



Guideline: State Development Assessment Provisions

State Code 14: Queensland heritage



This guideline replaces *Guideline: No prudent and feasible alternative* (July 2013) and *Guideline: Preparing a heritage impact statement* (2015).

Prepared by Heritage Branch, Department of Environment and Heritage Protection.

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This guideline has been prepared under section 173 (1) (b) of the *Queensland Heritage Act 1992* to guide development on State Heritage Places. It is part of a series of guidelines produced by the Department of Environment and Heritage Protection to help Queenslanders respond to the requirements of the State Development Assessment Provisions State Code 14: Queensland heritage.

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1.0 Introduction

This guideline explains how to comply with *State Code 14: Queensland heritage of the State Development Assessment Provisions* (SDAP)

The SDAP is a statutory document and is prescribed in the *Planning Regulation 2017*. The SDAP defines the state’s interest in development assessment and the matters considered when a development application is assessed.

State Code 14: Queensland heritage applies to development defined in the *Planning Act 2016* and *Planning Regulation 2017* as:

- development on a State Heritage Place
- material change of use on land adjoining a State Heritage Place

To view SDAP *State Code 14: Queensland heritage* go to www.dilgp.qld.gov.au/planning/development-assessment/state-development-assessment-provisions.html.

For information on the development assessment system including application steps and process go to www.dilgp.qld.gov.au/planning/development-assessment.html.

This guideline is advice only. Conforming to its requirements does not guarantee compliance with other laws or regulations.

2.0 Recommended actions before lodging a development application



- Check the proposal is assessable development:
 - › for development on a State Heritage Place:
 - › check the proposal is not exempt development (see section 3.2 below)
 - › confirm if the development proposal is eligible for a General Exemption Certificate or Exemption Certificate (see section 3.2.1 and 3.2.2 below).
 - › for development on land adjoining a State Heritage Place:
 - › check the proposed material change of use on land adjoining the State Heritage Place is not excluded (see section 3.4 below).
- Refer to the entry in the Queensland Heritage Register and, where possible, obtain a copy of any existing archaeological management plan or Conservation Management Plan (CMP) regarding the place.
- To ensure Queensland Heritage Register details are current and accurate, consider requesting a certified copy of the entry for the State Heritage Place before commencing development design and planning. You need to complete the *Application form: Request for a certified copy of entry* (refer to www.qld.gov.au/environment/land/heritage/register/search).
- Obtain owner's consent where you are not the owner of the lot where development is proposed.
- Undertake a design and planning process based on the checklist in *Guideline: Developing heritage places—Using the development criteria* at www.qld.gov.au/environment/land/heritage/publications/ and the principles of *The Australia ICOMOS Charter for Places of Cultural Significance 2013* (Burra Charter) at australia.icomos.org/publications/charters/
- Consider employing a heritage consultant or appropriately qualified professional to undertake or assist the design process.
- Request a pre-lodgement meeting with the State Assessment Referral Agency (SARA) of the Department of Infrastructure Local Government and Planning (DILGP) to discuss preliminary development intentions and requirements for preparing a heritage impact statement. To request a pre-lodgement meeting with SARA, apply online through the MYDAS portal at www.dilgp.qld.gov.au/planning/development-assessment/electronic-lodgement.html or complete a pre-lodgement form available at dilgp.qld.gov.au/planning/development-assessment/preparation.html and send it directly to your local regional office.
- Where major works are proposed and there is no CMP, consider preparing a CMP in accordance with *Guideline: Conservation Management Plan* available at www.qld.gov.au/environment/land/heritage/publications/
- Prepare a heritage impact statement in accordance with this guideline (refer to Section 4.o).

3.0 Assessable development

3.1 Definition of ‘development’ on a State Heritage Place

The *Planning Act 2016* (Planning Act) and the *Queensland Heritage Act 1992* (Heritage Act) regulate development on State Heritage Places (places entered on the Queensland Heritage Register) to protect their cultural heritage significance and ensure their values are not unduly or inadvertently reduced, damaged or destroyed.

Within the heritage register boundary of a State Heritage Place, the definition of assessable development includes reconfiguring a lot, material change of use, operational work and building work. At a State Heritage Place, building work also includes activities that are not normally described as assessable 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 artefacts
- altering, repairing or removing features or elements 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.

3.2 Exempt development on a State Heritage Place

Even though the definition of development is expanded for State Heritage Places, the Heritage Act and the Planning Act also exempt certain development from assessment including:

- development subject to either a General Exemption Certificate or an Exemption Certificate (refer to 3.2.1 and 3.2.2)
- development carried out by the Queensland Government
- development for liturgical purposes at a place used for public worship
- development which occurs within a Priority Development Area.

Note that whilst some works forming part of a development proposal may be subject to an approved Exemption Certificate, other parts of the proposal may be assessable development, which requires requiring the lodgement of a development application with local government or SARA. In these circumstances, ensure the Exemption Certificate is lodged and approved **prior to lodgement** of the development application so that the proposed works are exempt rather than assessable at the time of lodgement.

3.2.1 Exempt development—General Exemption Certificate

Development which is covered by a General Exemption Certificate does not require assessment under the Planning Act or against the SDAP. Two General Exemption Certificates (one for war memorials and one for all other State Heritage Places) specify a range of ongoing maintenance and minor work that can be carried out in accordance with conditions set out in the General Exemption Certificates without the need for further approval. View the General Exemption Certificates at www.qld.gov.au/environment/land/heritage/development/exemptions/

3.2.2 Exempt development—Exemption Certificate

Development that will have no more than a minimal detrimental impact on the cultural heritage significance of a State Heritage Place may be eligible for an Exemption Certificate. This type of development is assessed and decided by EHP in accordance with the Heritage Act using a separate process to the Integrated Development Assessment System (IDAS) required under the Planning Act. Refer to www.qld.gov.au/environment/land/heritage/development/certificate/ for further information.

Note that while some works forming part of a development proposal might be subject to an approved Exemption Certificate, other parts of the proposal may be assessable development requiring the lodgement of a development application with SARA. In these circumstances, complete the Exemption Certificate approval process before lodging a development application.

