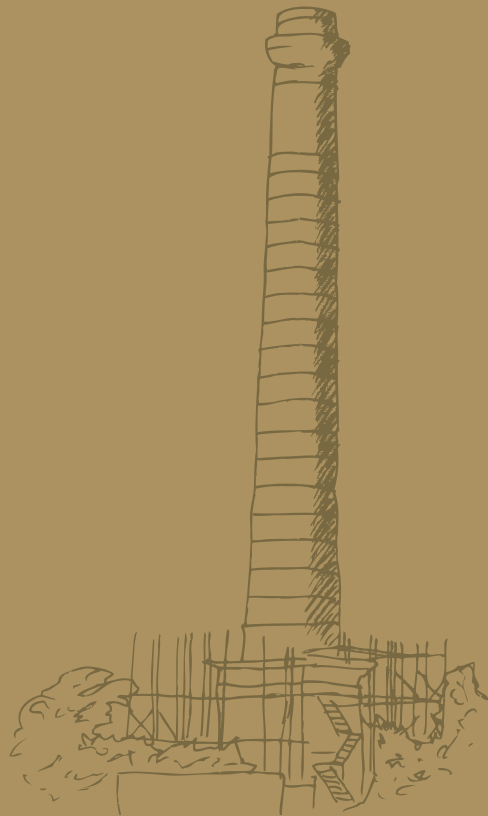
- Ross River meatworks chimney, Idalia QHR602719. Photo: Townsville City Council
- Cairns Cruise Liner Terminal, Cairns Wharf Complex, Cairns QHR 601790 Photo: Scott Burrows
- New lift shaft in the gap between buildings at former convent, St Mary's Roman Catholic Precinct, QHR 600577 Photo: Angus Martin
- Close up of extension to National Australia Bank, Brisbane QHR 600153 Photo: Jon Linkins

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Introduction

This guideline—*Developing heritage places*—helps developers, government agencies, consultants and communities make development and assessment decisions that conserve Queensland’s heritage places. Assessing authorities, such as local councils, use this guideline to help them assess the impacts of development activities on heritage places and affecting local heritage places, or in heritage areas.



Ross River meatworks chimney, Idalia, QHR 602719 Photo: Townsville City Council

Using this guideline

Developing heritage places will help you:

- clarify the requirements for developing heritage places
- identify and address conservation issues early in the process
- discuss and negotiate development proposals with clarity
- improve the quality of applications
- streamline approval processes
- avoid unnecessary costs to obtain an approval
- provide a clear structure for transparent and consistent decision-making.

This guideline offers a central information worksheet—*The heritage development checklist*—that development applicants and assessing authorities can use to systematically consider the impacts of a proposed development on a heritage place. This checklist outlines the steps required of those developing heritage places. It helps users decide which requirements are relevant to their project, and keep track of their progress.

The guideline also offers a user’s tool—*Using the heritage development checklist*—that further explains the requirements and recommendations outlined in the checklist. It also offers users tips for, and examples of successful approaches to, meeting heritage development challenges.

Protecting Queensland's heritage—the context

Queensland's heritage—embodied in its historic buildings, structures, gardens, cemeteries, archaeological sites, streetscapes, townscapes and landscapes—is a unique, diverse and irreplaceable cultural resource worthy of special investigation, protection and care.

Queensland formally recognises its Heritage Places (places on the Queensland Heritage Register) of significance to the state through entry in the Queensland Heritage Register—held by the Department of Environment and Heritage Protection (EHP) and the Queensland Heritage Council. By carefully choosing places to enter in the register, the council aims to ensure the register is a comprehensive and representative record of Queensland's most important heritage places. In addition, local authorities also protect heritage places through entries in a local heritage register. Collectively these heritage places tell the story of Queensland's past and its evolution, contributing to our sense of place and identity.

The *Sustainable Planning Act 2009* and the *Queensland Heritage Act 1992* regulate development on the state's heritage places and local heritage places—ensuring that Queensland protects places' cultural heritage significance and that heritage values are not unduly or inadvertently reduced, damaged or destroyed.

The definition of development¹ applying to heritage places covers all types of work and changes to built, archaeological, natural and landscape features. For Queensland heritage places, it also includes relatively minor activities not normally considered development, such as:

- altering, repairing, maintaining or moving a built, natural, or landscape feature
- excavating, filling or other disturbances to land that may damage, expose or move archaeological artefacts
- altering, repairing or removing artefacts that contribute to the place's cultural heritage significance, including, for example, furniture or fittings
- altering, repairing or removing building finishes that contribute to the place's cultural heritage significance, including, for example, paint, wallpaper or plaster.

Heritage development policy

Heritage places do not need to remain frozen in time, never to be altered. In fact, the best way to protect a heritage place is to use it—but in a way that does not degrade its heritage value. Using heritage places for tourism or education purposes, for example, often ensures they are well maintained and contributes to the community's cultural, economic and social wellbeing.

Development that affects a heritage place or area needs to achieve both goals—to conserve it for the long-term and enhance the public's appreciation of its heritage values. Where development might detrimentally affect the cultural heritage significance of a heritage place, developers must:

- i. avoid changes that reduce the cultural heritage significance of the place, or
- ii. minimise the loss of cultural heritage significance of the place, and
- iii. mitigate the loss of heritage significance of the place, and
- iv. where development may destroy, or substantially reduce the cultural heritage significance of a Queensland Heritage Place, demonstrate that there is no prudent or feasible alternative to carrying out the development.

The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance 1999 (Burra Charter) sets out the policies and principles of good conservation practice. This guideline reflects these policies and principles—and reiterates that the best way to protect and manage a heritage place is to prepare a conservation management plan (CMP) in accordance with the Burra Charter and EHP's *Guideline: Conservation management plan*.

Heritage development criteria

When developing a heritage place there are eight key criteria to consider:

1. Understand the cultural heritage significance of the place and use it to inform and influence planning and design of the development.
2. Hold dialogue with interested people and organisations.
3. Conserve physical features, fabric and contents that contribute to the place's cultural heritage significance of the place.
4. Use and manage the place in ways that will conserve it into the future.
5. Safeguard the archaeological potential of the place.
6. Design new buildings, additions and infill structures that respond to the cultural heritage significance of the place.
7. Design the development as an integral part of the setting for experiencing the cultural heritage significance of the place.
8. Development must not substantially reduce or destroy cultural heritage significance.

This guideline explains how to use these criteria to make responsible and appropriate decisions when preparing, negotiating or assessing applications to carry out development that affects a heritage place.

¹ Refer to the *Sustainable Planning Act 2009* for a full definition of development for Queensland Heritage Places.

the *heritage* development checklist

The heritage development checklist is an essential reference for anyone involved in the heritage development process—applicants, consultants, community groups, local governments, state government and the Queensland Heritage Council. Development applicants and assessors alike use it to evaluate the impacts of proposed development on heritage places, and conserve heritage values.

A list of requirements and recommendations under each of the eight heritage development criteria helps users meet their heritage obligations. Not every criterion is relevant to every development proposal and, likewise, not every requirement is relevant to every application—hence, the checklist. Completing the checklist will help development applicants and assessors identify the set of heritage requirements that are relevant to their development application.



Close up of extension to National Australia Bank, Brisbane, QHR 600153 Photo: Jon Linkins

Using the checklist

During concept development, use the checklist to:

- identify the heritage issues that may inspire or constrain the development
- tick the items relevant to the proposal (note that all items under Criterion 1 will be relevant)
- consider the positive and negative impact of the development—working through each item
- decide if you need to engage a heritage consultant and prepare or update a conservation management plan.

At pre-lodgement meetings, use the checklist to:

- agree which of the requirements are relevant
- review issues identified on the checklist during concept development
- guide discussion, note potential problems and propose supporting information
- discuss any concerns not covered by the checklist.

In preparing development applications, use the checklist to:

- help structure the heritage impact statement by actioning each relevant requirement
- refer to the documents noted and use them to prepare supporting information.

During assessment and approval, use the checklist to:

- help formulate or respond to requests for information
- guide negotiations about outstanding heritage issues and conditions of approval.

The checklist

1: Understand the cultural heritage significance of the place and use it to inform and influence planning and design of the development.

