

Body Corporate for
The Johnson Apartments CTS 49099

23 April 2026

The Owner/Occupier
477 Boundary Street
SPRING HILL QLD 4000

Dear Sir/Madam,

RE: Owner submissions invited by 28 April – Queensland Heritage Register application

We are writing to you on behalf of the Chairperson of the Body Corporate for The Johnson Apartments CTS 49099.

Please find enclosed letter from your Body Corporate Chairperson concerning submissions for the Queensland Heritage Register Application. Submissions must be received by **close of business Tuesday, 28 April 2026**.

Yours faithfully,

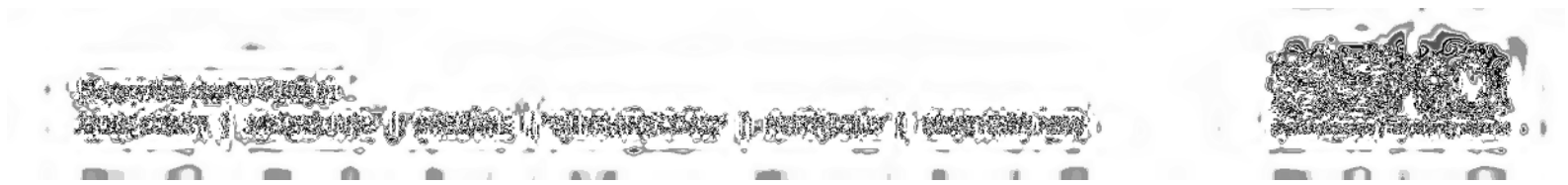
The Johnson Apartments Committee

Please direct any correspondence to the office of SSKB Brisbane:

[Redacted]

[Redacted]

[Redacted]



Subject: Owner submissions invited by 28 April – Queensland Heritage Register application

Dear Owners,

I am writing to inform owners of an application currently under consideration by the Queensland Heritage Council that seeks to **remove part of the State heritage listing** for the **Main Roads Department Building (former)**, specifically the area known as the **former Western Garden** at Boundary Street / Wedd Street.

Owners are entitled to make **individual submissions** to the Queensland Heritage Council in relation to this application.

To assist owners who may wish to do so, a **submission template** is attached to this email. The template has been prepared so that owners can make a *properly made submission* under the *Queensland Heritage Act 1992* with minimal effort.

Also attached following is a link to a video which explains the visual impact of an apartment building based on an intended building application proposed to be built on the heritage listed Western Gardens as viewed from the Johnson. (The preparation of the video was provided by Cox Architects at nil cost to the body corporate including the publication of the referred article "Bauhaus to Outhouse" and the donation of many hours of volunteered time spent on preserving these heritage listed gardens.)

<https://www.coxarchitects.com.au/bauhaus-to-outhouse/>

Why this matters (for your information)

If land is removed from the Queensland Heritage Register:

- it is no longer recognised as part of the State heritage place;
- heritage protections under the Queensland Heritage Act no longer apply to that land; and
- future development proposals on that land are assessed **without reference to State heritage significance**.

Removal from the Register may therefore make the land **more readily available for redevelopment** than would otherwise be the case.

Owners may also be aware that, in the past, a **development application proposing high-rise development on this land** has been publicly discussed. While no assumption should be made about any future proposal, removal of the land from the Heritage Register could alter the planning and heritage context in which any future development is considered.

Such changes have the potential to affect:

- the **setting and outlook** of the heritage place; and

- **residential amenity and property value** for apartments within The Johnson, depending on the nature and scale of any future development.

Each owner may wish to consider these matters when deciding whether to make a submission.

What you need to do (step-by-step)

Step 1 – Complete the attached template

In the document, where highlighted:

- Insert your **full name**
- Insert your **unit number**
- Sign and date the document at the end

No other changes are required unless you wish to make them.

Step 2 – Save your submission

- Save the document as **PDF (preferred)** or Word
 - Suggested file name:
Submission – Place ID 602830 – Unit [your unit number] – Owner
-

Step 3 – Email your submission

Send your submission **directly** to the Heritage Branch (not to the Body Corporate):

- **Email:** heritage@detsi.qld.gov.au
- **Subject line:** Ref: HRN 602830_Submission – Place ID 602830 – Western Garden

You may include a brief covering note in the email if you wish.

Step 4 – Deadline (important)

Submissions must be **received by close of business on Tuesday, 28 April 2026**

Late submissions may not be accepted.

Important notes

- Each owner should submit **their own individual submission**
- Using the same template wording is acceptable — **each submission is counted separately**
- Making a submission is **entirely voluntary**
- The Apartment Body Corporate is **not** submitting on behalf of owners
- Owners are free to amend the template if they wish, but this is not required

If you choose to participate, please ensure your submission is sent directly to the Heritage Branch by the date above.

Kind regards,

David Cox

Chair

Body Corporate – The Johnson Residences

477 Boundary Street, Spring Hill

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Adeleh Mollaei

Unit number:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Adeleh Mollaei

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: _____



Date: 27/04/2026

Archived: Wednesday, 29 April 2026 11:07:46 AM
From: [Angela Kimball](#)
Mail received time: Thu, 23 Apr 2026 09:46:40
Sent: Thursday, 23 April 2026 7:46:42 PM
To: [Heritage](#)
Subject: Ref: HRN 602830_Submission â€œ Place ID 602830 â€œ Western Garden
Importance: Normal
Sensitivity: None
Attachments: Ref- HRN 602830_Submission â€œ Place ID 602830 â€œ Western Garden.pdf;

Caution: this message came from outside of the organisation.

You have not previously corresponded with this sender. Be careful clicking any link or attachment.

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (attachment) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered.

Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Angela Dawn Kimball

Unit number:

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (attachment) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Angela Dawn Kimball

Unit number: 

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Angela Dawn Kimball

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the Queensland Heritage Act 1992. The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical Narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on recent loss to establish absence of cultural heritage significance represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to what the place represents, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following Disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the Queensland Heritage Act 1992 and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: 

Date: 23 April 2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name:

Billy Moore & Kerra Taylor

Unit number:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

MOORE INVESTMENT TRUST
Name of submitter: *KERRS TAYLOR & BILLY MOORE*

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: _____

Date: _____

27/04/26

McKeown Solicitors

Level 3, 33 Queen Street
Brisbane 4000

Our Ref: TGM:TRK:26234

27 April 2026

Chief Executive Officer
Department of the Environment, Tourism, Science, and Innovation
GPO Box 2454
Brisbane Qld 4001
BY EMAIL AND PREPAID POST

Attention: Stephen Potts,
Delegate for the Chief Executive

Dear Mr Potts

Submission

**Application to Remove Part of the Main Roads Department Building (Former) at 477 Boundary Street,
Spring Hill from the Queensland Heritage Register (QHR 602830)**

We are the solicitors for the Body Corporate for The Johnson CTS 49098.

We are instructed to lodge a submission objecting to the application to remove part of the entry for the Main Roads Department Building (former) ("*Place*") from the Queensland Heritage Register ("*Register*") lodged by Ben List of JDA Co ("*Application*") on or about 3 March 2026. The Application relates to a western portion of the Place, known and recorded on the Register as the "*Western Garden*", at 487 Boundary Street and 40 Wedd Street, Spring Hill ("*Land*").¹

We note the Application is related to development ("*Development*") occurring on the site pursuant to a development permit for a material change of use and building work for rooming accommodation (off site student accommodation - 176 rooms) on a State heritage place ("*Development Approval*") issued by the Council on 9 March 2021,² as changed pursuant to an "*other change*" approved by the Council on 27 September 2023 ("*Change Approval*").³ The Development, as a result of conditions imposed by the State Referral and Assessment Agency ("*SARA*"), seeks to restore and reconstruct parts of the Western Garden.⁴

As the Department will be aware, our client's members own land and live within the former Main Roads Department Building, which, together with the gardens and carparking, comprise the Place.

We are instructed to provide this submission, in which we remind the Department of the legal framework governing its assessment of the Application under the *Queensland Heritage Act 1992* ("*QHA*").

¹ Lot 4 on RP10457 and Lot 13 on RP10457 respectively.

² Application Number A004892414.

³ Application Number A006290146.

⁴ Changed Referral Agency Response, 21 January 2021.

Liability limited by a scheme approved under professional standards legislation

For reasons developed below, it is our client's position that:

- A. the cultural heritage significance of the Land, on the proper construction of the relevant provisions of the QHA, is to be assessed having regard to how the Land will appear following the implementation of the Development Approval, and not the current condition of the Land;
- B. accordingly, the cultural heritage significance of the Land has not been properly assessed by the applicant;
- C. if the cultural heritage significance of the Land was properly assessed, it would reveal the Land retains cultural heritage significance; and
- D. in such circumstances:
 - a. the Chief Executive must, in accordance with section 44(4) of the QHA, recommend the Place including the Western Garden, to the extent it is preserved and/or restored, remain on the Register; and
 - b. the Queensland Heritage Council ("QHC") ought to keep the Place including the Western Garden, to the extent it is preserved and/or restored, on the Register.

The service address of our client is:

C/- McKeown Solicitors
 Level 3, 33 Queen Street
 BRISBANE QLD 4000
 Email: [REDACTED]

The Land and the Development

Our client relies on the Assessment Report prepared by JDA Co and annexed to the Application ("*Heritage Assessment*") to the extent it sets out the history of the Place, including the Western Garden.

Having regard to the contents of the Assessment Report, we note:

1. at the time of its handover from the State in 2014, the Western Garden was in a reasonable condition and was recognised by the State as holding cultural heritage significance, save for the steel shelters in the Garden.⁵ The entry in the Register for the Main Roads Department Building (former), which was prepared in 2014, records accordingly that:

"The western garden is terraced into level areas, retained by concrete walls and linked with concrete stairs. It retains the original abstract layout and also contains mature trees, shrubs, grassed areas and original concrete benches ...

...

Elements that are not of cultural heritage include: ... steel shelters of the garden ...";

⁵ Heritage Assessment at 3.0, "*History Since 2014*".

2. following the handover of the site, the Western Garden fell into disrepair due to neglect in its maintenance by its then owner while awaiting redevelopment. This allowed weed species to take root, and for the garden to become overgrown and unappealing.⁶ However, the garden remained intact in some form until very recently, in November 2024;⁷ and
3. parts of the garden were demolished in November 2024, pursuant to the Development Approval, and these parts of the Land now appear bare. However, the parts of the garden sought to be retained and redeveloped in accordance with Karl Langer’s original scheme have not been demolished.⁸

Further, we note:

- A. the currency period of the Development Approval is 6 years ending in February 2028;⁹
- B. the Change Application split the development into two stages, being:
 - a. Stage 1 – ‘Langer Garden’ and stormwater works; and
 - b. Stage 2 – Rooming Accommodation tower (176) rooms;
- C. it does not appear any works in relation to Stage 1 have progressed other than the demolition of the Western Garden; and
- D. based on our experience, it would appear:
 - a. achievable to complete Stage 1 within the remaining currency period; but
 - b. difficult to complete Stage 2 before the end of the currency period.

Decision Making Framework

As the Department is aware, the QHA, combined with the *Planning Act 2016* (“PA”) and the *Planning Regulation 2017* (“PR”), establish, amongst other things, a regime for the regulation of development within State heritage places. The QHA, PA and PR are intended to be read together. The QHA primarily provides for the designation and recording of places as State heritage places, whereas the PA and PR establish the process for the assessment of development in State heritage places.