3.3 Development on land adjoining a State Heritage Place

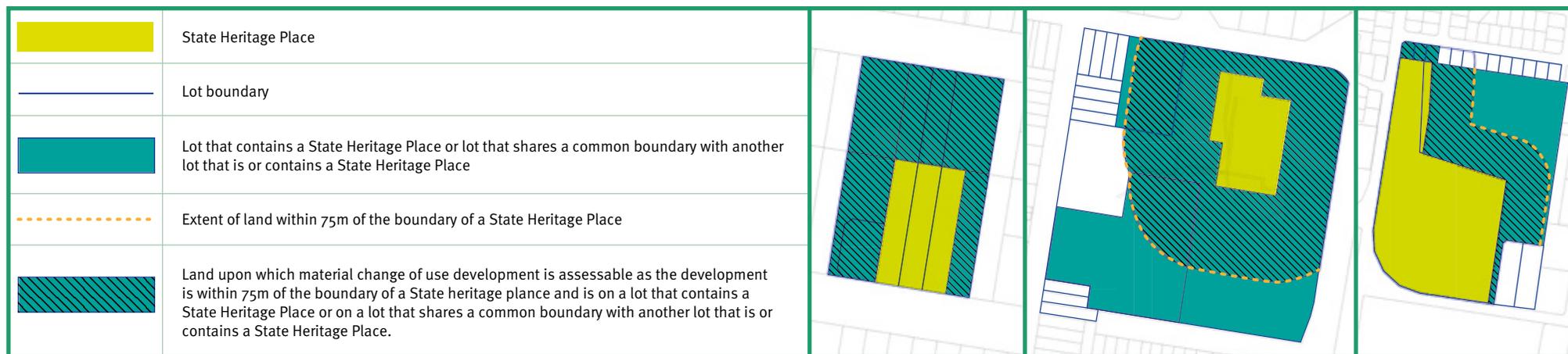
Under the Planning Regulation, assessment of development on land adjoining a State Heritage Place applies to material change of use applications only. Material change of use of premises is assessable development if the material change of use is carried out on a lot that shares a common boundary with another lot that is or contains a State Heritage Place; or, the material change of use is carried out on a lot that contains a State Heritage Place but is not carried out on the State Heritage Place.

Adjoining means premises that share a common boundary with a State Heritage Place including premises that meet at a single point on a common boundary.

3.4 Excluded development on land adjoining a State Heritage Place

The Planning Act specifically excludes from assessment some types of material change of use development on land adjoining a State Heritage Place. These include:

- a material change of use adjoining a state archaeological heritage place
- a material change of use more than 75m from the boundary of a lot comprising or containing a State Heritage Place
- building of a dwelling house more than 25m from the boundary of a lot comprising or containing a State Heritage Place
- building single storey buildings or structures—other than a dwelling house—that have a height of less than 3.5m
- the internal alteration of existing buildings or structures
- external alteration of existing buildings or structures that is minor building work. Minor building work is defined as building work that increases the gross floor area of a building by no more than the lesser of the following—50 square meters or an area equal to 5% of the gross floor area of the building.



4.0 Preparing a heritage impact statement

A heritage impact statement should be included with an application for proposed development on a State Heritage Place or proposed material change of use development on land adjoining a State Heritage Place.

A heritage impact statement identifies and evaluates the extent of potential impact that a proposed development will have on the cultural heritage significance of a State Heritage Place. Heritage impact statements vary in content and extent depending on the specific circumstances of a place and the type and level of proposed impact.

4.1 Heritage impact statement information requirements

The heritage impact statement should present:

1. An understanding of the significance of the State Heritage Place or places

Provide a broad statement with reference to the Queensland Heritage Register entry for the place and any relevant documents such as a CMP. Include recent photographs of the place and show all areas that will be affected by the development.

2. An overview of the development proposed in the application

Describe the proposed development, setting out the reasons for undertaking the development and including any relevant background information. Provide a list of the changes or types of changes proposed, referring to relevant supporting documents such as reports and measured drawings. Include an analysis of heritage issues affecting the proposal and the conservation priorities that have guided development outcomes.

3. Detailed assessment of each change or type of change against SDAP Code 14

For each listed change or type of change demonstrate compliance with the relevant performance outcomes of State Code 14 by:

- showing what elements or aspects of the heritage place are impacted by the change
- providing an analysis of the detrimental impact on the cultural heritage significance of the place, including rationale for the change, any alternative solutions considered, and measures or work methods that reduce detrimental impact
- outlining aspects of the development which aim to conserve the cultural heritage significance of the place
- explaining how the development responds to conservation policies from a CMP, articles of the Burra Charter or guiding conservation policies drafted specifically for the State Heritage Place.

Refer to Section 5.0 for detailed guidance on how to respond to each performance outcome that may apply to the proposal.

4. Supporting documents

Provide documents that help to explain and support the proposal. These may include:

- Professionally prepared technical documentation
 - › Clearly show how the new development and the existing heritage place interrelate (for example, structural assessments, arborist's reports, condition reports).
 - › Documentation should include scaled site plans indicating the relationship of the proposal with the heritage register boundary, the cadastral boundary, and the significant heritage fabric and elements as described in the Queensland Heritage Register entry (for example, buildings, structures, fixed objects, vegetation).
 - › Arborist's reports should be prepared with reference to AS4970.
- Professionally prepared scaled drawings
 - › Sufficient to show how a design response seeks to avoid, minimise and mitigate impacts on cultural heritage significance (such as a site plan, floor plans, elevations, sections, plan projections, elevations, architectural drawings, artist's representations, imagery and 3D representations).
 - › Include plans to show the extent of any alterations or demolition at the State Heritage Place.
- Construction Management Plan and/or a Schedule of works
 - › Where building work is proposed as part of development, a heritage impact statement needs to refer to relevant sections of a Construction Management Plan, to show how damage will be avoided during construction at or on land adjoining a State Heritage Place.
 - › Specific risks that should be addressed may include the impacts of construction activities such as vibration, vehicular movement and storage of materials.
 - › Construction methodology may also propose measures to ensure demolition is limited to certain elements (such as a schedule of works that references rooms and areas of the place) as well as temporary protection measures to protect delicate elements from incidental damage or the effects of increased weathering.
- Brief for archival recording
 - › Archival recording may be proposed to mitigate the detrimental impact of development but it is not a substitute for the continued conservation of significant features of a place.
 - › Archival recording should be considered when development proposes to dramatically change a place, particularly if that place has significance for its intactness, or has remained unchanged for a substantial period of time.
 - › The brief for archival recording should be prepared by a suitably qualified person (for example, a heritage consultant who is a member of ICOMOS Australia) and with reference to EHP guidelines, *Guideline: Archival Recording of Heritage Places* available at www.qld.gov.au/environment/land/heritage/publications.

4.2 Heritage impact statement supporting references

In responding to the requirements of *SDAP State code 14: Queensland heritage* a heritage impact statement should be based on the information and principles contained in the following documents:

Entry in the Queensland Heritage Register for the State Heritage Place

- All parts of a State Heritage Place are significant with the known features of a place (that create its cultural heritage significance) described in the place's entry on the Queensland Heritage Register. It is essential to understand and confirm the extent of cultural heritage significance of a State Heritage Place by referring to all parts an entry in the Heritage Register (including the statement of significance, history, and description). Development design and planning should be directly informed by and respond to cultural heritage significance.
- State Heritage Places are defined by a heritage register boundary which is illustrated on a cadastral map included with each entry on the Queensland Heritage Register. Sometimes site plan and aerial information is also displayed on these maps. The Heritage Register boundary map or maps may also provide a spatial depiction of significant features of a place.
- The Queensland Heritage Register is available at www.qld.gov.au/environment/land/heritage/register

Principles of *The Australia ICOMOS Charter for Places of Cultural Significance 2013 (Burra Charter)*

- Development assessment advice from EHP is based on the principles of the Burra Charter. The Burra Charter principles represent best-practice heritage conservation and are available at australia.icomos.org/publications/burra-charter-practice-notes/

EHP Guideline: *Developing heritage places—Using the development criteria*

- EHP assesses compliance of development applications with this guideline which is available at www.qld.gov.au/environment/land/heritage/publications. It is recommended all applicants complete the guideline's heritage development checklist to identify the set of heritage requirements that are relevant to their development application and undertake a design and planning process in line with the guideline's following heritage development criteria:
 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 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.