Tick relevant requirements	Requirements	Actions	Done
<input type="checkbox"/>	1.1 Identify and analyse heritage issues before designing the development.	<p>Required steps: Research and understand the heritage significance of the place. Analyse heritage issues and other factors affecting the future of the place.</p> <p>Recommended actions: Refer to the Queensland Heritage Register or the local heritage register—the legal record of a place’s cultural heritage significance.</p>	
<input type="checkbox"/>	1.2 Establish conservation policy and set out a clear plan for achieving the conservation policy.	<p>Required steps: Use the results of the analysis to capture essential priorities for heritage conservation. Base your policy on the industry standard for heritage conservation—The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance and incorporate strategies in the policy.</p> <p>Recommended actions: Prepare a conservation management plan (CMP) in accordance with the Burra Charter that articulates the conservation policy and priorities, and identifies the steps for managing change at heritage places. This is especially important for places with complex needs or where extensive change is planned,</p>	
<input type="checkbox"/>	1.3 Demonstrate a cautious approach to change. Propose development of an intensity, scale, scope and purpose compatible with the conservation policy.	<p>Required steps: Cautiously match the development activity to conservation priorities.</p> <p>Recommended actions: Not all aspects of the history or significance of a heritage place are immediately obvious. Hold an early pre-lodgement meeting to discuss the likely impact of a development proposal.</p>	
<input type="checkbox"/>	1.4 Prepare technical documentation based on reliable and concise evidence and analysis.	<p>Required steps: Prepare, clear, evidence-based technical documents.</p> <p>Recommended actions: Where necessary seek advice from people with relevant experience and qualifications. Refer to EHP’s Guideline: Archaeological investigations for a definition of persons qualified to undertake archaeological investigations.</p>	
<input type="checkbox"/>	1.5 Provide supporting documentation in proportion to the potential impact on the cultural heritage significance of the place.	<p>Required steps: Prepare a heritage impact statement to support your application. Refer to EHP’s Guideline: Preparing a heritage impact statement.</p> <p>Recommended actions: Make sure supporting information demonstrates how the relevant requirements are, or will be, satisfied.</p>	

2: Hold dialogue with interested people and organisations.

Tick relevant requirements	Requirements	Actions	Done
<input type="checkbox"/>	2.1 Identify relevant people and organisations, inform them about the proposed development and offer to engage in discussions.	<p>Required steps: Consult with the local authority, local historical societies and the assessing authority to identify all relevant people and organisations.</p> <p>Recommended actions: Seek advice from the department for developments that may substantially impact on cultural heritage significance.</p>	
<input type="checkbox"/>	2.2 Set up a process and timetable for dialogue about the proposed development with people and organisations that have an interest in the heritage values of the place.	<p>Required steps: Schedule discussion with all interested parties—including people and groups with less capacity to participate. Consider the significance of the place to people from culturally diverse backgrounds, and take specific account of issues of Aboriginal and Torres Strait Island cultural heritage. Refer to Ask First, Australian Heritage Commission, 2002.</p> <p>Recommended actions: Make sure your consultation schedule allows for less standardised approaches that can involve more remote or removed parties. The form of, and need for, engagement may vary depending on the particular place and level of community interest.</p>	
<input type="checkbox"/>	2.3 Share information and engage in dialogue with the aim of reaching a shared position.	<p>Required steps: Explain conservation policies and strategy including how to reduce risks to the heritage place.</p> <p>Recommended actions: Use mediation and conciliation, where necessary, to seek a shared final position.</p>	
<input type="checkbox"/>	2.4 Document the engagement process.	<p>Required steps: Summarise the consultation process and results.</p> <p>Recommended actions: Detail who was identified and how; the reasons why they were or were not consulted; a record of the dialogue; and any outcomes, agreements and actions.</p>	

3: Conserve physical features, fabric and contents that contribute to the cultural heritage significance of the place.

Tick relevant requirements	Requirements	Actions	Done
<input type="checkbox"/>	3.1 Identify features, fabric and contents that contribute to the cultural heritage significance of the place.	<p>Required Steps: Understand the significant heritage features of the place that need to be retained, recognising that many places have complex histories that have evolved over time.</p> <p>Recommended actions: Conduct a detailed survey of the area affected by development to ensure significant features are not overlooked.</p>	
<input type="checkbox"/>	3.2 Avoid unnecessary changes to features, fabric and contents that help to tell the story of the place.	<p>Required steps: Aim to preserve surviving evidence of the history of the place. Only reconstruct missing features where there is sufficient evidence to ensure that the reconstruction is accurate and would help to interpret the cultural heritage significance of the place.</p> <p>Recommended actions: Generally resist the urge to tidy up unconventional features that contribute to an understanding of the story of the place.</p>	
<input type="checkbox"/>	3.3 Minimise alteration to significant features, fabric and contents.	<p>Required steps: Consider how an alteration will impact on features and elements of a place such as architectural details, interior layout and decorative finishes, outbuildings, walls, fences, plantings, landforms and archaeological deposits.</p> <p>Recommended actions: Cumulative small changes can be damaging over time. Try to retain signs of wear and tear that provide evidence of past use and add to the historic appearance of a place.</p>	
<input type="checkbox"/>	3.4 Identify and address issues of physical deterioration by proposing proven methods of conservation.	<p>Required steps: Carry out urgent repairs as soon as possible using traditional construction methods to match existing workmanship.</p> <p>Recommended actions: Conduct a maintenance inspection to assess the condition of buildings, structures and grounds.</p>	
<input type="checkbox"/>	3.5 Protect significant fabric up to the time the development is completed.	<p>Required steps: Identify if there is a risk of damage to significant fabric and features of a place during construction.</p> <p>Recommended actions: Specify the methods and locations of protection to be used during construction.</p>	
<input type="checkbox"/>	3.6 Where aspects of development will unavoidably reduce cultural heritage significance, include measures to minimise and mitigate the loss.	<p>Required steps: Consider measures that provide conservation benefits outside of the scope of the proposed development.</p> <p>Recommended actions: Where loss is unavoidable, make a permanent public record. Refer to EHP's <i>Guideline: Archival recording of heritage places</i>.</p>	

4: Use and manage the place in ways that will conserve it into the future.

Tick relevant requirements	Requirements	Actions	Done
<input type="checkbox"/>	4.1 Avoid a change of use not compatible with conserving heritage values.	<p>Required steps: Explore options, taking full account of the implications of a change of use such as changed functional requirements or user expectations.</p> <p>Recommended actions: Where it is not feasible to continue the place's long-term or historical use (always preferable), or where a place is neglected, identify a new compatible use that can revitalise a place and contribute to its long-term conservation.</p>	
<input type="checkbox"/>	4.2 Minimise the impact of alterations needed to meet regulatory standards or operational requirements.	<p>Required steps: Think creatively and employ careful design solutions. Consider whether redundant features still have a place in telling the story.</p> <p>Recommended actions: Substantiate proposed changes by referring to the relevant regulations or technical and environmental standards.</p>	
<input type="checkbox"/>	4.3 Take care that future development is consistent with the long-term conservation of the place.	<p>Required steps: Consider how future development that may flow from a master plan, material change of use, or reconfiguration of a lot will impact on cultural heritage significance.</p> <p>Recommended actions: Avoid creating a risk of in-principle or implicit approval of high-impact future development.</p>	

5: Safeguard the archaeological potential of the place.

Tick relevant requirements	Requirements	Actions	Done
<input type="checkbox"/>	5.1 Investigate archaeological potential and, where appropriate, provide for protecting and managing archaeological artefacts.	<p>Required steps: Check the heritage register to determine the place's archaeological potential. If the register notes archaeological potential, make an initial archaeological assessment followed by an archaeological management plan in accordance with EHP's Guideline: Archaeological Investigations and Guideline: Preparing a heritage impact statement.</p> <p>Recommended actions: Where possible, avoid disturbing areas that may contain archaeological artefacts. Refer to EHP's Guideline: Archaeological investigations.</p>	

6: Design new buildings, additions and infill structures that respond to the cultural heritage significance of the place.

Tick relevant requirements	Requirements	Actions	Done
<input type="checkbox"/>	6.1 In the design of new work, avoid changes that reduce cultural heritage significance, or propose options that include measures to minimise and mitigate losses of cultural heritage significance.	<p>Required steps: Take a cautious approach to new design—informed by a careful understanding of the place’s values.</p> <p>Recommended actions: While there are no hard and fast rules about new design, generally, avoid close copies of historic styles and building forms, heights and finishes that are dramatically out of scale or character with the place and its established context.</p>	
<input type="checkbox"/>	6.2 Where the relationship between built and open spaces is important to the cultural heritage significance of the place, avoid disrupting the arrangement of these spaces.	<p>Required steps: Analyse the spatial arrangements, landscapes and patterns of movement at the place to understand how they contribute to its cultural heritage significance.</p> <p>Recommended actions: Locate and design new work unobtrusively. Design infill to fit into existing significant spatial patterns and layout. Avoid designs that are at odds with heritage significance or conservation objectives.</p>	

7: Design the development as an integral part of the setting for experiencing the cultural heritage significance of the place.