Under the QHA, a place may be registered as a State heritage place where it meets any of the following criteria for registration (“*Cultural Heritage Criteria*”):¹⁰

- (a) *the place is important in demonstrating the evolution or pattern of Queensland’s history;*

⁶ See, e.g., Heritage Assessment at 3.0, “*History Since 2014*”; Letter from HWL Ebsworth Lawyers of 3 June 2019; Heritage Impact Assessment prepared by Urbis, 15 January 2018.

⁷ Heritage Assessment at 3.0, “*History Since 2014*”.

⁸ Ibid.

⁹ Calculated from the date of filing of the Notice of Discontinuance, Planning and Environment Court Appeal No 862 of 2021.

¹⁰ QHA, s 35.

- (b) *the place demonstrates rare, uncommon or endangered aspects of Queensland's cultural heritage;*
- (c) *the place has potential to yield information that will contribute to an understanding of Queensland's history;*
- (d) *the place is important in demonstrating the principal characteristics of a particular class of cultural places;*
- (e) *the place is important because of its aesthetic significance;*
- (f) *the place is important in demonstrating a high degree of creative or technical achievement at a particular period;*
- (g) *the place has a strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;*
- (h) *the place has a special association with the life or work of a particular person, group or organisation of importance in Queensland's history.*

Accordingly, an application to remove a place from the Register must include:¹¹

1. a detailed statement, based on information in the Register and historical research, which explains how the place does not satisfy any of the Cultural Heritage Criteria; and
2. copies of all material used for historical research, including, for example, photographs, maps and plans.

Practically speaking, the detailed statement is in the form of an assessment prepared in accordance with the *Assessing Cultural Heritage Significance—Using the Cultural Heritage Criteria Guideline* (“*Guideline*”) published under section 173 of the QHA.

Following receipt of the application and a public notification period, the Chief Executive must assess the application and:¹²

- A. if the Chief Executive considers the place satisfies any of the Cultural Heritage Criteria, recommend to the QHC that the place stay on the Register; or
- B. if the Chief Executive considers the place does not satisfy any of the Cultural Heritage Criteria, recommend to the QHC that the place be removed from the Register.

While the QHC holds a discretion (unlike the Chief Executive) to decide whether to remove a place from the Register,¹³ the QHC must act in the public interest when doing so.¹⁴ In the context of heritage protection, the Court has observed the starting point is “*there is a public interest in protecting places with sufficient heritage value to warrant protection.*”¹⁵

¹¹ QHA, s 36.

¹² QHA, s 44.

¹³ QHA, s 51.

¹⁴ QHA, s 8(2).

¹⁵ *Karam Boutique Residential 8 Pty Ltd v Redland City Council* [2021] QPEC 47 at [42].

Finally, we note, in addition to the general powers relating to the removal of heritage places from the Register, the Chief Executive and QHC have more specific powers relating to circumstances where a place is destroyed in accordance with a Development Approval ("*Destroyed Place Provisions*"). These powers can only be exercised where the place was wholly or substantially demolished by development carried out under a development approval.¹⁶

Assessing Cultural Heritage

As foreshadowed, our client is particularly concerned the Application has proceeded on the basis of misunderstanding of the relevant provisions of the QHA. Specifically, the Assessment Report supporting the Application assesses the cultural heritage significance of the Land based on how it currently appears, not how it would appear once the Development is complete and all conditions of the Development Approval have been complied with.

This approach to assessing heritage value is erroneous on several technical grounds:

1. First, it permits a conclusion that the site lacks cultural heritage value because the Land, as it currently stands, appears temporarily in a decayed state. As the Guideline contemplates:¹⁷

"One of the issues particularly affecting the assessment of aesthetic significance will be the degree to which the place is intact, bearing in mind that intrusions to the place (i.e. additions and alterations) may be of aesthetic interest themselves. Also the degree to which intrusions are temporary may have a bearing on their impact on aesthetic significance;

2. Second, it ignores that the temporary state of the Land is part of restoration and reconstruction efforts, which are conservation processes designed to protect the cultural heritage significance of the Western Garden. We note the *Developing Heritage Places—Using the Development Criteria Guideline*, along with the *Burra Charter*¹⁸ which it is based off, define "restoration" and "reconstruction" as follows:

1.7 *Restoration means returning a place to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.*

1.8 *Reconstruction means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material.*

Perhaps more importantly, this approach the assessing cultural heritage is not consistent with the statutory framework applying under the QHA.

Understanding what is required by the QHA is an exercise in statutory interpretation. The aim of this exercise is to give the words of a statutory provision the meaning that the legislature is taken to have intended them to have.¹⁹ This involves considering the text, context and purpose of the relevant

¹⁶ QHA, ss 46A and 56A.

¹⁷ At s 53.

¹⁸ The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance, 2013.

¹⁹ *Project Blue Sky Inc v Australian Broadcasting Authority* (1998) 194 CLR 355 at [78].

provisions, along with established legal principles governing the interpretation of certain matters, grammatical forms and structures.²⁰ The relevant provision, in this case, is the definition of “*place*”.

Starting with the text of the definition itself, we note:

1. the term “*place*” is defined as follows:
 1. *place* means a defined or readily identifiable area of land, whether or not held under 2 or more titles or owners.
 2. *place* includes—
 - (a) any feature on land mentioned in item 1; and
 - (b) any part of the immediate surrounds of a feature mentioned in paragraph (a) that may be required for its conservation.
2. the term “*feature*” is defined non-exhaustively:

feature, in relation to a place, includes the following—

 - (a) a building or structure, or part of a building or structure;
 - (b) an artefact, including an archaeological artefact;
 - (c) a precinct;
 - (d) a natural or landscape feature.

The use of the phrase “*on land*” in item 2 of the definition of “*place*” suggests, at first blush, the feature must physically exist on the land within the place, and what is lawfully required to be constructed at the “*place*” pursuant to a development permit is to be ignored. However, we note the phrase is used:

- A. in a context where it is non-exhaustive; and
- B. in a provision seeking to expand, rather than constrict, the meaning of “*place*” in item 1.

Accordingly, to give the phrase “*on land*” a limiting meaning would be inconsistent with the context and purpose in which it appears.

In our view, the reference to “*on land*” is, properly construed, concerned with denoting the physical location of where features must be to form part of a “*place*”, and not with establishing how a place is to be viewed at any point in time or assessed. This sits more comfortably with the purpose of item 2 of the definition of “*place*”, which aims to clarify that a “*place*” includes, amongst other things, the features within its physical boundaries.

²⁰ Ibid.

Turning then to the context in which these definitions exist – the regime relating to the protection of cultural heritage under the QH, PA and PR – viewing and assessing the Land based only on its current temporary condition would impermissibly:

1. treat the current condition of the Western Garden as permanent, not temporary, which is inconsistent with the obligations attaching to the Land under the Development Approval;²¹
2. regularise what is effectively unlawful development. If the developer was to leave the Western Garden in its current condition, and not restore and reconstruct it in accordance with the Development Approval (which it is seeking to do), this would constitute a development offence for failure to comply with conditions;²²
3. allow the applicant to benefit from it and its predecessors' neglect, both in terms of failing to maintain the site and failing to advance the Development Approval in a timely manner. While it is acknowledged there is no specific duty to maintain a Queensland heritage place under the QHA, essentially all development in a Queensland heritage place is assessable development.²³ The Land was sold by the State for the purpose of redevelopment and in circumstances where a heritage agreement was entered into, so it can reasonably be inferred there was an expectation the new owner would maintain the existing landscaping until such a time as development approval would be entered into with appropriate conditions requiring preservation;
4. undermine the previous assessment conducted by SARA in relation to cultural heritage. Importantly, we note that as part of the development application for the Development Approval, the applicant sought to persuade SARA that the proposed development would:
 - a. not “*result in the removal of the State Heritage Place from the QHR*” or “*change the place so that the place no longer satisfies any of the criteria for entry in the Queensland heritage register*”; and
 - b. retain and enhance the hard landscaping and terracing on the Land, which the applicant accepted was at least of moderate cultural heritage significance.²⁴

In deciding not to refer the application to the QHC and in issuing its Referral Agency Response, SARA appears to have accepted the applicant's argument that the proposed development would “*maintain and conserve cultural heritage significance*”. To now reach the opposite conclusion would indicate the development application for the Development Approval and the change application for the Change Approval should have been referred;

5. cut across the statutory powers under the Destroyed Place Provisions. While our client accepts the Application is not made under the Destroyed Place Provisions, they are relevant in understanding in what circumstances the legislature intends for heritage places to be removed from the Register. The Destroyed Place Provisions reveal that a heritage place ought be removed only where demolished “*wholly or substantially by development carried out under a development approval*”.

²¹ We note a development approval attached to the land: PA, s 73.

²² PA, s 164.

²³ PR, sch 10, pt 8, div 2, sub-div 1, s 15.

²⁴ Letter from HWL Ebsworth Lawyers of 3 June 2019; Heritage Impact Assessment prepared by Urbis, 15 January 2018.

First, the “*development*” carried out is properly a reference to the entire development authorised by the Development Approval, not a discrete portion of it. While no similar provision exists in the QHA, section 280 of the PA provides that a reference to development, in relation to a development approval, is a reference to “*the development that is the subject of the approval*”.

Secondly, the Court, in the context of the exercise of a power, has interpreted the word “*under*” to mean “*in pursuance of*” or “*under the authority of*”.²⁵ As it is not lawful under the Development Approval for the Land to remain cleared and not rebuilt and revegetated in accordance with the approved plans, it cannot properly be said the clearing of the site was carried out “*under*” the Development Approval.

Thirdly, the Western Garden has not been “*wholly or substantially demolished*”. A significant portion of important hard landscaping and terracing remains *in situ*; and

6. be inconsistent with:

- a. the objects of the QHA, being the conservation of Queensland’s cultural heritage for the benefit of the community and future generations,²⁶ and regulating, in conjunction with other legislation, development affecting the cultural heritage significance of Queensland heritage places;²⁷ and
- b. the existence of the development control and land use planning regime under the PA, PR and QHA which allows for further development of heritage places,

If a place loses its cultural heritage significance as a result of efforts taken to conserve it, there is effectively no method available for conserving a place by way of restoration or reconstruction, which is clearing not what is intended by the legislation.

In contrast, treating the definition of “*place*” as inclusive of the “*features*” temporarily removed and lawfully required to be restored and reconstructed under a development approval, will not undermine, but rather advance and reinforce, all of the above matters.

The above observations all flow naturally for an approach to assessing cultural heritage significance which is at odds with land use planning and conservation as concepts. “*Planning*” involves looking to the future. As does “*conservation*”. Looking only at the current condition of the Land goes against the very heart of what the QHA, PA and PR seek to do.

Exercise of the Discretion

Having demonstrated that the Assessment Report supporting the Application is deficient, our client submits the Application ought be considered to be not properly made on the basis it does not comply with section 36 of the QHA. Section 36A(3) of the QHA makes it clear that a non-complying application is “*taken to not have been received by the chief executive*”.

More substantively, our client submits, had the Application been supported by a proper assessment having regard to the Development Approval, it would be clear that the Land retains significant cultural

²⁵ *Eckersley v Medical Board of Queensland* [1998] 2 Qd R 453 at 468.