Conservation Management Plan (CMP), archaeological management plan, or other conservation policies for the place

- A CMP guides owners, managers and assessing authorities to make decisions about conserving and managing a heritage place. It identifies the place's cultural heritage significance, sets out conservation policies, and provides strategies to put these policies into action.
- Where major works are proposed and there is no CMP, consider preparing a CMP in compliance with *Guideline: Conservation Management Plan* available at www.qld.gov.au/environment/land/heritage/publications/
- An archaeological management plan outlines policies to guide conservation management of archaeological artefacts impacted by development works. Where a place has archaeological potential consider preparing an archaeological management plan in compliance with *Guideline: Archaeological Investigations* available at www.qld.gov.au/environment/land/heritage/publications/

5.0 Addressing performance outcomes of SDAP State Code 14

Development on a State Heritage Place is assessed against Performance Outcome 1 (PO1), Performance Outcome 2 (PO2) and Performance Outcome 3 (PO3).

All development on a State Heritage Place that would destroy or substantially reduce the cultural heritage significance of a place is assessed only against Performance Outcome 4 (PO4). To destroy or substantially reduce cultural heritage significance means that development:

- would most likely result in removal of the place from the Queensland Heritage Register; or
- destroys the whole of the State Heritage Place, including all significant features and elements that sit within the heritage boundary; or
- physically removes or relocates from the site all of the significant features or elements within the heritage boundary (for example, an honour roll on a wall or building or structure).

Development on land adjoining a State Heritage Place is assessed against Performance Outcome 5 (PO5).



Performance Outcome 1 (PO1)

Development of a State Heritage Place:

1. Does not have a detrimental impact on the **cultural heritage significance** of the **State Heritage Place**; or
2. Where it is demonstrated that 1. is not reasonably achievable:
 - a. minimises and mitigates unavoidable detrimental impacts on its **cultural heritage significance**
 - b. provides opportunities for public appreciation of its **cultural heritage significance**
 - c. where adaptive reuse is proposed, is compatible with its ongoing **conservation** management.

Context

The objective of PO1 is to protect the cultural heritage significance of State Heritage Places from avoidable detrimental impact. It is not the scale of proposed change but the impact on cultural heritage significance of a place that is the focus of assessment against PO1.

Proposals that comply with PO1 – 2(a) may be considered to meet PO1 overall. Changes proposed that meet PO1 – 2(b) and PO1 – 2(c) but do not meet PO1 -2(a) are unlikely to meet PO1 overall.

PO1.1

Development considerations

Development satisfying PO1 – 1, may be eligible for a General Exemption Certificate or Exemption Certificate (see 2.2.2). However, in certain circumstances the scale of the proposal is too large for an Exemption Certificate to be a suitable assessment pathway, irrespective of the proposal's preservation of cultural heritage significance. Examples include:

- major restoration works of the entirety of a place, including its surrounding open space
- major internal additions to floor space such as excavating new basements or converting voids into mezzanine floors to avoid or minimise detrimental impact on the cultural heritage significance of a place
- major demolition to remove non-significant fabric or recent additions (for example if the scale of the demolition exceeds the scale of the significant parts of the place).

Specific information requirements

In addition to the heritage impact statement information requirements outlined in 4.0 the application should include a statement of sufficient detail and supporting information that explains the rationale for the change and how the change will not result in detrimental impact on the cultural heritage significance of the place.

Development example

Opened in 1930 on Armistice Day (now Remembrance Day) **Anzac Square** is Queensland's state memorial to citizens who served their country in conflict and in peace. As part of a staged project, the Shrine of Memories and Memorial Crypt in the undercroft of Anzac Square underwent careful conservation which involved a wide range of development works. Guided by a conservation management plan, the project has had minimal impact on cultural heritage significance with careful installation of new services and visitor education facilities improving public accessibility and enhancing public understanding of the commemorative function of Anzac Square.

A heritage impact statement submitted as part of the development application describes how each aspect of the proposed works responds to conservation policies outlined in the CMP and provides an outline of the design and planning strategies employed to avoid or limit impact. These included limiting removal of significant fabric by installing service infrastructure (power, data, communications, audiovisual, security, mechanical) in less sensitive, previously modified parts of the building and locating new additions such as accessibility ramps, where they do not disrupt the landscape setting or significant views to the place.

The project also involved conservation works to stem deterioration of significant stone work resulting from water infiltration. A historic 19th-century wall uncovered during development was also conserved and showcased as part of the spaces to enhance interpretation of the site's history.



Anzac Square Memorial, Brisbane (QHR600062).
Photos: Brisbane City Council

PO1.2 (a)

Development considerations

This Performance Outcome requires an application to show why detrimental impact on cultural heritage significance could not be reasonably avoided, and what development design and planning strategies are applied to minimise and mitigate detrimental impact caused.

To demonstrate unavoidable detrimental impact, a range of development alternatives and design solutions should be investigated, so that the proposal achieves an optimum balance between minimal impact and development requirements.

Minimising impact means to devise and employ design and planning strategies to lessen impact wherever possible, for example, employing specific construction techniques that require less removal or destruction of significant fabric than standard construction techniques.

Mitigating impact means to compensate for any loss or destruction of cultural heritage significance by incorporating additional works or strategies that benefit or enhance cultural heritage significance at the place. For example, incorporating conservation works in addition to the development works.

Specific information requirements

In addition to information requirements in 4.0, for proposals involving detrimental impact resulting in extensive destruction of cultural heritage significance—such as the complete demolition of a significant building or structure (on a site where a number of other significant buildings are retained on site); or, the demolition of a substantial part of significant building where it is the only significant element on the site - a heritage impact statement should demonstrate that the removal or demolition of part of the State heritage place is unavoidable by including:

- an investigation of a range of options, an analysis of the degree of impact on cultural heritage significance for each option investigated and a clear explanation why alternatives with lesser impact were not chosen. Alternatives investigated should include the optimum development with minimum impact on cultural heritage significance.
- a public engagement report that assesses the public benefit of the proposed development and its impact where there is detrimental impact on the social significance of a place
- where demolition of significant fabric is proposed, an explanation of:
 - › if the demolition is essential for the place to function and how the approach to demolition is sympathetic to the heritage values of the place (for example, creating openings in internal walls rather than removing the entire wall)
 - › if any other important features or adjacent structures and/or landscape will be affected by demolition and how
 - › why the fabric cannot be repaired if the demolition is the result of deterioration or unsound condition.