Tick relevant requirements	Requirements	Actions	Done
<input type="checkbox"/>	7.1 Avoid changes to the setting of the place that would reduce understanding and appreciation of its cultural heritage significance.	<p>Required steps: Where important to the cultural heritage significance of the place, maintain an intact or compatible context by responding to the predominant character of the setting.</p> <p>Recommended actions: Maintain or improve the experience of the cultural heritage significance of a place by protecting and reinforcing positive attributes and reducing negative aspects where the setting is degraded.</p>	
<input type="checkbox"/>	7.2 Minimise the impact on the setting of intrusive features or significant changes to the historic pattern of development.	<p>Required steps: Design carefully to suit the context by considering the established significant attributes of the place including cadastral patterns, urban form, setbacks, landmarks, patterns of use and movement, predominant building materials and architectural styles, spatial character, landscapes and views</p> <p>Recommended actions: Design features that tell the place’s story, for example—reconstruct missing built and natural features, reinforce the historic patterns of development, open up views significant to the place.</p>	

8: Development must not substantially reduce or destroy cultural heritage significance.

Tick relevant requirements	Requirements	Actions	Done
<input type="checkbox"/>	8.1 Consider whether the proposed change substantially diminishes heritage values. Such proposals can only be approved where it is established that there is no prudent and feasible alternative.	<p>Required steps: Explore all alternatives to demolition that conserve the place. Where no alternatives are possible, make applications in accordance with EHP’s Guideline: No prudent and feasible alternative. Set out all assumptions, sources of data and information and methodologies.</p> <p>Recommended actions: Think innovatively about solutions to incorporating the heritage place into the new development—and explore creative solutions at the earliest possible stage of the development proposal.</p>	

Using the heritage development checklist

A user's tool

This section further describes the heritage development requirements that support the eight heritage development criteria. It reintroduces the relevant actions, and offers practical tips to help meet each requirement. To illustrate wide-ranging possible approaches to conservation, these suggestions include examples of steps others have taken to meet heritage development requirements in Queensland.

Cairns Cruise Liner Terminal, Cairns Wharf Complex, Cairns QHR 601790 Photo: Scott Burrows



1. Understand the cultural heritage significance of the place and use it to inform and influence planning and design of the development.

1.1 Identify and analyse heritage issues before designing the development.

Before making plans for change, developers and decision-makers must first take the time to understand why a place is significant. Initial research is the first essential step to ensuring a development receives approval. The heritage register entry provides the reasons why the place is important. However further research and examination of the physical features of a place may reveal little-known aspects of its history or hidden stories unknown even to long-term owners.

Actions

Required steps: Research and understand the heritage significance of the place. Analyse heritage issues and other factors affecting the future of the place.

Recommended actions: Refer to the Queensland Heritage Register or the local heritage register—the legal record of a place’s cultural heritage significance.

Tips

- Conduct a study of the heritage significance of the place, particularly capturing information relevant to the proposed future use of the place to ensure intended plans consider and respect heritage attributes.
- Don’t rely solely on the heritage register. Local councils, museums, community centres and other local sources may have more information on the heritage significance of your site.
- Engage a heritage consultant to help identify issues.
- Make a pre-lodgement meeting with the department before you lodge your development application.

For example

Before commencing upgrades to provide equitable access to **Newstead House**, the project team extensively researched and analysed the significance of the place—Brisbane’s oldest surviving residence. Used as a museum and for functions, the two-storey house needed to be fully accessible to the public. In analysing how to improve access to the house’s upper floor with minimal impact on the significance of the house, the project team prepared an equitable access report. This report explored several options, including installing a lift. The report also recommended that the annex to one side of house be used for any alterations—noting that, over time, this area had been altered and little original material remained. The project architects subsequently prepared an options study to explore five lift locations in or near the annex, drawing heavily on the Newstead House Conservation Study. Decision makers chose a lift inserted into the annex as the most effective solution.



Annex with lift at Newstead House, Newstead, QHR 600265

1.2 Establish conservation policy and set out a clear plan for achieving the conservation policy.

Owners and other custodians of heritage places often find that problems and opportunities vary depending on the situation—for example location, activities and uses of the site, level of community attachment, economic issues and access to skills and materials to care for the place. Applicants must make a realistic appraisal of the factors that affect the place's long-term conservation viability, and use that to inform conservation policy. A conservation management plan (CMP) is the next important step. A CMP guides the ongoing conservation and management of a place, and provides advice about the best options for future change. A CMP is particularly important for places with complex needs or facing extensive adaptation and change.

Actions

Required steps: Use the results of the analysis to capture essential priorities for heritage conservation. Base your policy on the industry standard for heritage conservation—The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance (Burra Charter) and incorporate strategies in the policy.

Recommended actions: Prepare a conservation management plan (CMP) in accordance with the Burra Charter that articulates the conservation policy and priorities, and identifies the steps for managing change at heritage places. This is especially important for places with complex needs or where extensive change is planned.

Tips

- Find the Burra Charter at the AUSTRALIA ICOMOS website: <http://australia.icomos.org>
- Draft a clear set of objectives, principles and priorities that will form the place's conservation policy.
- For places with complex needs or facing extensive change engage a heritage consultant to prepare a CMP. A CMP identifies the place's cultural heritage significance, sets out the conservation policies to protect cultural heritage significance of the place and explain key steps to put these policies into action. A CMP may also address central issues such as adaptation, interpretation, reversibility, minimal change, continuous protective care, traditional building methods and archiving.
- Although beneficial in all cases, a CMP may not be needed for simple or low-impact development. A conservation policy can simply take the form of a basic report or table of actions
- Refer to EHP's *Guideline: Conservation management plans*.

For example

In 1997, a dedicated new owner purchased the **Wiss Brothers general store** in the small town of Kalbar—undertaking a program of conservation work to the building and adjacent cottage that had both fallen into disrepair. The owner commissioned a heritage architect to prepare a CMP for the property that would guide ongoing conservation, management, future use and change. The CMP documented the history of the site, an analysis of the buildings and their setting, changes made over time and the condition and relative significance of individual elements. The CMP outlines a series of comprehensive policies—based on principles outlined in the Burra Charter—that guide conservation and future use of the buildings, new construction, equitable access and maintenance of the site, setting, external fabric and interiors. In the words of the owner, the CMP is “a reference to guide a responsible owner with the old buildings’ continued care, maintenance, preservation, future for the benefit and enjoyment of many.”



Wiss Brothers Store (former), Kalbar, QHR 601200

1.3 Demonstrate a cautious approach to change. Propose development of an intensity, scale, scope and purpose of development compatible with the conservation policy.

The Burra Charter recommends “a cautious approach of changing as much as necessary but as little as possible”. Before considering the detail of a development proposal, review the overall level of its impact to ensure the general intent, form and purpose of the development is compatible with the long-term conservation of the place.

Actions

Required steps: Cautiously match the development activity to the conservation priorities.

Recommended actions: Not all aspects of the history or significance of a heritage place are immediately obvious. Hold an early pre-lodgement meeting to discuss the likely impact of a development proposal.

Tips

- In designing modifications and additions, consider factors such as views to and from the place, the original scale and use of buildings on the land, aesthetic values, and land levels.
- Evaluate the risk of damage to the integrity or aesthetic character of the place, caused by large scale structures, high-impact activities, radical changes to the pattern of use and high intensity land use.
- Find alternatives to high-impact changes and changes that would otherwise fragment or obscure historic patterns of development.