²⁶ QHA, s 2(1)

²⁷ QHA, s 2(2)(e).

heritage values. This can be observed by ignoring the blue comments in the Assessment Report. The assessment absent the blue comments overwhelmingly establishes that the Western Garden satisfies the Cultural Heritage Criteria, and ought stay on the Register.

In such circumstances, the Chief Executive is obligated to recommend refusal.

In terms of the discretionary factors the QHC should consider in reaching its decision, these also overwhelming point to refusal of the Application. We note in particular:

1. approving the Application would reward neglect towards the maintenance of the Place and regularise what is effectively unlawful development; and
2. no other form of legislative regime protects the Land. While the Development Approval does in its current form protect the Land, it can be changed or a new development approval can be obtained. If the Land is no longer a State heritage place, then a change application or development application will not require assessment against the relevant State Code designed to protect cultural heritage. In such circumstances, the way would be paved for the demolishing of the parts of the Western Garden sought to be restored and reconstructed.

In the above circumstances, the QHC, acting in accordance with its statutory obligation to act in the public interest, must refuse the Application.

Conclusion

Our client's position is that:

1. the cultural heritage significance of the Land has not been properly assessed;
2. had the cultural heritage significance of the Land been properly assessed, it would be clear the Place retains significant cultural heritage values; and
3. accordingly, the Chief Executive and QHC must refuse the Application.

Yours faithfully
McKeown Solicitors



Thomas McKeown

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: CHRISTINA YUEN

Unit number: [REDACTED]

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: CHRISTINA YUEN

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: _____

Date: _____

27/04/2026

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Colin McGinn

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (attachment) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners Name:

Colin McGowan

Unit number:



In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on recent loss to establish absence of cultural heritage significance represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively rededicated as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

E. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602630.

The application should be refused.

Signed: 

Date: 26-04-26

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk of heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

Body Corporate for The Johnson Apartments CTS 49099

23 April 2026

The Owner/Occupier
477 Boundary Street
SPRING HILL QLD 4000

Dear Sir/Madam,

RE: Owner submissions invited by 28 April – Queensland Heritage Register application

We are writing to you on behalf of the Chairperson of the Body Corporate for The Johnson Apartments CTS 49099.

Please find enclosed letter from your Body Corporate Chairperson concerning submissions for the Queensland Heritage Register Application. Submissions must be received by close of business Tuesday, 28 April 2026.

Yours faithfully,

The Johnson Apartments Committee

Please direct any correspondence to the office of SSKB Brisbane:

PO Box 10093 Adelaide St, BRISBANE QLD 4000 | T +61 7 3010 5555 F +61 7 3010 5500 | E sskb@sskb.com.au

Email acollins@sskb.com.au

Subject: Owner submissions invited by 28 April – Queensland Heritage Register application

Dear Owners,

I am writing to inform owners of an application currently under consideration by the Queensland Heritage Council that seeks to **remove part of the State heritage listing** for the **Main Roads Department Building (former)**, specifically the area known as the **former Western Garden** at Boundary Street / Wedd Street.

Owners are entitled to make **individual submissions** to the Queensland Heritage Council in relation to this application.

To assist owners who may wish to do so, a **submission template** is attached to this email. The template has been prepared so that owners can make a *properly made submission* under the *Queensland Heritage Act 1992* with minimal effort.

Also attached following is a link to a video which explains the visual impact of an apartment building based on an intended building application proposed to be built on the heritage listed Western Gardens as viewed from the Johnson. (The preparation of the video was provided by Cox Architects at nil cost to the body corporate including the publication of the referred article “Bauhaus to Outhouse” and the donation of many hours of volunteered time spent on preserving these heritage listed gardens.)

<https://www.coxarchitects.com.au/bauhaus-to-outhouse/>

Why this matters (for your information)

If land is removed from the Queensland Heritage Register:

- it is no longer recognised as part of the State heritage place;
- heritage protections under the Queensland Heritage Act no longer apply to that land; and
- future development proposals on that land are assessed **without reference to State heritage significance**.

Removal from the Register may therefore make the land **more readily available for redevelopment** than would otherwise be the case.

Owners may also be aware that, in the past, a **development application proposing high-rise development on this land** has been publicly discussed. While no assumption should be made about any future proposal, removal of the land from the Heritage Register could alter the planning and heritage context in which any future development is considered.

Such changes have the potential to affect:

- the **setting and outlook** of the heritage place; and

- **residential amenity and property value** for apartments within The Johnson, depending on the nature and scale of any future development.

Each owner may wish to consider these matters when deciding whether to make a submission.

What you need to do (step-by-step)

Step 1 – Complete the attached template

In the document, where highlighted:

- Insert your **full name**
- Insert your **unit number**
- Sign and date the document at the end

No other changes are required unless you wish to make them.

Step 2 – Save your submission

- Save the document as **PDF (preferred)** or Word
 - Suggested file name:
Submission – Place ID 602830 – Unit [your unit number] – Owner
-

Step 3 – Email your submission

Send your submission **directly** to the Heritage Branch (not to the Body Corporate):

- **Email:** heritage@detsi.qld.gov.au
- **Subject line:** Ref: HRN 602830_Submission – Place ID 602830 – Western Garden

You may include a brief covering note in the email if you wish.

Step 4 – Deadline (important)

Submissions must be **received by close of business on Tuesday, 28 April 2026**

Late submissions may not be accepted.

Important notes

- Each owner should submit **their own individual submission**
- Using the same template wording is acceptable — **each submission is counted separately**
- Making a submission is **entirely voluntary**
- The Apartment Body Corporate is **not** submitting on behalf of owners
- Owners are free to amend the template if they wish, but this is not required

If you choose to participate, please ensure your submission is sent directly to the Heritage Branch by the date above.

Kind regards,

David Cox

Chair

Body Corporate – The Johnson Residences

477 Boundary Street, Spring Hill

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Dai Bang Vu

Unit number:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Dai Bang Vu

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: Dai Bang Vu

Date: 23/4/2026

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter:

David Carter, Heritage Architect (Principal David Carter Architect).

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: (



Date: 26.04.2026

Caution: this message came from outside of the organisation.

You have not previously corresponded with this sender. Be careful clicking any link or attachment.

Archived: Wednesday, 29 April 2026 11:25:43 AM
From: [David Cox](#)
Mail received time: Tue, 28 Apr 2026 05:42:35
Sent: Tue, 28 Apr 2026 05:38:14
To: [Heritage](#)
Subject: 2652- Ref: HRN 602830 _Submission â€œ Place ID 602830 â€œ Western Garden
Importance: Normal
Sensitivity: None
Attachments: [Qld Heritage Council Submission-Cox Archs.pdf](#)  [26-4-22 Hon G Grace MP letter .pdf](#)  [26-04-28 signed documents of submission.pdf](#) 

To:
Director
Queensland Heritage Council,
c/o Heritage Branch,

Dea sir/Madam,

REF: APPLICATION TO REMOVER PART OF PLACE 1D 602830.
Main Roads Building (former) -Former Western Gardens.

Attached please find :

- Submission by Cox Architects to Queensland Heritage Council .
- Signed pages of submission.
- Letter dated 22/4/2026 by Hon Grace Grace MP

Please include the above attachments with our submission above.

Thank you for your consideration of this submission.

Regards

David Cox

Director, Cox Architects Pty Ltd

FRAIA, RIBA, BArch (Qld), MArch, Research (Edinburgh)



To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

David Cox, Director -Cox Architects Pty Ltd

 Date 28/4/2026

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter:

Cox Architects Pty Ltd, PO Box 8, Fortitude Valley, Qld 4006.

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered. Further, although we are not architects who specialize in heritage issues, we wish to bring some general issues which we believe are relevant for the council's consideration of this matter.

5. LETTER by LOCAL MEMBER MP.

5.1 Attached please find a copy of the letter from the Local State Government Member for the area being the Hon Grace Grace MP, Member for McConnel, dated 22/4/2026.

This inclusion in this submission is made simply because the referred member may not have had the opportunity to make her submission to the council within the time limits closing today. Please excuse this inclusion in this submission if she managed to do so.

You will note that the Hon. Member opposed the removal of the land from the former Main Roads Building (Karl Langer's park) from the heritage register.

We fully support the Hon. Member's letter/submission and thank her for her willingness to make a submission.

6. PUBLISHED ARTICLE of RELEVANCE

Attached is a pdf copy of the article 'Bauhaus to Outhouse' by us published 8th April 2021. (PS If the link does not work, refer our website)

<https://www.coxarchitects.com.au/bauhaus-to-outhouse/>

This article was not meant to be an academic treatise on the 'Langer Gardens' by a specialist heritage architect. It was published to bring the public's attention to the real threat of the destruction of the gardens imposed by a submitted building development application for the area which would result in the complete destruction of the gardens.

7. ISSUES RELATED TO THE WESTERN SIDE OF THE MRD BUILDING.

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection. Once this protection is lost, this will trigger a number of adverse major issues that will affect both the remaining part of the heritage listing including the MRD Building itself.

Dealing with adverse non heritage issues.

At present, generally issues which do not pertain to be within the specialist expertise of our State Government Courts, are excluded from hearings within such a court. That is logical and as you would expect. However, when an issue is relevant at least in part over more than one court or hearing, then I suggest deserves to be heard.

The issue I refer in this section, relates to the western end of the MRD building. This matter includes building issues, town planning issues and heritage issues. The reason I seek leave to raise these matters in this heritage related submission, is because these three areas collectively will affect future safety issues of the building and its surrounds and it is my belief that we all have a duty of care when we consider safety matters.

Building Issues. (in the following, broad principals are discussed)

If the heritage listing of the 'Langer Gardens' is lost, then this will pave the way for the construction of a development similar or worse than the multistorey building previously applied for the site.

Once done, the western boundary of the original MRD Building (described also as the 'Johnson') and its site will be essentially become a boundary aligning the western face of the MRD building. The consequence of this is that the original approx. 20 metre set back on the western side of the building is lost. The MRD building will therefore have approx. zero set back on the western side.

This change causes multiple construction problems including fire separating or insulation issues. For example, the original windows on that side of the building will be non-conforming because they were not designed to be located in a boundary wall and will fail to achieve the required fire rating requirements for such a location.

When the developer for the building carried out the alterations to the building, they constructed many more windows to the western facade of the building thus compounding this problem many more times. Together these issues, I suggest, will cause the building status of the Johnson Building to be non- conforming.

The loss of access to the area known as the 'Langer Gardens' will also make it near impossible to undertake maintenance on that side of the building or to carry out work to reestablish the compliance with current building requirements once the 20-metre boundary set back have been removed.

Planning Issues.

The planning issues associated with the above matter, I suggest, relate to the material change of use pertaining to the removal of the set back the original MRD building once relied upon (20 metres) and the adverse consequences caused by its removal.

These consequences are likely to include the loss of the planning approval for some of the apartments adversely affected because of their failure to meet habitable standards of

living within the apartments. (Please note, adequately fire rated windows cannot open in boundary walls).

One issue of relevance is that the previously submitted development application for the multi storey building to be built over the Langer Gardens was the same as the developer for the Johnson.

Heritage issues.

I suggest Langer well knew of the building requirements of windows in boundary walls and this was well known in Brisbane after our early fires in the city in the 19th century, but the issue was not relevant because the building was set back 20 metres from the boundary on the western side which is more than adequate for fire separation purposes.