Development example

Designed by prominent architect Robin Dods and opened in 1911 the **Whitty Building at the Mater Hospital**, South Brisbane has significant historical value as part of the original Mater Public Hospital. The layout of the building is particularly rare - the original wards and their naturally ventilated verandahs are based on the historic 'Nightingale' ward design which is recognized for its butterfly 'X' plan.

This adaptive reuse development transforms the original building into an education centre for a tertiary teaching facility. Sensitive design and integration of contemporary building infill and additions, and the careful conservation and restoration of significant physical features and fabric, ensures changes required to accommodate new uses minimise impact on the building's significance.

A key feature of the development is the insertion of a glazed atrium as a communal public space to create a campus 'hub'. Positioned within the original "butterfly" shaped layout of hospital wards, the new 'hub' is differentiated from the original building by its contemporary design and careful detailing. The new feature has been recessed behind the line of the original buildings and built of contemporary materials and finishes, minimising the impact of new building infill on the visual significance and architectural qualities of the original hospital building façade. By retaining the original courtyard layout, the hub design also informally reactivates use of the space between the two wings of the heritage building.



Whitty Building, Mater Hospital, South Brisbane
(Brisbane City Council Heritage Register)
Photo: Christopher Frederick Jones

Works to conserve existing building fabric also mitigated the impact of the new building and other necessary interventions. Conservation work included restoring and revealing original heritage fabric including brickwork, pressed metal ceilings, skirtings, timber architraves, timber framed windows and french doors which are features of the 1911-1914 wings. The fireplaces, originally used to heat hospital wards, have also been retained and restored. Glazing installed over balustrades encloses original verandas. This enables their conversion to multi-use circulation spaces while ensuring the balustrades are retained and their visual prominence on the building façade is not obscured.

PO1.2 (b)

Development considerations

Development design and planning should aim to maintain or improve how people perceive or experience a place's cultural heritage significance to encourage ongoing public understanding and engagement with the history of a place.

Some strategies to demonstrate compliance with PO1-2(b) may include:

- designing features to help tell the story of the place such as reconstructing missing built or natural features
- reinforcing historic patterns of development
- where appropriate improving public amenity and access.

Specific information requirements

In addition to requirements outlined in 4.0, a heritage impact statement should include:

- an analysis of current levels of public access to and appreciation of the significance of the place
- an explanation of how the change will either maintain or enhance public access to and appreciation of the cultural heritage significance of the place
- where applicable, an interpretation plan outlining interpretation strategies and how they are integrated into the design of the development.

Development example

For more than 100 years, passers-by saw the **No.2 gasholder of the former Newstead Gasworks** silently performing its important function of storing supplying gas to Brisbane. Established in 1887 the Gasworks was eventually decommissioned and planning approval was granted to enable re-development of the inner urban Gasworks site as an urban village. Prior to development, a heritage assessment of the highly contaminated industrial site was undertaken to decide which structures could be feasibly retained and reused. The remnant tall iron structure of the No.2 gasholder was then carefully integrated into design of the new development as part of a public plaza in the new commercial, retail and residential precinct named after its former use—Gasworks Newstead.

Not only has planning maintained long views from surrounding areas to the landmark gasometre, the design of the parkland and plaza has enhanced opportunities for public appreciation and interaction with the site's heritage. Green space and a performance area situated within the circle of the gasometre ring allows people to sit within or walk freely through the structure and appreciate its immense circular frame up close.



Newstead Gasworks No.2 gasholder, Newstead (QHR601594)
Photo: Department of Environment and Heritage Protection

PO1.2 (c)

Development considerations

Adaptive reuse means modifying a heritage place to accommodate a new use while conserving its cultural heritage significance. Adaptive reuse may involve alterations and additions, integration of new services or the construction of new spaces, infill buildings or structures. Adaptive reuse of a State Heritage Place should aim to be compatible with its ongoing conservation management.

Some strategies to demonstrate compliance with PO1-2(b) include:

- introducing new uses that do not obscure or conflict with cultural heritage significance of the place
- employing high quality design and planning solutions that carefully integrate new work to enhance and compliment cultural heritage significance and/or respond to the existing layout, form and fabric of a heritage place where these features have cultural heritage significance
- making new work reversible so that the integrity and form of the heritage place is conserved if the new work is removed in the future
- differentiating new work from existing historic fabric and designing new work to complement not mimic heritage structures.

Specific information requirements

In addition to requirements outlined in 4.0, a heritage impact statement should include:

- an explanation of how the new use is compatible with the cultural heritage significance of the place and how future uses that may flow from the development will impact on ongoing conservation of the place
- details of the proposed tenure, ownership and governance arrangements for significant features to demonstrate how they will be adequately protected and practically maintained so that the place is conserved into the future
- information that demonstrates how the level of change required to accommodate a new use is appropriate to significance; what alternative solutions were examined; and what impact the proposal has on the technical or structural performance of existing structures.

Development example

Designed by architects Charles Fulton and John Donoghue and opened in 1951, the **former Townsville General Hospital** is significant as an early example of a high rise public building in the modernist style. Key architectural features of the hospital include its simple geometry of horizontal and vertical elements, wide cantilevered balconies with rounded corners, flat roof concealed behind parapets, and its plain surfaces.

When services of the Townsville General Hospital were relocated in 2001, the hospital building was left vacant and at risk of neglect and degradation. By the time the building was purchased by a developer in 2006 the interiors of the building had been extensively damaged and little internal original fabric remained. With an intact exterior but degraded interior, the developer sought heritage advice from a heritage consultant and undertook negotiations with heritage authorities to adaptively reuse the building and convert it to 28 luxury apartments.

Focused on retaining existing significant building fabric, the development conserves the external architectural features of the building while providing the opportunity for prospective owners to design individual apartment interiors to their own specifications. In adapting the interiors, areas where less significant elements remained were identified to locate the new services and fitout requirements so that impact on cultural heritage significance was minimised.

The culmination of more than a decade of work to redevelop the larger Townsville General Hospital site, the development ensures this significant building remains intact and its prominent local landmark status is preserved.



Former Townsville General Hospital, Townsville (QHR601388)
Photo: CPR Townsville Holdings Pty Ltd

Performance Outcome 2 (PO2)

Where open space, or the relationship between built and open spaces at a State Heritage Place is identified as forming part of its cultural heritage significance, development:

1. maintains or enhances the significance of the **setting**, including significant views, circulation, access, spatial patterns and layout
2. maintains a lot size and layout which permits viable adaptive reuse or **conservation** of significant heritage buildings and open spaces.