For example

In 1969 the **St Mary’s Convent and School** in Cooktown was in such a state of disrepair that it was earmarked for demolition until public interest saw it donated to the National Trust and converted for use as the **James Cook Historical Museum**. In 2000 the National Trust received funding to extend display spaces and upgrade service areas. Based on Burra Charter principles and in direct response to conservation policy outlined in the building’s conservation management plan, the project team designed an additional ‘wing’ to accommodate a large exhibition space, ancillary functions and equitable access. The extension design demonstrates a cautious approach to development and has minimal impact on the significance of the historic building. Placed at the rear of the site, the extension does not exceed the scale and approximate envelope of original outbuildings that once occupied this area. Its position, low height and smaller scale retain the aesthetic value of the heritage building and significant views to and from it. The development also maintains original land levels and is carefully detailed to ensure the heritage building is not at risk of rainwater penetration or ground water run-off. The new contemporary-style wing is designed to be themed around a ship to help tell the story of Lt. James Cook’s landing in Cooktown and displays artefacts with unique spatial requirements—including an anchor and cannon from Cook’s HMB Endeavour.



James Cook Historical Museum, Cooktown, QHR 600423



Extension to James Cook Historical Museum, Cooktown Photo: L. Listopad

1.4 Prepare technical documentation based on reliable and concise evidence and analysis.

Some heritage places require specialist analysis, knowledge and skills. Heritage specialists help uncover and examine relevant information about a place and document it to expedite development decision-making. Heritage specialists help properly conserve important places and avoid costly or irreparable mistakes—and they are critical when working with original materials that are difficult to repair and hard to replace.

Actions

Required steps: Prepare, clear, evidence-based technical documents.

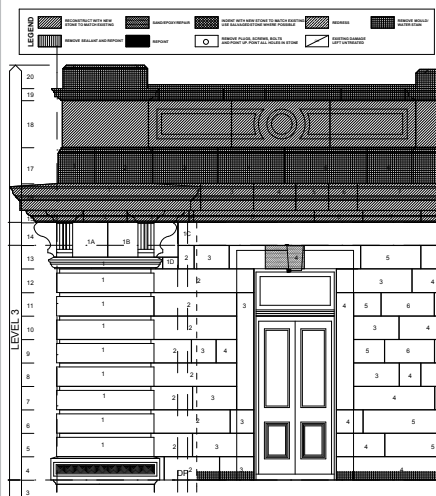
Recommended actions: Where necessary seek advice from people with relevant experience and qualifications. Refer to EHP's Guideline: Archaeological investigations for a definition of persons qualified to undertake archaeological investigations.

Tips

- Get advice from a technical expert with heritage experience about the technical documentation required.
- Consider providing documentation such as measured drawings, a condition report, a structural assessment, a schedule of conservation works, a maintenance program, a project timeline or an interpretation plan.

For example

A significant landmark building in Brisbane, **Parliament House** requires ongoing conservation maintenance—particularly to limit deterioration to its stonework façade. Over the years, a number of techniques have been applied to ‘repair’ stonework, some of which have proven to be irreversibly detrimental. The government sought specialist advice documented in a stonework conservation report which was incorporated into the building’s conservation management plan. The stonework conservation report guides appropriate ongoing maintenance and conservation actions based on an extensive survey of the building, involving numbering and analysis of every stone block. Today, specialist stone masons use the conservation recommendations made in the report to guide ongoing repair work.



*Stonework conservation architectural drawing, Parliament House, Brisbane, QHR 600069
Image: J M Pearce Architects*

1.5 Provide supporting documentation in proportion to the potential impact on the cultural heritage significance of the place.

Good supporting documentation clearly communicates a project's heritage issues and conservation objectives. All development applications must include a Heritage Impact Statement. Where a proposal is likely to have a high impact on cultural heritage significance, applicants should prepare a comprehensive conservation management plan (CMP) that guides protection of the place's cultural heritage significance.

Actions

Required steps: Prepare a heritage impact statement to support your application. Refer to EHP's Guideline: Preparing a heritage impact statement.

Recommended actions: Make sure supporting information demonstrates how the relevant requirements are, or will be, satisfied.

Tips

- Refer to EHP's *Guideline: Preparing a heritage impact statement* and *Guideline: Conservation Management Plans*.
- Provide information that reflects your understanding of the place's heritage significance and clearly supports the place's conservation policies—for example a rationale that makes a strong case for proposed changes and demonstrates heritage conservation aims, impact statements, plans and project schedules.

For example

The application to develop the **St John's Cathedral** precinct in Brisbane included a concise 'Architectural and Heritage Report' that described, and offered a rationale for, the proposed work. Extensive in scope, the development proposed a number of works including demolishing some non-significant buildings, reconfiguring and providing extra car parking, installing public art work and constructing a number of small-scale structures and new buildings. The report provided plans, graphics and a detailed written explanation clearly outlining potential impact of each element of the proposed work on the heritage significance of the precinct and its five heritage listed buildings. Guided by policies in the 'St John's Cathedral Precinct Conservation Plan' the report also showed how the development responds to conservation policies in the plan.



Computer generated image showing the proposed development of the St John's Cathedral Precinct, St John's Cathedral, Brisbane, QHR 600076 Image: Michael Kennedy Architect

2. Hold dialogue with interested people and organisations.

2.1 Identify relevant people and organisations, inform them about the proposed development and offer to engage in discussions.

Seeking public comment before lodging a development application is a valuable and important step where public interest or the scope of change is significant. Local authorities, community groups and other relevant organisations may help identify people and organisations that might have an interest in the place's heritage.

Actions

Required steps: Consult with the local authority, local historical societies and the assessing authority to identify all relevant people and organisations.

Recommended actions: Seek advice from the department for developments that may substantially impact on cultural heritage significance.

Tips

- List the people and organisations that have an interest in the significance of the place, note the nature of their interest, indicate how they were identified and record contact details.
- Take the time to understand the significance of the place for all parties, and keep conservation values and objectives central in planning and approaching all discussions.
- Write conservation policies to include a process for ongoing input from groups that have a significant interest in the place's heritage.

For example

The **Point Lookout Foreshore** at Stradbroke Island has social significance for the Traditional owners, the Quandamooka People, the local community and visitors to the island. The Quandamooka Yoolooburrabee Aboriginal Corporation (QYAC) is the registered Heritage Body for all sites of cultural heritage significance within the boundaries of the traditional estate of the Quandamooka People. The local authority, guided by a CMP, manages development and maintenance of the area. Specialists developed the CMP through consultation with the Elders, archaeologists and historians and officers from the local authority. The CMP identifies all individuals and community groups that have an interest in the area and cites protocols for engaging with Quandamooka Yoolooburrabee Aboriginal Corporation. The CMP also recommends establishing a consultative committee to advise the local authority on the cultural needs of the area when major maintenance or development work is proposed.



Point Lookout Foreshore Area, Stradbroke Island, QHR 602261

2.2 Set up a process and timetable for dialogue about the proposed development with people and organisations with an interest in the heritage values of the place.

Although consultation is not required for all applications, it is necessary where parties have a valid or strong interest in the conservation of the place. This is often the case for place's that have a traumatic history or a strong social significance. Carefully consider the needs of the people who wish to be involved. Set up timeframes, locations and consultation approaches that cater for people and groups who have less capacity to participate.

Actions

Required steps: Schedule discussion with all interested parties—including people and groups with less capacity to participate. Consider the significance of the place to people from culturally diverse backgrounds, and take specific account of issues of Aboriginal and Torres Strait Island cultural heritage. Refer to Ask First, Australian Heritage Commission, 2002.

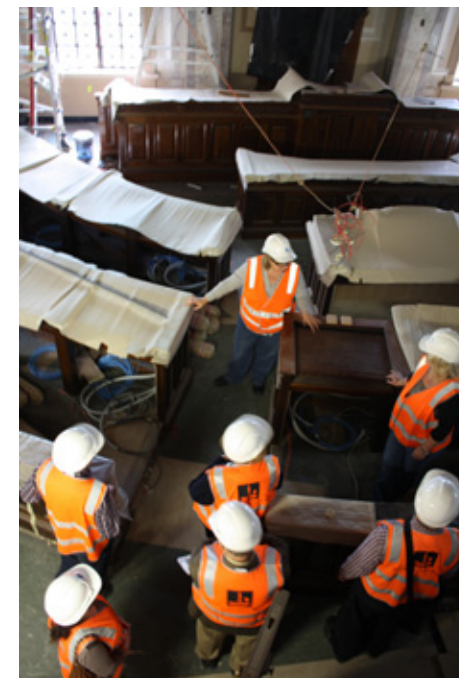
Recommended actions: Make sure your consultation schedule allows for less standardised approaches that can involve more remote or removed parties. The form of, and need for, engagement may vary depending on the particular place and level of community interest.