Further, Langers requirement of providing natural space and gardens surrounding his design of the MRD building were well known and established which further assisted in his 'fire insulating' the building on all boundaries by healthy and significant setbacks on all sides. This issue of separation was important both ways, firstly by insulating the neighbouring properties from fires from within the MRD complex and Vice versa.

If Langer was forced to design a building which did not include the land known as the Langer Gardens, then I suggest he would have set back the whole building a further 20 metres of the east to accommodate his known and demonstrated design principles.

This last paragraph may be hypothetical, but what I suggest can be established from the above is that the proposed change by loss of the setback of the building on the western side of the building does and will affect changes to the existing building which is currently heritage listed. Consequently, not only there is the loss of the status of the heritage listing over the land of Langer Gardens (as proposed by the applicants) but the heritage status of the building is also adversely affected by applicants of this proposal put before the council.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

David Cox

Director, Cox Architects Pty Ltd.

28/4/2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully



David Cox, Director -Cox Architects Pty Ltd



Date 28/4/2026

living within the apartments. (Please note, adequately fire rated windows cannot open in boundary walls).

One issue or relevance is that the previously submitted development application for the multi storey building to be built over the Langer Gardens was the same as the developer for the Johnson.

Heritage issues.

I suggest Langer well knew of the building requirements of windows in boundary walls and this was well known in Brisbane after our early fires in the city in the 19th century, but the issue was not relevant because the building was set back 20 metres from the boundary on the western side which is more than adequate for fire separation purposes.

Further, Langers requirement of providing natural space and gardens surrounding his design of the MRD building were well known and established which further assisted in his 'fire insulating' the building on all boundaries by healthy and significant setbacks on all sides. This issue of separation was important both ways, firstly by insulating the neighbouring properties from fires from within the MRD complex and Vise versa.

If Langer was forced to design a building which did not include the land known as the Langer Gardens, then I suggest he would have set back the whole building a further 20 metres of the east to accommodate his known and demonstrated design principles.

This last paragraph may be hypothetical, but what I suggest can be established from the above is that the proposed change by loss of the setback of the building on the western side of the building does and will affect changes to the existing building which is currently heritage listed. Consequently, not only there is the loss of the status of the heritage listing over the land of Langer Gardens (as proposed by the applicants) but the heritage status of the building is also adversely affected by applicants of this proposal put before the council.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

David Cox

Director, Cox Architects Pty Ltd.

28/4/2026

Grace Grace MP

Member for McConnell
your hardworking local



McConnell Electorate Office 37 Longland Street, Newstead, Queensland 4006

(07) 3145 9100 ✉ McConnell@parliament.qld.gov.au /GraceXtwo @gracextwo gracegracemp

22 April 2026

Planning and Heritage Branch
Department of the Environment, Tourism, Science and Innovation
GPO Box 2454
BRISBANE QLD 4001

Dear Chief Executive,

Submission against the removal of part of the land of the Main Roads Department Building (former) at 477 Boundary St, Spring Hill from the Queensland Heritage Register

Re: Submission under s.42 – Application to remove part of the Main Roads Department Building (former), 477 Boundary Street, Spring Hill (QHR 602830)

I write this submission opposed to the removal of part of the abovementioned property from the Queensland Heritage Register as the State Member for McConnell which encompasses the suburb of Spring Hill. I also write as someone who grew up in Spring Hill.

My primary concern is the loss of an architecturally-designed green space and the heritage value of the park.

The park was designed by celebrated architect, Karl Langer, as a public space which would complement the-then Main Roads Building (now The Johnson). It also contains three trees which have been protected by Brisbane City Council under "Significant Vegetation Orders" which recognise their significance.

I am concerned that removing the park from the Queensland Heritage Register will allow it to be at the mercy of developers and will subsequently lead to the removal of the landscape design and established plantings from Mr Langer.

With limited inner-city green spaces, and even less architecturally designed, it is important to preserve and protect these spaces both for local residents and for visitors.

Further, any removal from the Register will leave the residents of Wedd St at the mercy again of more construction on land which they thought was supposed to remain as a heritage-listed park.

This site should be retained as an important, heritage-listed, architecturally-designed park in the heart of urban Spring Hill. It should be activated as a park which could complement the businesses of Boundary Street and provide a green oasis for the current residents, as it did for me while growing up.

I oppose the removal of this part of the land from the former Main Roads Building and site from the Queensland Heritage Register.

Yours Sincerely,

Hon. Grace Grace MP

Shadow Minister for Trade

Shadow Minister for Industrial Relations

Shadow Minister for Olympic and Paralympic Games

Shadow Minister for Racing

Member for McConnel

Caution: this message came from outside of the organisation.

You have not previously corresponded with this sender. Be careful clicking any link or attachment.

Archived: Wednesday, 29 April 2026 11:34:02 AM
From: garyp@powerdsl.com.au
Mail received time: Mon, 27 Apr 2026 02:10:09
Sent: Monday, 27 April 2026 12:10:11 PM
To: [Heritage](#)
Subject: Ref: HRN 602830_Submission - Place ID 602830 - Western Garden
Importance: Normal
Sensitivity: None
Attachments: [Submission - Place ID 602830 - Unit 1318 - Owner.pdf](#)  [Submission - Place ID 602830 - Unit 704 - Owner.pdf](#) 

Attention: Queensland Heritage Council

Find attached submissions on behalf of the Owner of units  in the Johnson Complex, Spring Hill, Queensland.

Regards,

Gary Patrick

To: Queensland Heritage Council

c/o Heritage Branch

Re: Application to remove part of Place ID 602830

Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered.

Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Gary Patrick

Unit number: 

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Gary Patrick

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the Queensland Heritage Act 1992.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the ab abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description. The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland’s history

The Western Garden formed part of the designed setting for a major government building demonstrating mid-twentieth-century architectural responses in Queensland.

The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting.

Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens.

Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department’s head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on recent loss to establish absence of cultural heritage significance represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to what the place represents, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed.

This outcome would be contrary to the protective intent of the Queensland Heritage Act 1992 and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed:

A grey rectangular box redacting the signature of Gary Patrick.

Name: Gary Patrick

Date: 27th April 2026

To: Queensland Heritage Council

c/o Heritage Branch

Re: Application to remove part of Place ID 602830

Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered.

Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Gary Patrick

Unit number: 

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Gary Patrick

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the Queensland Heritage Act 1992.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the ab abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description. The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland’s history

The Western Garden formed part of the designed setting for a major government building demonstrating mid-twentieth-century architectural responses in Queensland.

The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting.

Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens.

Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department’s head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on recent loss to establish absence of cultural heritage significance represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to what the place represents, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed.

This outcome would be contrary to the protective intent of the Queensland Heritage Act 1992 and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed:



Name: Gary Patrick

Date: 27th April 2026

To: Queensland Heritage Council

c/o Heritage Branch

Re: Application to remove part of Place ID 602830

Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (attachment) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered.

Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Gregory Langlois

Unit number: 

Attachment

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Gregory Langlois

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the Queensland Heritage Act 1992.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

4

building demonstrating mid-twentieth-century architectural responses in Queensland.

The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in

heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

5

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on recent loss to establish absence of cultural heritage significance represents a form of circular reasoning. Heritage significance is not

extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage

practice therefore requires that significance be assessed by reference to what the place represents, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined

as having never existed. This outcome would be contrary to the protective intent of the Queensland Heritage Act 1992 and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill,

where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed:

A grey rectangular box redacting the signature of the submitter.

Date: 27/4/2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: James Laurence Nichols

Unit number: 

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: James Laurence Nichols

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed:



Date: 27/04/2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Jianwu Liu

Unit number: Unit

Attachment

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Jianwu Liu

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: _____



Date: _____ 27 April 2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Jieun Moon

Unit number: [REDACTED]

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Jieun Moon

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: _____

Date: _____

26 / 4 / 2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: John & Karnchana Hawgood (ATF the Poboss SMSE)

Unit number:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: **John Hawgood**

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed:



Date: 24/04/2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: JOSEPH COSTELLO

Unit number: [REDACTED]

Attachment

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter:

JOSEPH COSTELLO

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Linda Palmer

Unit number:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Linda Palmer

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: _____



Date: 23/04/2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

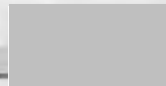
For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name:

Tim Hughes

Unit number:



PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal, Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Tim Hughes

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structures consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout – elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the *forecourt* and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced integrity, a precedent risk arises whereby disturbance enables denigration and denigration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The auditor further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: _____

Date: _____

26/4/2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Lynne Hughes

Unit number:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Lynne Hughes

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: _____



Date: 28 April 2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Michael O'Hara-Close

Unit number:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Michael O'Hara-Close

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: 

Date: 23/04/2026

Body Corporate for The Johnson Apartments CTS 49099

23 April 2026

The Owner/Occupier
477 Boundary Street
SPRING HILL QLD 4000

Dear Sir/Madam,

RE: Owner submissions invited by 28 April – Queensland Heritage Register application

We are writing to you on behalf of the Chairperson of the Body Corporate for The Johnson Apartments CTS 49099.

Please find enclosed letter from your Body Corporate Chairperson concerning submissions for the Queensland Heritage Register Application. Submissions must be received by close of business Tuesday, 28 April 2026.

Yours faithfully,

The Johnson Apartments Committee

Please direct any correspondence to the office of SSKB Brisbane:

PO Box 10093 Adelaide St, BRISBANE QLD 4000 | T +61 7 3010 5555 F +61 7 3010 5500 | E sskb@sskb.com.au

Email acollins@sskb.com.au

Subject: Owner submissions invited by 28 April – Queensland Heritage Register application

Dear Owners,

I am writing to inform owners of an application currently under consideration by the Queensland Heritage Council that seeks to **remove part of the State heritage listing** for the **Main Roads Department Building (former)**, specifically the area known as the **former Western Garden** at Boundary Street / Wedd Street.

Owners are entitled to make **individual submissions** to the Queensland Heritage Council in relation to this application.

To assist owners who may wish to do so, a **submission template** is attached to this email. The template has been prepared so that owners can make a *properly made submission* under the *Queensland Heritage Act 1992* with minimal effort.

Also attached following is a link to a video which explains the visual impact of an apartment building based on an intended building application proposed to be built on the heritage listed Western Gardens as viewed from the Johnson. (The preparation of the video was provided by Cox Architects at nil cost to the body corporate including the publication of the referred article “Bauhaus to Outhouse” and the donation of many hours of volunteered time spent on preserving these heritage listed gardens.)

<https://www.coxarchitects.com.au/bauhaus-to-outhouse/>

Why this matters (for your information)

If land is removed from the Queensland Heritage Register:

- it is no longer recognised as part of the State heritage place;
- heritage protections under the Queensland Heritage Act no longer apply to that land; and
- future development proposals on that land are assessed **without reference to State heritage significance**.

Removal from the Register may therefore make the land **more readily available for redevelopment** than would otherwise be the case.

Owners may also be aware that, in the past, a **development application proposing high-rise development on this land** has been publicly discussed. While no assumption should be made about any future proposal, removal of the land from the Heritage Register could alter the planning and heritage context in which any future development is considered.

Such changes have the potential to affect:

- the **setting and outlook** of the heritage place; and

- **residential amenity and property value** for apartments within The Johnson, depending on the nature and scale of any future development.