Context

The objective of PO2 is to emphasise the need to protect significant open spaces and the interrelationship of built and open space at a State Heritage Place.

PO2 regulates infill development (new structures built in open space within the boundary of a State Heritage Place) with the particular features of a place that create its cultural heritage significance including:

- the site's pattern of open spaces (such as courtyards, pathways, outdoor public areas and gathering spaces, sports grounds, ovals, parade grounds and vantage points)
- open spaces and their relation to buildings (such as entry points into buildings, patterns of circulation, view corridors which frame buildings within a wider setting, views from within buildings to outdoor areas, areas that maintain a sense of space, building facades that contribute to streetscapes, and courtyards that provide natural ventilation and light access into buildings)
- space that supports trees and other landscaping components (such as retaining walls, plants of horticultural or historical value, avenues of trees, hedges or garden beds).

PO2.1

Development considerations

The design and planning of infill development should complement the historic context of a State Heritage Place by reinforcing the positive attributes of the setting and reducing negative aspects where the cultural heritage significance of the setting is degraded. Proposed development should avoid disrupting the arrangement of open and built spaces where this is part of the cultural heritage significance of the place.

Specific information requirements

In addition to requirements outlined in 4.0, a heritage impact statement should include information that:

- identifies open space or the relationships between built and open spaces that form part of a place's cultural heritage significance
- provides details of design strategies that maintain or enhance the setting
- demonstrates the effect of the development on any significant views to or from the place
- details how damage to significant trees and gardens will be avoided, including avoiding damage to canopies and root zones (if relevant show tree protection zones on measured drawings), supported by an arborist's report where necessary. Refer also to AS 4970 – Protection of trees on development sites incorporating Amendment No.1
- explain how solar access or other relevant environmental factors to significant trees, spaces and gardens dependent on direct sunlight is maintained.

Development example

Built in 2009, the challenge for **Brisbane Grammar School's The Lilley Centre**—a new integrated learning facility - was to ensure the new building did not obscure or overpower its neighbouring significant heritage buildings and landscapes.

Established in 1868, Brisbane Grammar School comprises a rare group of early buildings with a clear and coherent aesthetic significance. The introduction of a new contemporary building within this intact historic context required careful site planning and building design.

The new building is clearly contemporary in style and its materials of glass, brickwork and copper, chosen for their compatibility with the existing heritage buildings and for their ability to age and weather over time to develop a history and character of their own. The siting, height and scale of The Lilley Centre ensures it does not visually interfere or obstruct the prominence of the adjacent heritage buildings. As part of a landscape strategy the thinning of non-significant vegetation also helps to reinstate views to link the historic 'Great Hall' to 'College Road'—a key path of movement through the school campus. The building also creates a courtyard by enclosing the adjacent open space of the 1880s Boarders' Lawn area. Incorporating the existing significant trees into a more formal space, the new courtyard area now acts as the focal point of the School's historic precinct.

The eastern mirrored curtain glass wall of The Lilley Centre provides a spectacular and ever-changing reflection of the historic Main Building to the street below, allowing the general public the opportunity to view and appreciate the (once previously concealed) intricate and decorative architectural façades of the School's significant heritage buildings.



Brisbane Grammar School, Spring Hill (QHR 600124)
Photo: Brisbane Grammar School

PO2.2

Development considerations

Reconfiguration of a lot within the boundary of a State Heritage Place should ensure the resultant subdivided lots do not compromise the cultural heritage significance of the place.

Some strategies that may demonstrate compliance with PO2-2 include:

- maintaining within the appropriate lot boundary existing access to building features including entrances, significant paths across the site and significant public spaces
- ensuring lot boundaries encourage buildings of a form and scale that would satisfy PO2-1 requirements
- achieving minimum lot frontages
- maintaining sufficient clear space around significant elements to enable long term conservation, such as access for repairs
- maintaining boundary setbacks to existing buildings
- retaining street presence, vehicle and pedestrian access
- maintaining sufficient space to allow service access (for example space for utility access, on site car parking and circulation and bin storage areas) for each proposed lot where this is necessary for ongoing conservation maintenance of the place
- retaining important relationships between significant features, for example, maintaining all significant features on the same lot.

Specific information requirements

In addition to requirements outlined in 4.0, a heritage impact statement should include:

- plans that demonstrate how any proposed new lots, easements, balance lots or volumetric subdivisions support a viable, commercially attractive adaptive reuse or conservation outcome
- plans indicating potential future building outlines/envelopes
- development conditions that would apply to any lot reconfiguration where these are necessary for ongoing conservation of cultural heritage significance.

Development example

The **former Annerley Army Reserve Depot** was established in 1913 with two drill halls constructed on site in 1914 and 1954 to designs prepared by the Office of the Government Architect, Department of Public Works. The combination of World War I and post-World War II drill halls located at the same site is significant for its rarity in Australia and particularly in Queensland. In 2004 the Queensland Heritage Council approved the adaptive reuse of the former military depot for residential purposes which included subdivision, construction of new dwellings and demolition of ancillary structures. The new subdivision layout was purposely devised to support the adaptive reuse of the drill halls. The site's original use was interpreted through arrangement of a new residential development subdivision based on the spatial layout of the former military training ground.

The subdivision of the original Depot block allowed for the Drill Halls to be retained on their own allotments so that they could be redeveloped as individual dwellings—the 1914 building as a house and the 1954 building as apartments. The former parade ground was interpreted in the street layout with the shape of the access street 'Military Close' reflecting the former central position of the parade ground between the two drill halls.



Before subdivision



After subdivision

— Lot boundary - - - Heritage register boundary

Lot subdivision at the Former Annerley Army Reserve Depot, Annerley (QHR 602216)

Performance Outcome 3 (P03)

Development on a State Heritage Place with identified archaeological potential avoids or appropriately manages detrimental impacts on artefacts.

Context

State Heritage Places with archaeological potential are entered in the Queensland Heritage Register and satisfy criterion 'C'. Places which satisfy only criterion 'C' are defined in the *Queensland Heritage Act 1992* as 'archaeological State Heritage Places'. State Heritage Places with archaeological potential within the Brisbane CBD are also identified in the *Brisbane City CBD Archaeological Plan*. (refer to www.qld.gov.au/environment/land/heritage/). An 'artefact' is either an archaeological artefact (an artefact located in, on or below the surface of the land) or an underwater cultural heritage artefact (an artefact located in Queensland waters). Underwater cultural heritage artefacts may be associated with State Heritage Places, for example, wharves and jetties and can include historic ship and aircraft wrecks (wrecks that have been in Queensland waters for at least 75 years).

Regardless of any approvals under the Planning Act or the Heritage Act, it is a requirement of the *Queensland Heritage Act 1992* to report any discovery that may be an important source of information about an aspect of Queensland's history, regardless of whether the discovery is at a State Heritage Place or not. Information on reporting discoveries is available at www.qld.gov.au/environment/land/heritage/archaeology/discoveries.