Tips

- Give particular attention to including people and groups who may have less capacity to participate, or would be excluded from conventional consultation approaches.
- Think about all those who have had a past association with the place, and find ways to involve those who would otherwise be outside the reach of the consultation process.
- Refer to Ask First, Australian Heritage Commission, 2002—accessible from the Australia's heritage pages of the Commonwealth Government's Department of Sustainability, Environment, Water, Population and Communities website: www.environment.gov.au/heritage

For example

In conserving **Brisbane City Hall**, the Brisbane City Council engaged the community extensively prior to and during work. Guided by an overarching plan for consultation the team developed detailed plans for community engagement for each specific phase of the project—identifying relevant people and describing in detail how and when consultation should take place. Council also developed activity-specific communication and engagement plans for the construction phase of the project—including a media plan and establishing a visitor experience centre. Council monitored community sentiment with an initial survey and regular follow-up surveys. Council also fully documented outcomes of the engagement and the progress of the project using photographs, documentary movies, as well as minuting of meetings and monthly reporting.



*Community tour group during restoration of Brisbane City Hall, Brisbane, QHR 600065
Photo: Brisbane City Council*



Public display Brisbane City Hall restoration project Photo: Brisbane City Council

2.3 Share information and engage in dialogue with the aim of reaching a shared position.

When sharing information and discussing issues, dialogue on the conservation policy and strategy for the place should, at a minimum, be a focus of discussion. Consultation should also address any concerns over risks of damage to the place's cultural heritage significance raised in the course of discussion. The aim of all dialogue is to seek a shared final position.

Actions

Required steps: Explain conservation policies and strategy including how to reduce risks to the heritage place.

Recommended actions: Use mediation and conciliation, where necessary, to seek a shared final position.

Tips

- Access Queensland Government resources on community engagement at the Queensland Government Web Centre <http://www.qld.gov.au/web/>
- Take special account of Aboriginal and Torres Strait Island cultural heritage.
- Use mediation and conciliation where agreement cannot be reached between the parties.

For example

Valued by the community for its aesthetic and architectural qualities, the **former Palace Hotel** in Childers gained further social significance as a result of a tragic fire in June 2000 that took the lives of 15 young travellers. Deeply felt by the community, the tragic loss of life made redeveloping the former hotel—which was operating as a backpackers hostel at the time of the fire—a highly sensitive issue. Despite extensive damage, the community felt strongly that the building should be retained and rebuilt to memorialise those lost in the fire.

Purchased by a building company after the fire, the new owners commenced negotiations with the local authority to establish an agreed final outcome for development of the site. The company offered the building and land to the local authority with the agreement that they would gain the contract to rebuild the former Palace Hotel and retain a room in the building for their use. The company also made clear their intention to construct a backpacker hostel directly behind the reconstructed building (for which the council subsequently granted approval). Extensive negotiations with the project's architect, builder, local authority, families of the travellers and the community helped to reach a final outcome on the design and reconstruction of the building and site. The consultation also realised an agreement about creating a memorial within the reconstructed building, which also houses a regional art gallery, visitor information centre and retail business.



Palace Hotel, Childers, QHR600623

2.4 Document the engagement process.

Document the engagement process in the materials attached to the development application.

Actions

Required steps: Summarise the consultation process and results.

Recommended actions: Detail who was identified and how; the reasons why they were or were not consulted; a record of the dialogue; and any outcomes, agreements and actions.

Tips

- Build on early consultation notes to cite reasons particular groups were consulted or not consulted and table issues raised.
- Document the dialogue about strategies to reduce risk to the heritage value of the place.
- Summarise the consultation process and results.

For example

When Education Queensland announced its intention to dispose of the **former Coolangatta State School/Special School** on Kirra Hill, local action group Save Kirra Hill Inc. petitioned to preserve the historical significance of the site—championing the potential community benefit of its restoration and adaptive reuse. As a result the education department transferred custodianship of the property to the local authority, City of Gold Coast.

In order to balance community needs with the need to preserve the site, City of Gold Coast engaged specialist consultants to undertake research and recommend appropriate development. A heritage architect developed a conservation management plan for the site. Consultants undertook a community profile of catchment areas surrounding the site, extensive community consultation (including public forums, surveys, design workshops, site tours and concept reviews), concept design development and preliminary costing. The team extensively documented the consultation process and outcomes in a report which informed master planning and the concept and working drawings. The former school now functions as the **Kirra Hill Community and Cultural Centre**—housing meeting rooms, office space, art gallery and a heritage display room.



Kirra Hill Community Centre, formerly Coolangatta State and Special School, Kirra Hill, Gold Coast City Council Local Heritage Register, LHR ID 002 Photo: City of Gold Coast



Community consultation meeting for Coolangatta State and Special School (former), Kirra Hill Photo: City of Gold Coast

3. Conserve physical features, fabric and contents that contribute to the cultural heritage significance of the place.

3.1 Identify features, fabric and contents that contribute to the cultural heritage significance of the place.

Preparing a detailed survey of the area affected by development is a practical way to clearly identify evidence of the history of the place and prevent development from inadvertently damaging cultural heritage significance. The survey should consider architectural details, interior layout and decorative finishes, outbuildings, walls, fences, plantings and archaeological deposits.

Actions

Required steps: Understand the significant heritage features of the place that need to be retained, recognising that many places have complex histories that have evolved over time.

Recommended actions: Conduct a detailed survey of the area affected by development to ensure significant features are not overlooked.

Tips

- Minimise alteration plans to significant features, fabric and contents and clearly identify the proposed alterations in the application.
- Prepare a detailed survey of the area to clearly identify evidence of the history of the place and prevent inadvertent damage to heritage significance.
- Consider elements and features such as architectural details, interior layout and decorative finishes, outbuildings, walls, fences, plantings and archaeological deposits.

For example

A Brisbane 1954 **Karl Langer-designed furniture showroom** has undergone dramatic transformation into commercial offices—from neglect and detrimental changes to complete restoration, reconstruction and adaptive reuse. New owners purchased the dilapidated one-time furniture showroom, fully committed to restoring the building to its original design. Over the years, successive owners had made substantial alterations to the building and by early 2000 it had fallen into disrepair. Very little original fabric remained visible. An ambitious restoration project, its success is due to the large amount of clear evidence uncovered through investigation and research. An extensive survey of the existing building revealed parts of the original structure, remnants of original materials and architectural detailing that had been removed, covered or filled in. Careful historical research uncovered a large amount of documentary evidence such as original drawings and photographs detailing the front angled window, building structure and layout. Interviews with the original owner provided a detailed and thorough understanding of building use and original showroom layout. Converted to an office, rearranged new spaces at the back of the building and carefully designed and laid-out office fit out has maintained the significance of restored showroom spaces.



After restoration, West's furniture showroom (former), Fortitude Valley Photo: Christopher Frederick Jones Architectural Photographer



Before restoration, West's furniture showroom (former), Fortitude Valley Photo: Riddel Architecture

3.2 Avoid unnecessary changes to features, fabric and contents that help to tell the story of the place.

Many places have complex histories that have evolved over time. Surviving features, fabric and contents can contribute to the way people experience and understand the story of a place.

Actions

Required steps: Aim to preserve surviving evidence of the history of the place. Only reconstruct missing features where there is sufficient evidence to ensure that the reconstruction is accurate and would help to interpret the cultural heritage significance of the place.

Recommended actions: Generally resist the urge to tidy up unconventional features that contribute to an understanding of the story of the place.

Tips

- Identify and address issues of physical deterioration by proposing proven methods of conservation.
- Arrange an inspection of the condition of buildings, structures and grounds prior to planning the development—identifying problems caused by neglect and decay.
- Engage specialists that use traditional construction methods to match work to existing workmanship.
- Refer to EHP’s technical note series for more information on maintenance.

For example

Bulls Head Inn at Drayton is a rare surviving early inn for stage coach travellers. Significant for its intact construction and building techniques, its iron roof has original short sheets and roofing profile. As the building’s owners, the National Trust of Queensland applied for a grant to replace the roof after it developed a substantial leak. An investigation found that to replace the existing roof with an exact replica would be more complicated than anticipated. Difficulties in replacing fixings and likely rust in modern-day sheets (cut into short lengths to match the original roof) would undermine the longevity of the new roof. The Trust commissioned a further detailed inspection of the roof and the exact cause of the leak was established. It was found that deterioration of flashing around the dormer windows, rather than the actual roof sheeting, was the issue. Consequent repairs to flashing closely copied the original flashing and stopped the leak—and the original roof was able to be retained. The detailed investigation yielded a repair rather than a replacement of the roof—maintaining the authenticity of the inn and its visually prominent roof.