Each owner may wish to consider these matters when deciding whether to make a submission.

What you need to do (step-by-step)

Step 1 – Complete the attached template

In the document, where highlighted:

- Insert your **full name**
- Insert your **unit number**
- Sign and date the document at the end

No other changes are required unless you wish to make them.

Step 2 – Save your submission

- Save the document as **PDF (preferred)** or Word
 - Suggested file name:
Submission – Place ID 602830 – Unit [your unit number] – Owner
-

Step 3 – Email your submission

Send your submission **directly** to the Heritage Branch (not to the Body Corporate):

- **Email:** heritage@detsi.qld.gov.au
- **Subject line:** Ref: HRN 602830_Submission – Place ID 602830 – Western Garden

You may include a brief covering note in the email if you wish.

Step 4 – Deadline (important)

Submissions must be **received by close of business on Tuesday, 28 April 2026**

Late submissions may not be accepted.

Important notes

- Each owner should submit **their own individual submission**
- Using the same template wording is acceptable — **each submission is counted separately**
- Making a submission is **entirely voluntary**
- The Apartment Body Corporate is **not** submitting on behalf of owners
- Owners are free to amend the template if they wish, but this is not required

If you choose to participate, please ensure your submission is sent directly to the Heritage Branch by the date above.

Kind regards,

David Cox

Chair

Body Corporate – The Johnson Residences

477 Boundary Street, Spring Hill

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Phillipa Rooke

Unit number:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Phillipa Rooke

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed:  _____

Date: 25th April, 2026 _____

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Robert Dohnt

Unit number:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Robert Dohnt

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: 

Date: 24th April 2026

Archived: Wednesday, 29 April 2026 12:02:48 PM
From: [REDACTED]
Mail received time: Thu, 23 Apr 2026 09:54:24
Sent: Thursday, 23 April 2026 7:54:24 PM
To: [Heritage](#)
Subject: Ref: HRN 602830_Submission – Place ID 602830 – Western Garden
Importance: Normal
Sensitivity: None
Attachments: [Submission – Place ID 602830 – Unit \[your unit number\] – Owner.pdf](#) 

Caution: this message came from outside of the organisation.

You have not previously corresponded with this sender. Be careful clicking any link or attachment.

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830. The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered.

Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owner Rohini Fullinfaw

Unit number: 

Attachment

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Rohini Amy Fullinfaw

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the Queensland Heritage Act 1992.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and

linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

24. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description.

This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government building demonstrating mid-twentieth-century architectural responses in Queensland.

The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of

statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

4In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on recent loss to establish absence of cultural heritage significance represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage

practice therefore requires that significance be assessed by reference to what the place represents, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the Queensland Heritage Act 1992 and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed:

A large grey rectangular box used to redact the signature of the submitter.

Date: 23/4/2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Wai Yee WONG

Unit number: 

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Wai Yee WONG

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: _____



Date: _____

25 April 2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Sarina Kamen

Unit number:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Sarina Kamen

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: 

Date: 23/04/2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Tamara SOPEK

Unit number:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Tamara SOPEK

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed:



Date: 25 April 2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully


Trevanley

Unit  /477 Boundary Street, Spring Hill Q400

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter:

Trevor Ganley

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not

extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage sensitive inner city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: Trevor Ganley

Date: 27 April 2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Wilson Yong Khang CHAN

Unit number:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Wilson Yong Khang CHAN

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: _____

Date: 25 April 2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: Xiaoyan Le

Unit number:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Xiaoyan Le

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: _____

Date: 23 April 2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Charlotte Lanchester owner of Apartment 

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter:

Charlotte Lanchester

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed:



Date: 23/04/2026

[Insert your full name] *NICOLAS J. C. SMITH*

Interest in the place:
Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

- 5.1 Loss of fabric does not equate to loss of significance

22/4/2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

—Owners name and unit number—

*NICOLAS SMITH (PARTNER) 477 BOUNDARY ST
SPRING HILL*

Attachment

PROPERLY MADE SUBMISSION
Queensland Heritage Act 1992

**SUBMISSION OPPOSING REMOVAL OF PART OF
A STATE HERITAGE PLACE**

Main Roads Department Building (former), Place ID
602830

Area proposed for removal: Former Western Garden
(487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter:

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed

setting for a major government building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and wellrecognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritagelisted parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritagesensitive

innercity localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: [sign here]

Date: [insert date here]

22 April 2026

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: PETER PAUL SOBCZUK-MURAWCZAK

Unit number:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: PETER PAUL SOBCZUK-MURAWCZAK

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: _____



Date: 24-04-26

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully,


Rosie Caulfield (Unit

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter:

Rosie Caulfield – owner of unit 912.

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: 

Date: 23 April 2026 

To: Queensland Heritage Council
c/o Heritage Branch

Re: Application to remove part of Place ID 602830
Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application, and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered. Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owners name: STEPHEN LONG

Unit number: [REDACTED]

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (467 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

[REDACTED]

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government

building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: _____

Date: _____

24/4/2026

To: Queensland Heritage Council

c/o Heritage Branch

Re: Application to remove part of Place ID 602830

Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

This cover note accompanies a properly made submission (**attachment**) opposing the application to remove the former Western Garden from the Queensland Heritage Register entry for the Main Roads Department Building (former), Place ID 602830.

The submission is made by an owner within the listed place and is based on the Queensland Heritage Register entry, the assessment material lodged with the application and established heritage assessment principles applicable to designed landscapes.

In summary, the submission contends that the proposal proceeds on an unduly narrow loss-of-fabric approach and does not adequately address the continued contribution of the Western Garden to the cultural heritage significance of the place as entered.

Structural landscape attributes remain legible and continue to assist in understanding the original design intent and setting relationship of the place.

The submitter acknowledges the Queensland Heritage Council's discretion and respectfully submits that such discretion should be exercised cautiously where removal would materially narrow the recognised extent of a heritage place and alter how its significance may be understood in the future.

For the reasons set out in the attached submission, the submitter respectfully requests that the application be refused.

Yours faithfully

Owner's name: Natika Shelton

Unit number: /477 Boundary Street, Spring Hill QLD 4000

Attachment

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter: Natika Shelton

Interest in the place:

Owner of a residential apartment at The Johnson Residences, 477 Boundary Street, Spring Hill, forming part of the State-listed place Main Roads Department Building (former).

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain. Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description.

This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government building demonstrating mid-twentieth-century architectural responses in Queensland.

The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed:



Date:

25 April 2026

Grace Grace MP

Member for McConnell
your hardworking local



McConnell Electorate Office 37 Longland Street, Newstead, Queensland 4006

(07) 3145 9100 ✉ McConnell@parliament.qld.gov.au [f /GraceXtwo](https://www.facebook.com/GraceXtwo) [t @gracextwo](https://twitter.com/gracextwo) [i gracegracemp](https://www.instagram.com/gracegracemp)

22 April 2026

Planning and Heritage Branch
Department of the Environment, Tourism, Science and Innovation
GPO Box 2454
BRISBANE QLD 4001

Dear Chief Executive,

Submission against the removal of part of the land of the Main Roads Department Building (former) at 477 Boundary St, Spring Hill from the Queensland Heritage Register

Re: Submission under s.42 – Application to remove part of the Main Roads Department Building (former), 477 Boundary Street, Spring Hill (QHR 602830)

I write this submission opposed to the removal of part of the abovementioned property from the Queensland Heritage Register as the State Member for McConnell which encompasses the suburb of Spring Hill. I also write as someone who grew up in Spring Hill.

My primary concern is the loss of an architecturally-designed green space and the heritage value of the park.

The park was designed by celebrated architect, Karl Langer, as a public space which would complement the-then Main Roads Building (now The Johnson). It also contains three trees which have been protected by Brisbane City Council under "Significant Vegetation Orders" which recognise their significance.

I am concerned that removing the park from the Queensland Heritage Register will allow it to be at the mercy of developers and will subsequently lead to the removal of the landscape design and established plantings from Mr Langer.

With limited inner-city green spaces, and even less architecturally designed, it is important to preserve and protect these spaces both for local residents and for visitors.

Further, any removal from the Register will leave the residents of Wedd St at the mercy again of more construction on land which they thought was supposed to remain as a heritage-listed park.

This site should be retained as an important, heritage-listed, architecturally-designed park in the heart of urban Spring Hill. It should be activated as a park which could complement the businesses of Boundary Street and provide a green oasis for the current residents, as it did for me while growing up.

I oppose the removal of this part of the land from the former Main Roads Building and site from the Queensland Heritage Register.

Yours Sincerely,

Hon. Grace Grace MP

Shadow Minister for Trade

Shadow Minister for Industrial Relations

Shadow Minister for Olympic and Paralympic Games

Shadow Minister for Racing

Member for McConnel

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter:

Claudia Jovana Souza e Silva

Interest in the place:

I'm a qualified professional in the architecture, living in Sunshine Coast/Queensland, and extremely concerned with the possible removal of the Western Gardens from the Queensland Heritage Register, not only because of the cultural and aesthetic importance of this garden as part of the former complex designed by architect Karal Langer, but also because of the environmental benefits of restoring and maintaining this site as a garden.

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss of fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government building demonstrating midtwentiethcentury architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritagelisted Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritagesensitive innercity landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and wellrecognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritagelisted parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritagesensitive innercity localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: Claudia Jovana Souza e Silva – BOAQ 6369

Date: 28 April 2026

M:

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter:

Juliana Ribeiro Nascimento

Interest in the place:

As a qualified Graduate of Architecture professional living in Queensland, I am deeply concerned about the potential removal of the Western Gardens from the Queensland Heritage Register. Beyond its significant cultural and aesthetic value as an integral part of the formal precinct designed by architect Karal Langer, the Western Gardens also holds important urban design, social, and environmental significance. Preserving and restoring this landscape is essential not only to protect a meaningful piece of Queensland's architectural heritage, but also to maintain its role as a valuable space that contributes to community identity, social connection, and the ecological health of the broader urban environment.

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived

when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory

recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed: Juliana Ribeiro Nascimento

Date: 28 April 2026



PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter:

Beatriz Accioly Alves Marchiori
Architect BOAQ 5791

Interest in the place:

As an Australian citizen and as a registered and practicing architect in Queensland, I'm extremely concerned with the possible removal of the Western Gardens from the Queensland Heritage Register. Not only because of the cultural, historical, and aesthetic significance of this garden, as part of the original complex designed by architect Karl Langer for the former Main Roads Department, but also because of the environmental importance of restoring and maintaining this garden as originally designed. In a time of increasing concern with extreme climatic events, a city like Brisbane cannot risk losing this important green space, especially when this loss has a chance to be likely replaced with a high-rise building.

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape. The Register description emphasizes form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

Indeed, it is expected that plants will eventually die, therefore the owner of a heritage-listed garden should keep and maintain its original form and structure, replacing the plants like-for-like when they die, if possible, in order to preserve the original design intent.

The fact that plants may have died without the necessary replacement, or that weed may have taken over, should not justify the removal of this important asset within the list of heritage places. Especially when you consider that replanting vegetation should be something quite easy and inexpensive when compared to the costly efforts to restore a derelict building, for example.

Besides, the application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterized as secondary

The application characterizes the Western Garden as secondary to the forecourt. This does not justify the removal.