Development considerations

Development process, design and planning should be informed by the archaeological potential of the place so that this aspect of significance is appropriately managed during the proposed changes.

Where artefacts are disturbed, systematic recording and scientific examination is required before disturbance or removal, so that their cultural heritage significance can be assessed and recorded, and a clear plan for their ongoing conservation and management can be established.

Specific information requirements

Where there is identified archaeological potential (criterion ‘C’ features in the Statement of Significance in the Queensland Heritage Register or potential is identified in the *Brisbane City CBD Archaeological Plan*), in addition to requirements outlined in 4.0, a heritage impact statement should include:

- a description of the development proposal’s impact on areas of archaeological potential and what strategies will be employed to manage and limit impact (for example, limiting the area and depth of proposed excavation/or disturbance to areas that have been previously excavated or disturbed)
- a description of the process that will be undertaken if artefacts are found during development works
- an outline of contingency measures in case archaeological discoveries cause unintended delays on development work timeframes or impact on construction objectives
- any existing archaeological investigation reports or management plans previously prepared for the place
- where development is likely to disturb archaeological artefacts, an archaeological management plan in accordance with the *Guideline: Archaeological investigations*. If a plan is not submitted with the proposal it may be required as a condition of approval (refer to www.qld.gov.au/environment/land/heritage/).

Development example

TradeCoast Central at the Former Convict Women’s Prison Farm and Factory site at Eagle Farm is a master-planned corporate office park and industrial community. Located on the former Brisbane Airport site at Eagle Farm it also includes one of Queensland’s most significant archaeological sites, the former Eagle Farm Convict Women’s Prison Farm (located there from 1836 to 1839) plus the World War Two Hangar 7 and Allison Engine Testing Stands.

As one of the few surviving convict sites in Brisbane, heritage professionals were employed prior to development works commencing to investigate and establish the location of potential archaeological remains, and undertake investigations to uncover archaeological evidence of the Eagle Farm Convict Women’s Prison and World War Two history. Guided by a management plan, archaeological digs in several key locations at the site revealed fragments of the convict occupation including shards of glass, crockery and iron nails. The brick footings of the Superintendent’s Quarters were also uncovered as well as layers of airport runways dating back to the World War Two era.

To enable the site’s history to be interpreted and shared with the public, the TradeCoast Central Heritage Park Interpretive Centre was built as an integral part of the office park development. Artworks and interpretive panels at the centre explain the site’s important past, its convict artefacts and parts of the World War Two airport runway layers uncovered during archaeological investigations, are conserved and on display.



TradeCoast Central at the former Eagle Farm Women’s Prison and Factory site (QHR 600186)
Photos: TradeCoast Central Pty Ltd

Performance Outcome 4 (PO4)

Development destroying or substantially reducing the cultural heritage significance of a State Heritage Place must:

1. Demonstrate that there is no prudent and feasible alternative to carrying out the **development due** to:
 - a. an extraordinary economic cost to the state, all or part of a community, or an individual; or
 - b. an extraordinary environmental or social disadvantage; or
 - c. a risk to public health or safety; or
 - d. another extraordinary or unique circumstance; and
2. Interpret and incorporate the place's history and significance into any **development** of the site.

Editor's note: The State Assessment and Referral Agency (SARA) will seek advice from the Queensland Heritage Council (via the Department of Environment and Heritage Protection) on any application that will potentially destroy or substantially reduce the cultural heritage significance of a State Heritage Place.

Context

PO4 applies in exceptional circumstances and only when the complete demolition or removal of a State Heritage Place may be unavoidable. In these circumstances, the first priority is conserving the cultural heritage significance of the State Heritage Place. SARA refers all applications to the Queensland Heritage Council (QHC) for expert advice. The QHC will inform the decision on whether there is no prudent and feasible alternative to complete demolition or removal of the place.

PO4

PO4 Development considerations

Development proposals are assessed against PO4 only when detrimental impact:

- on the cultural heritage significance of a place would most likely result in removal of the place from the Queensland Heritage Register; or
- destroys the whole of the State Heritage Place, including all significant features and elements that sit within the heritage boundary; or
- physically removes or relocates from the site all of the significant features or elements within the heritage boundary (for example, an honour roll on a wall or a statue).

Development proposals will not be assessed against PO4 if the following circumstances apply:

- development results in the destruction or removal of part of a State Heritage Place whilst redeveloping, adaptively reusing, or maintaining the remainder of the State Heritage Place
- development consists solely of demolishing or removing one building or feature forming part of a larger State Heritage Place when the other significant features will remain

- development seeks to subdivide part of the State Heritage Place, creating a balance lot for the remainder of the State Heritage Place
- development impacts upon archaeological or underwater cultural heritage artefacts.

In these instances, PO4 is not applicable and development will be assessed against the other relevant parts of SDAP State Code 14.

Applications that propose to destroy or substantially reduce the cultural heritage significance of a State Heritage Place are rare. Before applying, request a pre-lodgement meeting with the State Assessment and Referral Agency (SARA) through the MYDAS portal (www.dilgp.qld.gov.au/planning/development-assessment/electronic-lodgement.html) or by completing a pre-lodgement form and sending it directly to the DILGP local regional office (dilgp.qld.gov.au/planning/development-assessment/preparation.html).

Information requirements for all PO4 applications

Most 'no prudent and feasible alternative' applications result from a combination of the four factors (a) to (d). All applications should include the following general requirements. Additional specific information requirements relating to each factor (a) to (d) are also set out below.

Document options investigated:

Document the investigation of options to demonstrate there is no prudent and feasible alternative to the proposed work. These alternatives should include:

- the option of not carrying out the proposal (doing nothing)
- the optimum development that would cause the minimum detrimental impact on cultural heritage significance (for example, at large or complex sites, it may be possible to minimise impact on cultural heritage significance by incorporating part, or all, of the heritage building into the proposed development rather than building an entirely new structure)
- the option of locating development away from the heritage place; and
- the sale, lease or other form of disposal of all or part of the property if this may favour or aid conservation.

For every alternative, investigate all means of avoiding or mitigating impacts on cultural heritage significance.

Report on public engagement and consultation:

Consider public engagement to assess the public benefit of the proposed development and its impact on the social significance of the State Heritage Place. Social significance is an aspect of cultural heritage significance under the Heritage Act. The report should outline the consultation process, who was consulted and their comments, agreements and actions.

PO4.1 (a)

Specific information requirements—Extraordinary economic cost

Provide a cost-benefit analysis to assess the expected benefits and costs of each option.

Undertake an auditable cost-benefit analysis to:

- evaluate all costs and benefits (revenues) for each option, considering all possible sources of revenue for long term maintenance of a place (including funds available from parent companies, dioceses, 'head offices' or grants)
- provide details of all assumptions made in the calculations, including the basis of usage and sales
- projections, life-spans, financing and depreciation arrangements, taxation considerations, and prime cost items such as labour, energy, transport and materials
- detail the methods used to calculate costs and income scenarios and to evaluate alternatives (especially in calculations of community benefit); and
- provide risk assessments for the main variables and, where possible, probability assessments of 'total' costs and revenues.