Royal Bulls Head Inn, Drayton, QHR 600838

3.3 Minimise alteration to significant features, fabric and contents.

Avoiding alteration of significant features, fabric and contents helps to preserve evidence of the history of a place.

Actions

Required steps: Consider how an alteration will impact on features and elements of a place such as architectural details, interior layout and decorative finishes, outbuildings, walls, fences, plantings, land forms and archaeological deposits.

Recommended actions: Cumulative small changes can be damaging over time. Try to retain signs of wear and tear that provide evidence of past use and add to the historic appearance of a place.

Tips

- Base alteration and reconstruction decisions on photos, drawings, plans and other past evidence.
- Set the goal to make changes in a way that lets the details of the place tell the story.
- In places that attract visitors, display and interpret the story of the place to improve public understanding and appreciation.

For example

Originally timber drying kilns, chambers at the **former Cooroy Lower Mill Site Kiln** have been adapted for use as woodworkers' workshops. The adaptation strategy committed to altering as little as possible of the original fabric and fittings while making the structures functional and secure for their new use. The approach included retaining the original bare concrete finish and much of the machinery—such as circulating fans, drive mechanisms, and internal steam pipes that heated the chambers. The adjacent boiler house, including boiler and steam engine, have also been retained and restored using a similar philosophy of altering as little as possible. The owners also retained original structures and machinery so that their former use as drying kilns can still be understood.



Timber drying kilns, Mill Place, Cooroy Lower Mill Site Kiln, Cooroy, QHR 602688 Photo: Mill Place Cooroy

Identify and address issues of physical deterioration by proposing proven methods of conservation.

It is important to use traditional techniques for conserving heritage places wherever possible. Only reconstruct missing features where there is sound evidence to support the historical accuracy of the reconstruction.

Actions

Required steps: Carry out urgent repairs as soon as possible using traditional construction methods to match existing workmanship.

Recommended actions: Conduct a maintenance inspection to assess the condition of buildings, structures and grounds.

Tips

- Address emergency maintenance issues immediately.
- In deciding reconstruction or repair works, set a clear objective to maintain evidence of significant values, associations and meaning that help tell the story of the place.
- Assume nothing. Get specialist advice. Sometimes modern techniques for reconstruction and repair may be warranted to yield a significant conservation benefit. Heritage conservation works can warrant unexpected, surprising and innovative approaches.
- Keep a record of all inspections and work undertaken. Use records for a comparative measure of condition over time.

For example

The 1892 **Ross River meatworks chimney** is a remnant of the first purpose built meat freezing works in Queensland and in the early 1900s had the largest capacity of any meatworks in Australasia. Saved by community action, the developers of the site worked with Townsville City Council to restore the chimney before construction of a proposed housing estate surrounding the chimney commenced.

A qualified specialist engineer with experience in heritage structures was engaged to investigate and report on the condition of the chimney and suggest appropriate conservation works. The engineering report supported the application for approvals to undertake the work. Addressing initial concerns over the structural stability of the chimney, the report proposed installing a steel frame within the chimney, a lightning protection system and a new roof to the chimney stack. The report also documented an assessment of brick work, mortar and exterior iron banding, as well as an assessment on removing graffiti. Work on the chimney included re-pointing brickwork, replacing damaged bricks and treating the iron bands. As per the advice, the owners did not remove graffiti, avoiding potential damage the brickwork.



Ross River meatworks chimney, Idalia, QHR 602719 Photo: Townsville City Council



Iron banding on Ross River meatworks chimney, Idalia, QHR 602719 Photo: Townsville City Council

3.4 Protect significant fabric up to the time the development is completed.

Inadvertent damage to existing significant fabric during construction can destroy significant and important features of a heritage place. During the planning stages of a development, analyse how construction work might impact on a place and establish a plan to protect significant fabric.

Actions

Required steps: Identify if there is a risk of damage to significant fabric and features of a place during construction.

Recommended actions: Specify the methods and locations of protection to be used during construction.

Tips

- Cover important architectural elements for protection during construction work.
- Don't fix temporary structures like fencing into significant fabric.
- Store valuable contents securely before commencing building work.

For example

Constructed between 1920 and 1930, **Brisbane City Hall** is significant for its use of local building materials and widely admired for its intact and decorative interiors which feature ornamental plaster work, mosaic tiled floors, marble, woodwork, joinery and leadlight panels. To avoid damage during a major project to conserve the building and upgrade building services, the project architects produced a technical specification for temporary protection of historic finishes and fixtures. The specification included a protection schedule nominating minimum standards of protective action. This included specifications for removing, safely packaging and storing light fittings, applying protective plywood coverings over door reveals and plaster panelling, covering to protect impacts on handrails and balustrades, and providing protective felt underlay and plywood lining to significant marble, parquet and mosaic floors.



Protective plywood covering installed over door reveals (front right of photo) and marble columns (back left of photo) during restoration of Brisbane City Hall, Brisbane, QHR 600065

3.5 Where aspects of development will unavoidably reduce cultural heritage significance, include measures to mitigate the loss.

In the cases where development activity will reduce or remove a feature of cultural heritage significance consider ways of reinforcing significance by other means—for example, by undertaking other conservation works, introducing elements such as interpretive stories that link future visitors to the place's past and making a permanent public record.

Actions

Required steps: Consider measures that provide conservation benefits outside of the scope of the proposed development.

Recommended actions: Where loss is unavoidable, make a permanent public record. Refer to EHP's *Guideline: Archival recording of heritage places*.

Tips

- Make a record of significant features, fabric, contents, associations and meanings that will otherwise be lost—and keep samples of significant fabrics.
- As part of good management practice, make a thorough list of changes to the place and keep it in a secure and accessible place for future reference.
- Plan and implement an interpretation strategy. For example, use records and mementos to tell the story so others can interpret the place's significance.

For example

First established in the late 1850s, the **St Mary's Roman Catholic Church Precinct** Ipswich comprises a large school campus as well as original church buildings—including a former convent, church, church hall and presbytery. A part of the school campus, the former 1884 convent was in a poor state of repair that limited its access and use. To enable continuing use, the Parish adapted the building to accommodate the school's administration functions. Key to the re-development, a new lift and staircase allows equitable access and meets fire safety requirements for upper floors. Filling a gap between the original convent and later chapel, the architects designed a new lift-well and stairwell to limit impact on the significance of the heritage buildings and their setting. They also extensively adapted internal spaces and demolished some existing fabric, including creating new openings in some significant internal walls. Extensive work to conserve other existing building fabric mitigated the impact of the new lift and other necessary interventions. The conservation work included reconstructing enclosed verandas to their original open configuration; removing surface-mounted building services and carefully concealing new building services which were adversely impacting the visual significance of the buildings; extensive repairs to termite damaged areas, plaster work and damp-affected masonry. They also recreated early external and internal colour schemes. The original stove is conserved in the stove recess in the room that was the kitchen.



New lift shaft in the gap between buildings at former convent, St Mary's Roman Catholic Precinct, QHR 600577 Photo: Angus Martin

4. Use and manage the place in ways that will conserve it into the future

4.1 Avoid a change of use that is not compatible with conserving heritage values.

If proposing a change of use, consider alternatives and explore options that have lower impacts on cultural heritage significance. Also consider how managing and using a place can contribute to its long-term conservation.

Actions

Required steps: Explore options, taking full account of the implications of a change of use such as changed functional requirements or user expectations.

Recommended actions: Where it is not feasible to continue the place's long-term or historical use (always preferable), or where a place is neglected, identify a new compatible use that can revitalise a place and contribute to its long-term conservation.

Tips

- Propose a use that minimises alteration and capitalises on the place's story—maximising public interest and potential income streams through, for example, tourism or commercial use.
- Manage the place to ensure long term conservation. Program repairs and maintenance, clearly describing ongoing works in the conservation management plan. Refer to EHP's *technical note series for advice on minor repairs and maintenance*.
- Undertake essential work to improve and prolong useability of a place, for example by maintaining or improving security or stabilising structure.
- Think creatively about the place. Some ruins may not be suited to re-use but can be stabilised and preserved to enhance the cultural heritage experience.