The Register expressly recognizes the side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

Indeed, landscape architecture is as important as architecture itself, both complementing each other and being equally important to forge a sense of community and pertaining. A city is not only made of buildings, but most importantly of what is in between, which are the communal spaces where people gather and enjoy life.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout - elements acknowledged by the applicant as surviving remnants of the original design.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden is part of a government building which is an example of the mid-twentieth-century architecture in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognizes the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognized characteristics of the place, completely erasing a significant part of Karl Langer's work.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimizes disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on recent loss to establish absence of cultural heritage significance represents a form of circular reasoning.

Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

Besides the cultural, historical, and aesthetic importance of the Western Gardens as part of the complex designed by Karl Langer, another aspect to consider when assessing the case is the environmental importance of this garden, especially regarding its role in contributing to improve micro-climate and air quality within the surrounding areas.

In saying that, under a holistic and more contemporary approach regarding the cultural significance of a heritage-listed place, the environmental aspect needs to be taken into account. This is because natural environment and built environment are indissociable and cannot be understood separately.

The adequate protection - and hopefully, restoration - of the Western Garden is an urgent and necessary step towards a more sustainable future for generations to come. A future that must be founded not only on the respect for our past and our historical buildings, but also on the acknowledgment of the importance of our heritage landscape.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed:

A rectangular grey box used to redact the signature of the submitter.

Beatriz Accioly Alves Marchiori

Date: 27/04/2026

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter:

Eldon John Bottcher

Interest in the place:

Member of the Australian Institute of Architects

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not

merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed



23/04/2026

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter:

Lawrence Louis Knauer

Interest in the place:

Owner of a residential apartment [REDACTED].

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

Signed:



Date: 27 April, 2026.

27 April 2026

By Email: heritage@detsi.qld.gov.au

Planning and Heritage Branch
Department of the Environment, Tourism, Science and Innovation
GPO Box 2454
Brisbane QLD 4001

ABN 45 162 443 405
ACN 162 443 405

Submission – QHR Place ID 602830 – Main Roads Department Building (former)

Dear Chief Executive,

This is a submission under the *Queensland Heritage Act 1992* opposing the removal of part of the following State Heritage Place from the Queensland Heritage Register:

- Queensland Heritage Register Number (QHR): 602830 Main Roads Department Building (former).

I oppose the application to remove Lot 4 & 13 on Plan RP10457 (the “Western Garden”) from the Queensland Heritage Register and contend that the area contributes to the cultural heritage significance of Place ID 602830.

Background and recognition The Main Roads Department Building (former) was entered into the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the Western Garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and Western Garden as *completing* the design.

Issues for consideration The key issues for consideration are:

- Has part of the place proposed for removal ceased to contribute to the cultural heritage significance of the heritage place as entered; and
- Does removing the Western Garden undermine or breach the ‘Heritage Agreement’ between the (then) Department of Environment and Heritage Protection and the Asian Pacific Group.

Assessment and submissions **Loss of fabric does not equate to loss of significance**

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or features. The application material itself identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavements and a drinking fountain.

Accordingly, the applicant has not established that the Western Garden has ceased to be legible or is incapable of contributing to cultural heritage significance.

The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify its removal from the Register.

The Register expressly recognises the Western (side) Gardens as part of the aesthetic significance of the place. Removal of the Western Garden would materially diminish the designed setting and spatial understanding of the place.

Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This is not correct.

The Register description focuses on terracing, retaining walls, stairs and the abstract layout. The application itself acknowledges these elements as surviving remnants.

***Cultural heritage
criteria***

Criterion A – Evolution or pattern of Queensland history

The Western Garden formed part of the designed setting for a major government building demonstrating mid-twentieth century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics (the work of Dr Karl Langer)

Criterion D recognises the place as a representative modernist complex building, including its landscaped setting, as urban public space. The Western Garden was part of, and integral to, that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and Western Gardens. The structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representation setting of the Department's headquarters throughout its occupation. The application does not address this associative context.

***Public interest and
precedents***

Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection.

If removal is justified merely by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny of the heritage listed Victoria Park/Barrambin. Approval of incremental removals risks contributing to the erosion of heritage recognition in heritage sensitive landscapes.

Reliance on recent removal of contributing elements

The application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is relied upon to justify a reduction of heritage protection.

Matthew Mahoney Architect

As you may be aware, mature trees forming part of the heritage listed place have been removed. Those elements contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those elements is now conveniently relied upon, in part, by the applicant to suggest the Western Gardens no longer retains its heritage and urban value.

Regardless of the circumstances which lead to the removal of some contributing elements, the applicant's reliance on *recent loss* to argue *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because some contributing elements may have been removed.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to ***what the place represents***, including its historic role, original design intent, and contribution to its setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would enable any heritage place to be removed from the Register simply by the progressive removal, disturbance, weathering or neglect of contributing elements. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage places and landscapes.

These risks are particularly acute in heritage sensitive inner-city localities such as Spring Hill, where development pressure is high and recent changes to heritage places have heightened public concern regarding the durability of heritage protections.

Heritage agreement As the applicant observes, a Heritage Agreement was entered into between the (then) Department of Environment and Heritage Protection and the Asian Pacific Group, in October 2014. Importantly, the Heritage Agreement was attached to the *whole site*, including the Western Gardens.

The applicant's contention that a third party drawing annexed to the Heritage Agreement suggests the Western Garden does not form part of the agreement or diminishes its significance is both false and irrelevant.

Furthermore, I am given to understand that removing the Western Garden from the Register may breach, or open the door to breaching, the Heritage Agreement and potentially expose the State (and therefore tax payers) to a civil claim from affected property owners.

Conclusion For the reasons set out above, I hereby content that the applicant has not satisfactorily demonstrated the Western Gardens has ceased to contribute to the cultural heritage significance of Place ID 602830.

Accordingly, the application should be refused.

Yours sincerely,



Matthew Mahoney RAIA
Matthew Mahoney Architect

To: Queensland Heritage Council c/o Heritage Branch

From: Dr Neil Peach

Re: Application to remove part of Place ID 602830—Main Roads Department Building (former), Spring Hill

Attached: Properly Made Submission – Former Western Garden

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE Main Roads Department Building (former), Place ID 602830 Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS Name of submitter: Dr Neil Peach

Interest in the place: I am a member of the Spring Hill community group and a dedicated advocate for the local heritage environment. I have actively fought to save the mature trees on this site and successfully advocated to change the development conditions to more appropriately reflect the site's heritage value.

2. SUMMARY OF SUBMISSION This is a properly made submission under the *Queensland Heritage Act 1992*. I strongly oppose the application to remove the former Western Garden from the Queensland Heritage Register. The area continues to contribute significantly to the cultural heritage significance of Place ID 602830. This is a significant site that stands as a vital part of the overall heritage setting, and its juxtaposition with the main site and its history warrants continued recognition of this important element of Queensland cultural heritage.

3. BACKGROUND AND REGISTER RECOGNITION The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E, and H. The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout. The Register's statement of significance under Criterion E explicitly refers to the "abstract, graphic layout of the forecourt and side gardens" as completing the modernist design.

4. ASSESSMENT AND SUBMISSIONS 4.1 Loss of fabric does not equate to loss of significance The application to remove the Western Garden relies primarily on an unduly narrow "loss-of-fabric" argument, asserting that because the site has been mostly cleared, it no longer meets the thresholds for entry. This approach is misconceived when applied to a designed landscape. The Register description emphasises the

form, terracing, circulation, and spatial intent of the garden—not merely the survival of all original planting. The applicant's own material identifies that structural landscape attributes, including concrete retaining walls, stairs, and formed pathways, remain in situ. Therefore, the Western Garden remains legible and continues to assist in understanding the original design intent of the place.

4.2 Juxtaposition and Setting The application characterises the Western Garden as secondary to the forecourt. This does not justify its removal. The Register expressly recognises the side gardens as part of the aesthetic significance of the place. The juxtaposition of the Western Garden with the main 15-storey building provides an essential buffer and spatial context that is fundamental to understanding the overall heritage site. Removal of this side garden would materially diminish the designed setting and spatial understanding of Dr Karl Langer's architectural vision.

5. CULTURAL HERITAGE CRITERIA

- **Criterion A – Evolution or pattern of Queensland's history:** The Western Garden formed an integral part of the designed setting for a major government building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape structure continues to assist in understanding this historical narrative.
- **Criterion D – Principal characteristics of a particular class of cultural places:** The place is recognised as a representative modernist complex, which fundamentally includes its landscaped setting as an urban public space. The Western Garden was designed as a crucial part of that setting, and its removal would inappropriately narrow the recognised characteristics of the place.
- **Criterion E – Aesthetic significance:** Criterion E refers expressly to the abstract layout of the forecourt and side gardens. The structural layout elements of the Western Garden remain and continue to contribute to the aesthetic legibility and juxtaposition of the built forms.
- **Criterion H – Association with the Main Roads Department:** The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its 45-year occupation.

6. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS Removal from the Queensland Heritage Register permanently reduces the scope of statutory recognition and protection. This application illustrates a broader and well-recognised risk in heritage management: the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify a reduction of heritage protection.

In the recent past, I and other community members fought to save the mature trees that formed part of this heritage-listed landscape. Those trees contributed to the historic landscape character and heritage setting of the place. The absence of those trees and other cleared fabric is now being relied upon to suggest that the garden no longer retains heritage value. Relying on *recent loss* to establish an *absence of cultural*

heritage significance represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed under development pressure.

Approval of this incremental removal risks contributing to the erosion of heritage recognition in heritage-sensitive inner-city landscapes like Spring Hill.

7. CONCLUSION

For the reasons set out above, the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830. The juxtaposition with the main site and its structural history warrants continued recognition. I respectfully request that the application be refused.

Signed:



Date: 22 April 2026



**Australian
Institute of
Architects**

Australian Institute of Architects
Queensland Chapter
2/270 Montague Road
WEST END QLD 4101
T: +61 7 3828 4100
qld@architecture.com.au
www.architecture.com.au

Wednesday, 22 April 2026

The Chief Executive
Planning and Heritage Branch
Department of the Environment, Tourism, Science and Innovation
GPO Box 2454
Brisbane QLD 4001
Email: heritage@detsi.qld.gov.au

Re: Submission under s.42 of the Queensland Heritage Act 1992 – application to remove part of the Main Roads Department Building (former), 477 Boundary Street, Spring Hill (QHR 602830)

Dear Chief Executive,

The Queensland Chapter of the Royal Australian Institute of Architects makes this submission in response to the notice of a compliant application under section 36 of the Queensland Heritage Act 1992 seeking to remove part of the Main Roads Department Building (former), 477 Boundary Street, Spring Hill, from the Queensland Heritage Register.

This submission is informed by the advice of the Queensland Chapter Heritage Committee, comprising experienced practitioners in heritage conservation and statutory heritage assessment. The Committee has reviewed the proposal having regard to the Queensland Heritage Register citation, the statutory heritage framework and accepted conservation principles.

The Institute opposes the proposed removal.

In our view, the land proposed to be excised forms part of the identified cultural heritage significance of the place and continues to contribute to the heritage values for which the place is entered in the Register. In particular, the designed landscape setting of the place, including the side gardens as well as the forecourt, is integral to the way the place is understood, appreciated and experienced.