When preparing a cost benefit analysis, 'economic cost' does not refer to the opportunity cost associated with not proceeding with a proposed redevelopment on the site, or the business model of a property development business which has purchased this site for the purpose of demolishing the place and redeveloping it. Similarly, grounds not considered favourably when considering economic cost include:

- actions taken by an owner which have undermined the commercial or economic viability of a place
- need to recoup initial purchase price
- unrealistic expectations for tenancy profit margins; or
- inability to find a tenant or lease a property due to a lack of adaptation to meet current leasing standards.

Matters noted during assessment which are not endorsed as grounds for no prudent and feasible alternative based on economic cost include proposals to demolish a State Heritage Place for the purposes of creating a vacant lot for sale.

PO4.1 (b)

Specific information requirements—Extraordinary environmental or social disadvantage

In rare circumstances, it may be possible to make a case to demolish or remove a State Heritage Place due to the environmental or social disadvantage outweighing the public benefit of continued conservation of a place.

Examples of environmental disadvantage requiring complete demolition or removal of a State Heritage Place might include:

- rehabilitation of a noxious industry site where it is demonstrated that removal of contaminated land or addressing ongoing hazardous emission requires the demolition of significant ruins and structures.

- upgrading sporting infrastructure to comply with current standards where it can be demonstrated that demolition secures the future of an established and socially significant sporting or community organisation.

In these circumstances, technical reports by suitably qualified persons will need to describe the social or environmental impact of not completely demolishing or removing the place.

PO4.1 (c)

Specific information requirements—Risk to public health or safety

Principal grounds for assessment of public health and safety risk include:

- structural instability where it can be demonstrated that it is not technically feasible to make the building serviceable, or the cost of doing so is exorbitant. Supporting material will include assessments by a qualified structural engineer, evidence that the structures have been adequately maintained, and safety risk assessments
- encroachment where it can be demonstrated that occupying the building for its intended or adapted purpose has become dangerous due to the encroachment of neighbouring infrastructure (such as high voltage powerlines) or emissions from neighbouring industrial processes
- contaminated land where unavoidable remediation will destroy significant heritage fabric (noting that it will need to be demonstrated that leaving the contaminated land undisturbed is not an option).

Matters noted during assessment which are not endorsed as grounds for no prudent and feasible alternative based on public health and safety matters include:

- non-compliance with the current Building Code of Australia (BCA) requirements requiring total demolition of the place. In general, existing buildings are required to comply with the BCA requirements in effect at the time they were originally assessed or constructed (s115 of the *Building Act 1975*). Proposed partial alterations or additions to existing buildings may not require a complete upgrade of the existing building.

- essential maintenance has not been undertaken on a regular basis. Under the Heritage Act, owners are required to carry out essential repair and maintenance on their heritage-listed property. Refer to EHP Technical notes available at www.qld.gov.au/environment/land/heritage/publications/ for advice on repair and maintenance
- circumstances where the gradual deterioration of a place (such as a ruin) may not detract from cultural heritage significance.
- incremental change has resulted in a gradual deterioration of cultural heritage significance. An application may be viewed less favourably if the cultural heritage significance or economic viability of a place has been reduced due to the cumulative effect of successive developments—particularly if the original lot containing the heritage place has been unsympathetically subdivided after listing.

In accordance with the *Planning Act 2016*, if there is an emergency at a State Heritage Place that endangers the life or health of a person or the structural safety of a heritage building, emergency work may be carried out without first obtaining approval. This is subject to reasonable steps being undertaken to seek professional engineering advice, ensuring the work is reversible, and notifying the department as soon as practicable after starting the work.

PO4.1 (d)

Specific information requirements—Another extraordinary or unique circumstance

In rare and undefined circumstances, it may be possible to make a case to demolish or remove a State Heritage Place due to unusual or unique circumstances. In these circumstances it must be argued what advantage is gained through demolition as opposed to retention of the heritage place. Technical reports and public consultation are required to provide evidence that clearly demonstrates the circumstance.

PO4.2

Development considerations

Proposed development design and planning should integrate ways to present the cultural heritage significance of a place to facilitate ongoing public understanding and connection.

Interpretation can occur in a number of ways using a variety of media, including retention and integration of historic fabric or elements of a place into the new development. Based on research and analysis, an interpretation plan sets out policies, strategies and detailed advice on practical and specific ways that cultural heritage significance is communicated into the future.

Interpreting the site's cultural heritage significance into a redevelopment of the same site is preferred to interpreting heritage significance at a different location.

Specific information requirements

Provide an interpretation plan outlining how the design of the proposed development incorporates elements of the heritage place and interprets the cultural heritage significance of the place on the site.

Development example

Constructed from 1932-35 as a major public work at a time of economic depression in Queensland, the **Hornibrook Highway Bridge** was built to establish a road connection between Brisbane and northern settlements. In 1979, the bridge was closed to vehicular traffic and its use continued for many years as a pedestrian and cycle way, as well as a popular fishing spot for the local community. Eventually the bridge was declared structurally unsafe due to extensive damage suffered from termite infestation and corrosion by the sea. Studies of the damage revealed the extent of repair required to make the bridge structurally safe was economically unviable, and the bridge was demolished in 2011.

To mitigate the demolition of the bridge, a new fishing platform was designed and constructed to interpret the landmark, historical, aesthetic and community significance of the original bridge. This interpretation project involved keeping the original aesthetically significant concrete portals at either end of the bridge, and rebuilding a representative portion of the bridge at one end, using the same building techniques and materials employed when it was first constructed in the 1930s. Maintaining its function as a well-known fishing spot, the bridge remnants and new fishing platforms facilitate ongoing connection to and understanding of, the history and significance of the original bridge.



Former Hornibrook Highway Bridge Brighton (QHR 601246)
Photos: Ivan McDonald Architects

Performance Outcome 5 (PO5)

PO5 | Development on land adjoining a State Heritage Place:

1. is located, designed and scaled so that its form, bulk and proximity does not have a detrimental impact on the **cultural heritage significance** of the **State Heritage Place**, or
2. where it is demonstrated that (1) is not reasonably achievable, the **development** minimises and mitigates unavoidable detrimental impacts on **cultural heritage significance**.

PO5 | Context

The objective of PO5 is to protect a State Heritage Place from unavoidable detrimental impact from material change of use development proposals on land that adjoins a State Heritage Place. Refer to 3.4 for a definition of 'adjoining' and a list of material change of use developments excluded from assessment.