For example

The former **Petrie Terrace Police Depot** in inner Brisbane sat vacant for 20 years, suffering extensive deterioration and damage. A major redevelopment involving commercial, retail and cinema space has rejuvenated and transformed the site into a functional, popular, commercial hub—ensuring the place will be preserved, secure and well-maintained in the long-term. The developers designed new buildings and structures, integrating them with the original buildings. They extensively conserved the existing building fabric of the former police depot building, and adapted internal building spaces to new use while minimising alterations to the building's original layout.



'The Barracks', Petrie Terrace Police Depot (former), Petrie Terrace, QHR 601894 Photo: QM Properties and Property Solutions

4.2 Minimise the impact of alterations needed to meet regulatory standards or operational requirements.

Opt for solutions that minimise impact on cultural heritage significance. Carefully analyse regulatory requirements and thoroughly assess cultural heritage significance to balance best practice in service and operational design and building conservation.

Actions

Required steps: Think creatively and employ careful design solutions. Consider whether redundant features still have a place in telling the story.

Recommended actions: Substantiate proposed changes by referring to the relevant regulations or technical and environmental standards.

Tips

- Explore several design options to balance regulatory requirements and minimise impact on cultural heritage significance.
- Stabilise the structure and prioritise essential work such as maintaining or improving security.
- When installing modern services, explore a range of solutions to avoid unnecessary modifications or damage to significant features and fabric

For example

The **Commissariat Store (former)** in Brisbane is one of Queensland's oldest buildings, being one of only two buildings that survive from the penal settlement of Moreton Bay. As part of a project plan to conserve the building (and museum that it houses), the project team creatively explored and investigated several options for equitable access. They ultimately chose to install an internal platform lift in a space that previously housed a non-significant staircase. This access option minimised disturbance to significant fabric, ensured equitable access for all building users, was cost-effective and facilitated circulation patterns and layout of exhibition spaces. The architect designed the slow-moving glass platform lift to preserve the internal ambience of the building and maximise the view and experience of interior spaces when moving between levels. The project plan also addressed code requirements for fire safety. The project team successfully negotiated with assessing authorities to install the open-sided lift rather than a lift with a fire-isolated shaft, as required by the building code. They also agreed and installed further fire safety requirements to offset this departure from the regulation. These included upgrading emergency lighting, altering hardware to existing exit doors for ease of exit, and installing a local alarm system with manual call points at exits on each level.



Platform lift, Commissariat Store (former), Brisbane, QHR 600176 Photo: Michael Kennedy Architect

4.3 Take care that future development is consistent with the long-term conservation of the place.

Careful scrutiny of master planning—to reveal immediate and possible long-term impact of proposed development—will ensure the development is compatible with the conservation objectives of the place.

Actions

Required steps: Consider how future development that may flow from a master plan, material change of use, or reconfiguration of a lot will impact on cultural heritage significance.

Recommended actions: Avoid creating a risk of in-principle or implicit approval of high-impact future development.

Tips

- Carefully assess both the future requirements of the place and its heritage significance—to identify solutions that minimise impact on heritage values.
- Be prepared to invite and explore a number of design solutions before settling on the best option—balancing both future and heritage requirements.
- Minimise the cumulative impact of minor changes that may take place over time.

For example

The Cairns Cityport precinct redevelopment rationalised port operations—providing new buildings and spaces to help integrate the **Cairns Wharf Complex** and port area with the city centre. The waterside area of the port precinct includes significant buildings and open spaces. Having earmarked the areas for revitalisation, the project team devised a master plan to guide appropriate development, including minimising alterations to existing significant buildings, introducing compatible uses, and appropriately designing new buildings. Among its many outcomes, the master plan proposed developing Wharf Shed No.3. The project revitalised the original wharf shed, repurposing it as a cruise liner terminal. The project upgraded the building to meet current building and cyclonic standards and retain culturally significant elements, including the original clock tower. Interpretive panels and artwork integrated into the design of the facility help users fully appreciate the significance of this historic, functioning wharf facility.



*Cairns Cruise Liner Terminal, Cairns Wharf Complex, Cairns, QHR 601790
Photo: Scott Burrows*



*Cairns Cruise Liner Terminal, Cairns Wharf Complex, Cairns, QHR 601790
Photo: Scott Burrows*

5. Safeguard the archaeological potential of the place.

5.1 Investigate archaeological potential and, where appropriate, provide for the protection and management of archaeological artefacts.

Assessing and investigating the archaeological potential of a site in the early stages of planning a project will minimise the risk of issues and delays once work commences. Some aspects of significance are not obvious or well known. If an unexpected discovery is made, stop work and contact EHP for advice.

Actions

Required steps: Check the heritage register to determine the place's archaeological potential. If the register notes archaeological potential, make an initial archaeological assessment followed by an archaeological management plan in accordance with EHP's Guideline: Archaeological Investigations and Guideline: Preparing a heritage impact statement.

Recommended actions: Where possible, avoid disturbing areas that may contain archaeological artefacts. Refer to EHP's Guideline: Archaeological investigations.

Tips

- Use EHP's *Guideline: Archaeological investigations* to make an initial archaeological assessment.
- If the heritage register indicates the place's archaeological potential, prepare an initial archaeological assessment followed by an archaeological management plan for the place.
- Refer to EHP's *Guideline: Heritage impact statement* for development application requirements relating to archaeological potential
- Refer to Brisbane's Archaeological Plan—www.ehp.qld.gov.au/heritage/documents/brisbane_cbd_archaeological_plan.pdf for a plan outlining archaeological potential of the central business district of Brisbane. This plan highlights potential archaeological resources so property owners, managers and developers can take these into account when planning development.

For example

On the site of an historic port on the banks of the Bremer River, Ipswich City Council proposed the 'River Heart Parklands' development. The proposal included a boardwalk where **remnants of the original Ipswich Town Wharves** were located. The wharf was part of one of the first river ports established in the colony and played a vital role in the growth of the City of Ipswich. Prior to development, the Ipswich City Council commissioned an underwater archaeological survey of the affected river bed—considered a site of archaeological potential. The survey found a number of artefacts and confirmed the site as an area of archaeological significance. To ensure no significant artefacts were destroyed during the construction of the boardwalk, experts placed markers where the piles of the boardwalk were to be driven into the river bed, and a marine archaeologist probed these locations more closely—removing the artefacts that were present. The local authority now has care of the artefacts recovered during both surveys.



Boardwalk, River Heart Parklands, Bremer River, Ipswich, QHR 602567
Photo: Ipswich City Council

6. Design new buildings, additions and infill structures that respond to the cultural heritage significance of the place.

6.1 In the design of new work, avoid changes that reduce cultural heritage significance, or propose options that include measures to minimise and mitigate losses of cultural heritage significance.

The design of new work can have considerable impact on the significance of the place and its setting.

Actions

Required steps: Take a cautious approach to new design—informed by a careful understanding of the place's values.

Recommended actions: While there are no hard and fast rules about new design, generally avoid close copies of historic styles and building forms, heights and finishes that are dramatically out of scale or character with the place and its established context.

Tips

- Take account of the aesthetic values, historic character and established setting of the place in the design.
- Consider using building forms, heights and finishes that complement or sit within existing forms, heights, layout and finishes.
- Avoid copying historic styles. As a general rule, new work should be distinguishable from existing.
- Try not to allow new work to disrupt the way people experience and understand the place's heritage significance.

For example

Brisbane City Council redeveloped the **New Farm Powerhouse** in inner Brisbane—transforming it from an abandoned building in a state of ruin (due in part to an aborted demolition attempt) into a theatre, gallery and multipurpose arts centre. Even though building fabric was in a derelict state, the new design aimed to preserve most of the remnant structure as evidence of the place's history as an industrial site and later as a derelict building where the homeless found shelter. The project team retained pieces of equipment, existing fixtures and graffiti to reveal the place's history—becoming an integral and unique part of the experience of the place. The scale and arrangement of new infill building work takes account of the established setting of the powerhouse ruins and their significance while design and new materials contrast with the aged patina of the original brickwork and concrete building—adding another visible layer to the place's history.



Brisbane Powerhouse, New Farm, Brisbane City Council Heritage Register

6.2 Where the relationship between built and open spaces is important to the cultural heritage significance of the place, avoid disrupting the arrangement of these spaces.

Identify and maintain the arrangement of significant spaces. How people access, move around and between internal and external spaces can contribute to their experience of the place's cultural heritage. Keep significant open spaces clear of new work and maintain significant paths of movement through a place and between internal and external spaces.

Actions

Required steps: Analyse the spatial arrangements, landscapes and patterns of movement at the place to understand how they contribute to its cultural heritage significance.