The Statement of Cultural Heritage Significance does not support a narrowed reading of setting that isolates the forecourt and diminishes the contribution of the flanking garden spaces. The relationship between building and landscape is part of the significance of the place. The side gardens contribute to the spatial composition, visual setting, and public appreciation of the former Main Roads Department Building as an important work in its urban context.

While it is acknowledged that the condition of the garden has declined over time, neglect should not be treated as evidence of diminished significance. In this case, the primary heritage value of the side garden lies not merely in individual plantings, but in its role as designed open space contributing to the setting, visibility and appreciation of the building. Major hard landscape elements remain, the spatial framework is still legible, and there is sufficient documentary evidence to support reinstatement of the landscape intent.

The Institute is also concerned that reducing the registered boundary would create a curtilage that no longer reflects the place described in the Register. It would materially weaken protection of the designed setting and may facilitate future development outcomes that further erode the visibility, presentation and understanding of the place in the streetscape.

The Queensland Chapter has recently highlighted the broader issue of neglect of heritage places in its response to the Queensland Heritage Review. That concern is directly relevant here. Deterioration resulting from inaction should not become the basis for reducing heritage protection, particularly where the significance of the place remains evident and recoverable.

For these reasons, the Queensland Chapter endorses the attached Appendix A, being the technical submission prepared by its Heritage Committee, and respectfully submits that the land proposed to be removed should remain within the Queensland Heritage Register boundary.

Sincerely,



Peter Gardiner
Queensland Chapter President
Australian Institute of Architects



Kim Richards
Executive Leader, Queensland
Australian Institute of Architects

Attachment: Appendix A: Technical Submission RAIA Queensland Chapter Heritage Committee

Appendix A: Technical Submission under s.42 of the Queensland Heritage Act 1992

Application to Remove Part of the Main Roads Department Building (former)
477 Boundary Street, Spring Hill
Queensland Heritage Register No. 602830

Prepared by

Queensland Chapter Heritage Committee
Royal Australian Institute of Architects

1. Introduction

This technical submission has been prepared by the Queensland Chapter Heritage Committee of the Australian Institute of Architects in response to the notice of a compliant application under section 36 of the Queensland Heritage Act 1992 to remove part of the above place from the Queensland Heritage Register. This submission accompanies and supports the covering correspondence provided by the Queensland Chapter of the Royal Australian Institute of Architects.

It provides a detailed assessment of the subject land against the cultural heritage significance criteria under section 35 of the Act. It is the opinion of the Committee that the land proposed to be removed forms part of the identified cultural heritage significance of the place and continues to satisfy the relevant criteria. Accordingly, the subject land should remain within the registered boundary.

2. Criterion D – Principal characteristics and the extent of the setting

Criterion D identifies, as a principal characteristic of the place, *“the urban public space used as the setting for the building”*. The Register entry makes clear that this setting is not confined to a single element but comprises a coordinated landscape arrangement including the forecourt and the flanking side gardens.

The side gardens are described as retaining the original abstract layout and incorporating terraces, retaining elements, circulation paths and seating. These elements contribute to the spatial definition of the building's setting and to the way in which the place is experienced and understood.

The current proposal does not seek to remove the forecourt. However, it does seek to remove the side gardens from the State heritage register boundary. In doing so, it adopts an unduly narrow interpretation of setting, effectively treating the forecourt as the sole or sufficient expression of significance.

That approach is not supported by the Register citation, which identifies the setting as a broader composition. Removal of the side gardens would result in a reduced and incomplete curtilage that no longer fully demonstrates the principal characteristics of the place.

3. Criterion E – Aesthetic significance and the unity of the landscape composition

Criterion E identifies the aesthetic significance of the place, including *“the abstract, graphic layout of the forecourt and side gardens, including pond and entrance bridge”* and *“the former Main Roads building is highly visible from the surrounding suburbs and maintains an imposing streetscape”*

The wording of the citation is explicit in attributing significance to the combined composition of the forecourt and side gardens. The aesthetic value arises from their integration as a single, coherent landscape design.

An interpretation that elevates the forecourt while diminishing the role of the side gardens introduces an imbalance that is not supported by the citation. The side gardens are not incidental or peripheral; they extend and complete the abstract geometry of the landscape, providing lateral definition and continuity to the overall composition and significantly contribute to the building maintaining its imposing streetscape presence.

The removal of these areas would fragment that composition. In any future development application over the western garden site, there is a high risk that this open space, which maintains the building's visibility and street presence would be lost. With just the forecourt retained, the place would no longer present the full extent of the designed landscape identified as significant, resulting in a diminished expression of its aesthetic qualities which include its streetscape presence.



Figure 1: Perspective drawing of the subject place, illustrating the side gardens in the foreground as an integral component of the building's setting. Source: UQ eSpace, Karl Langer Collection, UQFL158 (p.17, JDA Co report).

4. Condition, integrity and capacity for reinstatement

It is acknowledged that original planting within the side gardens has changed over time and that the garden has been allowed to deteriorate through neglect. However, the significance of the place is not dependent solely on the survival of individual plantings.

The underlying hard landscape framework, including terracing, retaining walls, paths and spatial organisation, remains in place and continues to express the abstract layout identified in the citation. This framework provides a clear basis for understanding the original design intent.

Importantly, the current condition of the garden should not be relied upon to argue loss of significance. Where the spatial framework, design intent and capacity for reinstatement remain evident, deterioration does not extinguish cultural heritage value.

There is also sufficient documentary and physical evidence to support reinstatement of the landscape intent. Earlier development proposals for the broader site contemplated partial restoration of the Boundary Street upper terrace and associated landscape setting. This demonstrates that the design intent remains legible and recoverable.

Even if individual landscape elements cannot be replicated in every detail, the heritage value of the side gardens lies fundamentally in their role as open space and as part of the designed setting through which the adjacent building is understood and appreciated.

5. Design intent and the work of Karl Langer

The place is a major work of Dr Karl Langer, whose design approach consistently integrated architecture and landscape. At this place, the forecourt and side gardens operate together as a unified composition that frames and reinforces the building.

The side gardens are therefore not merely residual land around the building. They are part of the architectural and landscape conception of the place. Their removal from the registered boundary would disrupt that relationship and reduce the ability of the place to demonstrate both its principal characteristics and its aesthetic significance.

6. Conclusion

The land proposed to be removed forms part of the designed landscape setting expressly identified in the Statement of Cultural Heritage Significance for the Main Roads Department Building (former).

The side gardens are integral to the expression of both Criterion D and Criterion E. They contribute to the principal characteristics of the place, to the aesthetic unity of the landscape composition, and to the ability to appreciate the building in its intended setting.

Notwithstanding changes to planting and condition, the underlying design framework remains intact and capable of reinstatement. The subject land therefore continues to satisfy the cultural heritage criteria under section 35 of the Queensland Heritage Act 1992.

Accordingly, the proposed removal of this land from the Queensland Heritage Register is not supported, and the subject land should remain within the registered boundary.

Sincerely,



Peter Gardiner
Queensland Chapter President
Australian Institute of Architects



Luke Pendergast
Chair, Queensland Chapter Heritage Committee
Australian Institute of Architects

PROPERLY MADE SUBMISSION

Queensland Heritage Act 1992

SUBMISSION OPPOSING REMOVAL OF PART OF A STATE HERITAGE PLACE

Main Roads Department Building (former), Place ID 602830

Area proposed for removal: Former Western Garden (487 Boundary Street / 40 Wedd Street, Spring Hill)

1. SUBMITTER DETAILS

Name of submitter:

Robert Price

Interest in the place:

Historian - Windsor & Districts Historical Society

2. SUMMARY OF SUBMISSION

This is a properly made submission under the *Queensland Heritage Act 1992*.

The submitter opposes the application to remove the former Western Garden from the Queensland Heritage Register and contends that the area continues to contribute to the cultural heritage significance of Place ID 602830.

3. BACKGROUND AND REGISTER RECOGNITION

The Main Roads Department Building (former) was entered on the Queensland Heritage Register on 13 June 2014 for its cultural heritage significance against Criteria A, D, E and H.

The Queensland Heritage Register description expressly includes the western garden as a designed landscape element terraced into level areas, retained by concrete walls, and linked by stairs, retaining an abstract layout.

The Register statement of significance under Criterion E refers to the abstract, graphic layout of the forecourt and side gardens as completing the design.

4. ISSUES FOR CONSIDERATION

The key issue is whether the part of the place proposed for removal has ceased to contribute to the cultural heritage significance of the heritage place as entered.

5. ASSESSMENT AND SUBMISSIONS

5.1 Loss of fabric does not equate to loss of significance

The application relies primarily on a loss-of-fabric argument. This approach is misconceived when applied to a designed landscape.

The Register description emphasises form, terracing, circulation and spatial intent, not merely the survival of all original planting or fittings.

The application material identifies surviving landscape structure consistent with the Register description, including retaining walls, stairs, pavement/path segments and a drinking fountain.

Accordingly, it is not established that the Western Garden has ceased to be legible or incapable of contributing to cultural heritage significance.

5.2 The Western Garden is not dispensable because it is characterised as secondary

The application characterises the Western Garden as secondary to the forecourt. This does not justify removal.

The Register expressly recognises side gardens as part of the aesthetic significance of the place. Removal of one side garden would materially diminish the designed setting and spatial understanding of the place.

5.3 Alleged inconsistency with Register description

The application asserts the Western Garden does not match the Register description. This submission does not accept that contention.

The Register description focuses on terracing, retaining walls, stairs and abstract layout—elements acknowledged by the applicant as surviving remnants.

6. CULTURAL HERITAGE CRITERIA

Criterion A – Evolution or pattern of Queensland's history

The Western Garden formed part of the designed setting for a major government building demonstrating mid-twentieth-century architectural responses in Queensland. The remaining landscape form continues to assist in understanding that historical narrative.

Criterion D – Principal characteristics / work of Karl Langer

Criterion D recognises the place as a representative modernist complex including its landscaped setting as urban public space. The Western Garden was part of that setting. Its removal would narrow the recognised characteristics of the place.

Criterion E – Aesthetic significance

Criterion E refers expressly to the abstract layout of the forecourt and side gardens. Structural layout elements of the Western Garden remain and continue to contribute to aesthetic legibility.

Criterion H – Association with the Main Roads Department

The landscaping was commissioned and formed part of the representational setting of the Department's head office throughout its occupation. The application does not adequately address this associative context.

7. PUBLIC INTEREST AND PRECEDENT CONSIDERATIONS

Removal from the Queensland Heritage Register permanently reduces the scope of

statutory recognition and protection.

Where removal is justified by disturbance or reduced intactness, a precedent risk arises whereby disturbance enables deregistration and deregistration legitimises disturbance.

This application arises in Spring Hill, a locality with concentrated heritage places and heightened sensitivity, including ongoing public and legal scrutiny relating to the heritage-listed Victoria Park / Barrambin.

Approval of incremental removals risks contributing to erosion of heritage recognition in heritage-sensitive inner-city landscapes.

Reliance on recent removal of contributing landscape elements

The submitter further notes that the present application illustrates a broader and well-recognised risk in heritage management, namely the progressive erosion of heritage recognition where the recent removal of contributing elements is subsequently relied upon to justify reduction of heritage protection.

In the recent past, mature trees forming part of the heritage-listed parkland adjoining the place have been removed. Those trees previously contributed to the historic landscape character and heritage setting of the place and its surrounds. The absence of those trees is now relied upon, at least in part, to suggest that the parkland no longer retains heritage value.