The cultural heritage significance of a place is described in its entry in the Queensland Heritage Register and may also include aspects of the significance of a place that extend to the wider setting, such as view corridors, streetscape or public space. The extension of cultural heritage significance of the State Heritage Place can occur irrespective of whether or not a State Heritage Place is part of a historic setting (i.e. sitting within a cluster of State or local heritage places). Checking an adjoining State Heritage Place's description and statement of cultural heritage significance in the Heritage Register is essential when responding to PO5.

It is a requirement to separately address PO5 if an application involves development on a State Heritage Place and a material change of use adjoining the same State Heritage Place.

PO5.1

Development considerations

The broader setting and context of a State Heritage Place may positively or negatively impact on the cultural heritage significance of the place. Careful analysis and assessment of the characteristics of setting and context should inform design and planning of development on land adjoining a State Heritage Place. The aim should be to maintain or enhance positive attributes and reduce negative aspects where setting and context are degraded.

If proposed development adjoins multiple State Heritage Places, it may be necessary to consider and address each place separately as the aspects of cultural heritage significance for each place will differ. Some strategies that may demonstrate compliance with PO5-1 include:

- development maintains the predominant set back of the adjoining State Heritage Place. In some instances this may be in the form of a podium level to a tower building
- development does not obscure significant views to and from a State Heritage Place or does not reduce the landmark status of a place
- development is located to avoid detrimental impact on the physical features of the adjoining State Heritage Place, such as excavation of tree root zones or overshadowing of features reliant on light or solar access.

Specific information requirements

In addition to requirements outlined in 4.0, a heritage impact statement should include:

- an analysis of the cultural heritage significance of the adjoining State Heritage Place (referring to both the entry in the Queensland Heritage Register and any existing CMP), with a particular focus on setting and aspects of cultural heritage significance that extend beyond the place and into surrounding lots and streets. The analysis should identify:
 - › views to and from the State Heritage Place and view corridors
 - › how the State Heritage Place contributes to the surrounding streetscape, buildings and spaces
 - › any paths of movement through the State Heritage Place relying on links across adjacent lots
 - › significant trees and gardens reliant on solar access or with canopies or root zones extending over adjacent lots
 - › any other nearby State Heritage Places, local heritage places and local heritage precincts.
- professionally prepared scaled site plans indicating the relationship of the proposal with the heritage register boundary, the cadastral boundary and the significant elements at the State Heritage Place described in the entry in the Heritage Register, including elements extending beyond its site boundary such as view corridors, and the relationship of proposed buildings to a wider setting
- professionally prepared scaled drawings (such as a site plan, floor plans, elevations, sections plan projections, elevations, architectural drawings, artist's representations, imagery and 3D representations) that:
 - › describe how the new development responds to the adjoining State Heritage Place (in terms of location, design, form, bulk, height and proximity)
 - › demonstrate how the proposed design seeks to avoid, minimise and mitigate impacts on the adjoining State Heritage Place's cultural heritage significance. This may include drawings of views to and from the State Heritage Place demonstrating the impact of the proposal on the streetscape or, if relevant, the landmark status of the State Heritage Place.

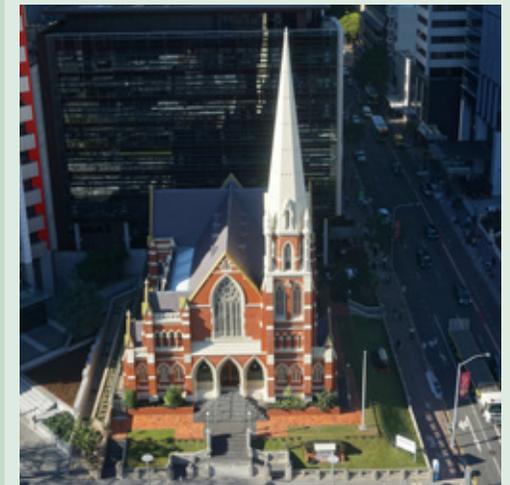
Development example

Designed by prominent architect G H M Addison, and opened in 1889, Brisbane's **Albert Street Uniting Church** is highly significant for its aesthetic contribution to the surrounding townscape.

The design of a new commercial building on land adjoining the church responds directly to the significance of the church by ensuring the prominent aesthetic townscape contribution of the church is maintained.

Key design features of the new building include a façade set back of five metres from the street line and a five meter high colonnade entry to the new building to maintain clear views to and from the church.

The scale of the new building and its finishes of clear transparent glass form a plain back drop and provide a sense of depth to space behind the church with the use of copper cladding complimenting the colour of the church brickwork.



Albert Street Uniting Church, Brisbane (QHR 600066)
Photo: Department of Environment and Heritage Protection

P05.2

Development considerations

This performance outcome requires an application to demonstrate why detrimental impact on cultural heritage significance could not be reasonably avoided and what development design and planning strategies are applied to minimise and mitigate the impact caused.

To demonstrate unavoidable detrimental impact a range of development alternatives and design solutions should be investigated so that the proposal achieves an optimum balance between minimal impact and development requirements.

Minimising impact means to devise and employ design and planning strategies to lessen impact wherever possible, for example, designing the proposed development so that its form and location retain significant views to the State Heritage Place.

Mitigating impact means to compensate for any loss or destruction of cultural heritage significance by incorporating design strategies that benefit or enhance cultural heritage significance of the adjoining State Heritage Place. For example, the design of the proposed development restores a degraded setting of a State Heritage Place by reinstating significant views previously obscured or removing incompatible or intrusive features or infrastructure.

In addition to the provisions of SDAP, the contribution of setting to cultural heritage significance may also be recognised in local planning scheme controls which may include provisions to protect view corridors, access between a place and related places, or protect important natural characteristics.

Specific information requirements

In addition to requirements outlined in 4.0, a heritage impact statement should include:

- an investigation of a range of options for development on the adjoining site to explain why alternatives with lesser impact were not chosen
- if the social significance of the state heritage place is impacted, a report on public engagement that assesses the public benefit of the proposal and its impact on social significance.

Development example

Significant for its architectural style and features, **Brisbane City Hall** is a heritage and cultural icon. Built between 1920 and 1930, its clock tower was the tallest structure in the CBD until the 1960s. Now dwarfed by tower office blocks, careful design and planning of the built and open spaces on lots adjoining the City Hall ensures the impact on cultural heritage significance of this civic landmark is minimised.

In response to a highly diverse and changed context, the careful arrangement of open space on lots adjoining creates visual ‘gaps’ between and through new buildings. These gaps reinforce the significant landmark status of the City Hall by constructing carefully framed views for pedestrians to glimpse the City Hall from surrounding streets. This opening up of views allows pedestrians to appreciate the landmark status of the City Hall clock tower from surrounding streets, and reinforces a contribution to sense of place in the Brisbane CBD. Similarly, new developments step down in height or are set back from the adjoining property line to allow uninterrupted views of the full length of the City Hall façade.



Brisbane City Hall, Brisbane (QHR 600065)
Photo: Department of Environment and Heritage Protection