Recommended actions: Locate and design new work unobtrusively. Design infill to fit into existing significant spatial patterns and layout. Avoid designs that are at odds with heritage significance or conservation objectives.

Tips

- Avoid tall buildings that are dramatically out of scale with the predominant visual character of the area.
- Consider the wider context, such as the rhythm of streetscapes set by historic buildings and cadastre.
- Position additions and new work so that significant movement patterns or important lines of sight are not disrupted.

For example

The **former National Australia Bank** building is an important 1880s commercial building with high streetscape value. Today, the redeveloped and extended building accommodates commercial offices. Prior to development, the project team investigated a number of proposals. The final design involved removing some significant 1920s additions—approved on the argument that the benefits of the new design in conserving the former bank building would outweigh the loss of the more recent buildings of lesser significance. Architects designed the new extension to look like a separate building. A deep recess in the façade provides a clear visual gap between new work and the original building. A slight set back of the new façade behind the line of the historic building façade helps further reinforce the formal qualities of the bank building and maintain its dominant streetscape presence. Materials, architectural detailing, scale, position and layout of the surrounding spaces of the development respond directly to the context of the street. In addition, the team was able to avoid major physical changes to the heritage building by accommodating a new lift, fire stairs and services within the new extension.



*Close up of extension to National Australia Bank, Brisbane, QHR 600153
Photo: Jon Linkins*



*Site prior to development, National Australia Bank, Brisbane, QHR 600153
Photo: Riddel Architecture*

7. Design the development as an integral part of the setting for experiencing the cultural heritage significance of the place.

7.1 Avoid changes to the setting of the place that would reduce understanding and appreciation of its cultural heritage significance.

The surroundings of a heritage place may positively or negatively contribute to how people perceive or experience its cultural heritage significance. Careful analysis and assessment of the characteristics of the setting should inform the design of the development.

Actions

Required steps: Where important to the cultural heritage significance of the place, maintain an intact or compatible context by responding to the predominant character of the setting.

Recommended actions: Maintain or improve the experience of the cultural heritage significance of a place by protecting and reinforcing positive attributes and reducing negative aspects where the setting is degraded.

Tips

- When assessing character, consider factors such as density, urban form, scale, setbacks, location and orientation of new structures. Other factors to consider include landmarks, vehicle access and parking, use, topography, historical association, materials and finishes.
- Design new elements to suit the predominant character of the place and its surroundings.
- Provide an appropriate level of amenity to the place and adjacent public space.

For example

One of the tallest structures in Warwick, **St Mary's Church** is a significant local landmark. Prompted by a government initiative to improve the safety of pedestrians and school students at the nearby split-campus primary school adjacent to the Cunningham Highway, the Department of Transport and Main Roads put forward proposals to construct either an overhead walkway or underground pedestrian link adjacent to the church. The department began a formal process of community consultation to explore these options. After advice and consultation, decision-makers chose the underground pedestrian link—considered the most effective solution with the least visual impact on the landmark significance of the church. The design of the underpass ensured openings, lifts and associated structures and landscaping did not disrupt the setting or impede views to or from the church.



*Underpass with lift in foreground of St Mary's Church, Warwick, QHR 600959
Photo: S. O'Keefe*

7.2 Minimise the impact on the setting of intrusive features or significant changes to the historic pattern of development.

Reflect the historic pattern of development in the design to create a setting that helps people engage with the heritage significance of the place.

Actions

Required steps: Design carefully to suit the context by considering the established, significant attributes of the place including cadastral patterns, urban form, setbacks, landmarks, patterns of use and movement, predominant building materials and architectural styles, spatial character, landscapes and views.

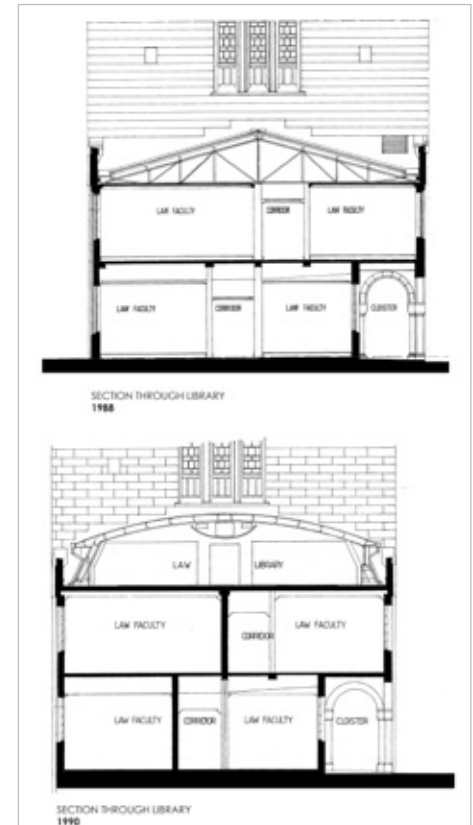
Recommended actions: Design features that tell the place's story, for example—reconstruct missing built and natural features, reinforce the historic patterns of development, open up views significant to the place.

Tips

- Maintain or improve significant patterns of movement and access to and around the place.
- Design the development to strengthen people's experience of the place's heritage. For example, reconstruct missing built and natural features, reinforce the historic patterns of development, open up views to the place, and improve access and amenity.

For example

The architect's design for an additional floor on the original sandstone clad quadrangle at the University of Queensland increased floor area by 50% while minimising the impact on the cultural heritage significance of the **Great Court Complex**. To accommodate a new law library, the architects designed a habitable mansard roof to the top of the building. Keeping a low profile (the newer roof line is just visible above facade wall) the extra level has little visual impact on the main façade which is significant to the setting of the Great Court Complex. This design strategy retains existing floor levels with minimal disruption to existing building openings, layout and materials.



Before and after section of building the University of Queensland Law Library Images Riddel Architecture



Great Court Complex, QHR 601025 Photo: Riddel Architecture

8. Development must not substantially reduce or destroy cultural heritage significance.

8.1 Consider whether the proposed change substantially diminishes heritage values. Such proposals can only be approved where it is established that there is no prudent and feasible alternative.

Applications that propose substantial reduction to cultural heritage significance or destruction of a place on the Queensland Heritage Register can only be approved if applicants demonstrate that there is no prudent and feasible alternative to the loss. If assessing agencies approve an application for development that would substantially damage or destroy cultural heritage significance, wherever possible steps must be taken to mitigate the loss, record the place and, if appropriate, interpret its history.

Actions

Required steps: Explore all alternatives to demolition that conserve the place. Where no alternatives are possible, make applications in accordance with EHP's Guideline: No prudent and feasible alternative. Set out all assumptions, sources of data and information and methodologies.

Recommended actions: Think innovatively about solutions to incorporating the heritage place into the new development—and explore creative solutions at the earliest possible stage of the development proposal.

Tips

- Note that poor condition and decay as a consequence of avoidable neglect is not a compelling rationale supporting 'no prudent or feasible alternative.'
- Document decision-making criteria, including risk assessments.
- Where making a case for no prudent or feasible alternative, properly address health, safety and economic grounds. The case needs to set out all assumptions, sources of data, information and methodologies. Refer to EHP's *Guideline: No prudent or feasible alternative*.
- The case for no prudent or feasible alternative should be open to public comment and review.

For example

The former Wheat Creek Culvert survived undisturbed under a major intersection for many years until it lay in the path of a major new tunnel to link public transport routes in Brisbane's CBD. In considering the case for its removal, the assessing agency required the development application to clearly demonstrate the public transport need and lack of viable alternatives to prove there was no prudent and feasible alternative to demolishing the culvert. To communicate this little-known and formerly hidden history of early Brisbane infrastructure, the project team reconstructed a portion of the culvert inside the bus way connected to the tunnel. Interpretative panels explain the history of the culvert and how it came to be there.



Reconstructed Wheat Creek Culvert, Brisbane, QHR 602218



Wheat Creek Culvert during excavation, Brisbane, QHR 602218

Further information

The department encourages you to discuss your plans with one of its heritage officers before making an application. Call 13 74 68 (13QGOV) and ask to speak to a heritage officer in the region in which the heritage place is located.

The Queensland Heritage Register and EHP heritage publications are located on the heritage pages of the EHP website at www.ehp.qld.gov.au



New lift shaft in the gap between buildings at former convent, St Mary's Roman Catholic Precinct QHR 600577 Photo: Angus Martin