Regardless of the approval pathway under which those removals may have occurred, the submitter contends that reliance on *recent loss* to establish *absence of cultural heritage significance* represents a form of circular reasoning. Heritage significance is not extinguished merely because contributing elements have been removed, particularly where those removals are recent and arise in the context of development pressure.

Heritage landscapes are inherently vulnerable to incremental change. Accepted heritage practice therefore requires that significance be assessed by reference to **what the place represents**, including its original design intent, historic role, and contribution to setting, rather than solely by reference to its condition at a particular moment following disturbance.

If accepted, the reasoning advanced in the present application would permit heritage value to be diminished through successive removals and then retrospectively redefined as having never existed. This outcome would be contrary to the protective intent of the *Queensland Heritage Act 1992* and would establish an undesirable precedent for the management of heritage landscapes.

This risk is particularly acute in heritage-sensitive inner-city localities such as Spring Hill, where development pressure is high and where recent changes to heritage landscapes have heightened public concern regarding the durability of heritage protections.

8. CONCLUSION

For the reasons set out above, the submitter contends that the application has not demonstrated that the Western Garden has ceased to contribute to the cultural heritage significance of Place ID 602830.

The application should be refused.

1

26 April 2026

Proposed removal part of place Main Roads Department Building (former) (602830)

28 APRIL 2026

THOM BLAKE HERITAGE CONSULTANT



INTRODUCTION

The Department of Environment, Science and Innovation has received an application for the removal of part of the following State Heritage Place, the former Main Roads Department Building, from the Queensland Heritage Register.

This submission argues that the application should be refused as the proposed section to be removed is an integral part of the cultural heritage significance of the place.

RELEVANT SECTIONS OF THE STATEMENT OF SIGNIFICANCE

Criterion A

The place is also important in demonstrating the evolution of Queensland architecture as a good, intact example of a substantial, architect-designed building *in a Modernist style adapted to suit local conditions*.

Criterion D

The place is a good, intact and representative example of a mid-twentieth century high-rise office building in Queensland. It is important in demonstrating the principal characteristics of this type, including: ... *urban, public space used as setting for the building*.

URBAN SPACE

The building was designed by prominent Queensland architect Karl Langer. Fundamental to Langer's approach to this large office building with the need to situate it sensitively in what was primary a residential suburb. In response to the immediate context of mostly low scale timber cottages, the building was set back from Boundary Street to provide a spacious forecourt incorporating water features and sculpture and a side garden.

Langer's approach with all his architecture was to provide generous open spaces. Unlike with later modern high-rise office blocks in the CBD that occupied every square inch of the lot, Langer was committed to providing generous spaces around the building. The northern elevation fronting Wedd Street with the main 13 storeys set back with a more modest three storey block close to the street alignment. On the western end of the site, the building was set back 20 m from the property boundary.

For Langer, this open space was important for two reasons, First, it was part of providing a small area of public space in the densely populated suburb of Spring Hill. Indeed, it was one of the mostly densely populated suburbs in Brisbane and has remained.

Spring Hill developed as suburb from the 1860s with most lots less than 405 m² (16 perches) Ten and eleven perch size lots were not uncommon. Following the *Undue Prevention of Sub-division Land Act of 1885* that



1 Western elevation, former Main Roads Department Building. The open space adjacent was critical to less the impact on the adjacent houses

required subdivisions to be a minimum 16 perch allotment, most new lots were of this minimum. But Spring Hill continued to develop as a densely populated suburb with a noticeable lack of parks or open space. This characteristic was still very evident in the 1960s when Langer was designing the Main Roads building. Therefore, creating an albeit modest area of urban public space was part of the rationale to improve the urban qualities of Spring Hill.

The second reason why the space was critical for Langer is that it created a buffer between the 13-storey office block and the neighbouring timber houses at 46 Wedd Street and 491 Boundary Street. For Langer, it would have been unthinkable that he would locate a building immediately on the boundary. To position the western elevation immediately adjacent to the houses was singularly inappropriate. The evidence that Langer was very conscious of these buildings is that he included their location in the plan of the side garden. (See Figure 3)

From early in his career as an architect in Queensland, Langer was acutely aware of appropriate design for housing in a subtropical climate. In 1944, he published a paper on *Sub-tropical Housing*.¹ This paper included several plans of suitable design for subtropical housing. A key feature of these plans was that each plan included outdoor spaces, whether it be lawns, children's play area, gardens, a patio or a wading pool. Most plans included a hedge to ensure privacy.

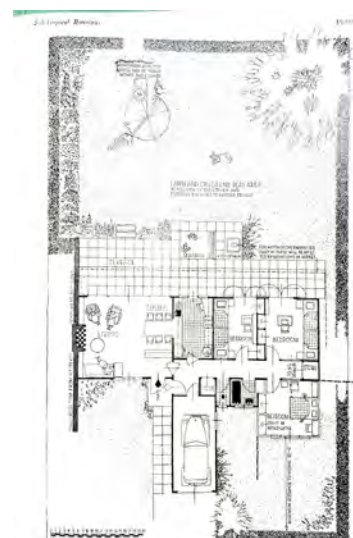
Thus, for Langer, a critical consideration for the design of the Main Road Department building would have been that it did not directly intrude on the open spaces of the adjoining houses, nor that it blocked sunlight and breezes, and nor that it intruded on their privacy. The importance of the set back is evident in Figure 7 where the shade does not impinge on the neighbouring property.

The western elevation is an imposing 13-storeys high. Langer simply would not have countenanced placing it on the boundary.

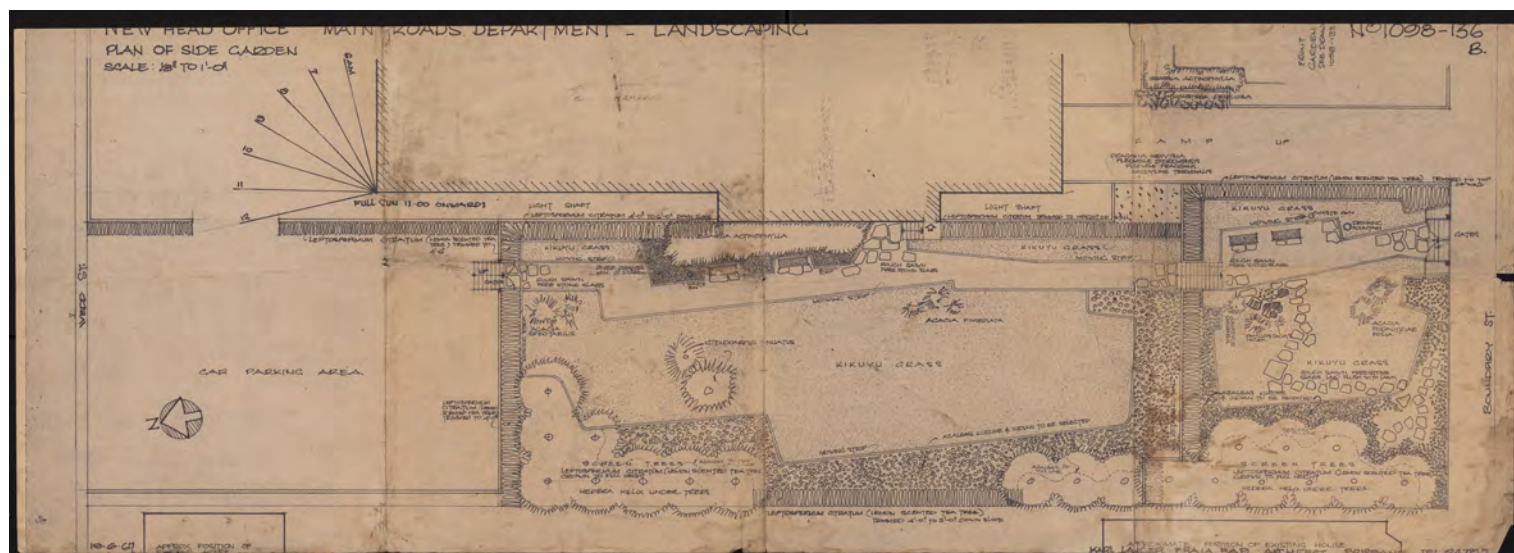
PUBLIC GARDEN

Langer's design, however, was not just limited to providing an urban space in the densely populated suburb of Spring Hill. Landscaping the space was pivotal to his understanding of the practice of architecture – whether it be a private residence, hotel, public building or office block. All his works include comprehensively designed outdoor spaces. Indeed, Langer was a highly skilled and accomplished landscape architect as his plan for the side garden clearly demonstrates. His understanding of materials and plants resulted in a sophisticated garden design that responded to the immediate environment.

¹ Karl Langer, *Sub-tropical Housing*, University of Queensland Papers, Faculty of Engineering, Vol 1, No 7, 1944



2 Sample plan of house, with outdoor space including terrace, back yard with lawn and children's play area and lawn/garden at front (Karl Langer, *Sub-tropical housing*, Plate 1)



3 Plan of side garden New Head Office Main Roads Department, Karl Langer Collection, UQFL158_job1098_2_0006, Fryer Library, University of Queensland.

Figure 3 reveals the details of side garden of two levels. The paths were concrete with rough sawn stone slabs. The lawns were of kikuyu grass surrounded by a variety of plantings including lemon scented tea trees.

The garden was planned to provide an outdoor space for the occupants of the Main Road building and serve as a small park for local residents.

The completed garden is shown in the aerial views of 1974 and 1992. (See Figures 6 and 7)

RESTORATION/RECONSTRUCTION

That a substantial portion of the garden has been removed more recently could suggest that this space is no longer significant. However, significant parts of the hard landscape survive including concrete paths, steps and concrete walls. Also, the ground plane of the gardens in two levels is still clear and has been undisturbed. (See Figures 4 & 5)

While most of the plantings no longer survive the possibility exists for the restoration/reconstruction of the western garden. The *Burra Charter* outlines the appropriateness of reconstruction.

Article 20

20.1 Reconstruction is appropriate only where a place is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the fabric. In

some cases, reconstruction may also be appropriate as part of a use or practice that retains the cultural significance of the place.

20.2 Reconstruction should be identifiable on close inspection or through additional interpretation.²

A critical aspect of reconstruction process is that it should only be undertaken 'where there is sufficient evidence to reproduce an earlier state of the fabric'. In this situation where there is detailed evidence of the original design as outlined in the drawing of the side garden (see Figure 3), the garden can be faithfully reconstructed. Along with the existing fabric, reconstruction is an appropriate and desirable outcome to retain and re-instate aspects of the cultural heritage significance of the place. Such an outcome would reinforce the significance of Langer's design approach with its emphasis on public space.

CONCLUSION

The side garden is an integral part of the cultural heritage significance of the Main Roads building. Along with the front landscaped public space, it was consciously planned as an urban space to provide a setting for building.

This space is intact and therefore should remain within the heritage boundary. Important remnants of the garden survive and equally should remain within the heritage boundary.

² *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013.*



4 Original concrete block wall separating the two sections of the garden and also steps



5 Original concrete path at upper level as shown in the original drawing.



6 Aerial view of western garden, 1974 (QAP 2756_9815 ©State of Queensland 1974 , CC-BY 4.0)



7 Aerial view of western garden, 1992 (QAP 5123_128 ©State of Queensland 1992, CC-BY 4.0)