Bulimba Barracks, Brisbane
Heritage Assessment

Report prepared for Currie & Brown (Australia)
June 2018
Report Register

The following report register documents the development and issue of the report entitled Bulimba Barracks, Brisbane—Heritage Assessment, undertaken by GML Heritage Pty Ltd in accordance with its quality management system.

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<td>Senior Associate</td>
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## Acronyms and Terminology

### Acronyms

The following table outlines acronyms used in this report.

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<th>Acronym</th>
<th>Description</th>
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<tr>
<td>AHC</td>
<td>Australian Heritage Council</td>
</tr>
<tr>
<td>ARA</td>
<td>Australian Regular Army</td>
</tr>
<tr>
<td>BCC</td>
<td>Brisbane City Council</td>
</tr>
<tr>
<td>BDHS</td>
<td>Bulimba District Historical Society</td>
</tr>
<tr>
<td>Burra Charter</td>
<td>Australia ICOMOS Charter for Places of Cultural Significance 2013</td>
</tr>
<tr>
<td>CAHS</td>
<td>Chinese Australian Historical Society</td>
</tr>
<tr>
<td>CBD</td>
<td>Central Business District</td>
</tr>
<tr>
<td>CHL</td>
<td>Commonwealth Heritage List</td>
</tr>
<tr>
<td>Cwth</td>
<td>Commonwealth</td>
</tr>
<tr>
<td>CHB</td>
<td>Cultural Heritage Body</td>
</tr>
<tr>
<td>DATSIP</td>
<td>Queensland Department of Aboriginal and Torres Strait Islander Partnerships</td>
</tr>
<tr>
<td>Defence</td>
<td>Department of Defence</td>
</tr>
<tr>
<td>DoEE</td>
<td>Department of the Environment and Energy</td>
</tr>
<tr>
<td>EPBC Act</td>
<td>Environment Protection and Biodiversity Conservation Act 1999</td>
</tr>
<tr>
<td>GML</td>
<td>GML Heritage Pty Ltd</td>
</tr>
<tr>
<td>ICOMOS</td>
<td>International Council on Monuments and Sites</td>
</tr>
<tr>
<td>NES</td>
<td>National Environmental Significance</td>
</tr>
<tr>
<td>NHL</td>
<td>National Heritage List</td>
</tr>
<tr>
<td>RAEME</td>
<td>Royal Australian Electrical and Mechanical Engineers</td>
</tr>
<tr>
<td>RNE</td>
<td>Register of the National Estate</td>
</tr>
<tr>
<td>USASOS</td>
<td>US Army Services of Supply</td>
</tr>
<tr>
<td>USN</td>
<td>United States Naval</td>
</tr>
<tr>
<td>WAAAF</td>
<td>Women’s Australian Auxiliary Air Force</td>
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<tr>
<td>WONS</td>
<td>Weeds of National Significance</td>
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</table>
Definitions and Terminology

Throughout this heritage assessment the terms place, cultural significance, fabric, conservation, maintenance, restoration, adaptation, use, compatible use, setting, associations, meanings, and interpretation are used as defined in the *Australia ICOMOS Charter for Places of Cultural Significance 2013* (the Burra Charter). Therefore, the meanings of these terms in this report may differ from their popular meanings.

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
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<tbody>
<tr>
<td>Place</td>
<td>Site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.</td>
</tr>
<tr>
<td>Cultural significance</td>
<td>Aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups.</td>
</tr>
<tr>
<td>Fabric</td>
<td>All the physical material of the place including components, fixtures, contents, and objects.</td>
</tr>
<tr>
<td>Conservation</td>
<td>All the processes of looking after a place so as to retain its cultural significance.</td>
</tr>
<tr>
<td>Maintenance</td>
<td>The continuous protective care of the fabric and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction.</td>
</tr>
<tr>
<td>Restoration</td>
<td>Returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.</td>
</tr>
<tr>
<td>Adaptation</td>
<td>Modifying a place to suit the existing use or a proposed use.</td>
</tr>
<tr>
<td>Use</td>
<td>The functions of a place, as well as the activities and practices that may occur at the place.</td>
</tr>
<tr>
<td>Compatible use</td>
<td>A use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.</td>
</tr>
<tr>
<td>Setting</td>
<td>The area around a place, which may include the visual catchment.</td>
</tr>
<tr>
<td>Associations</td>
<td>The special connections that exist between people and a place.</td>
</tr>
<tr>
<td>Meanings</td>
<td>Denote what a place signifies, indicates, evokes or expresses.</td>
</tr>
<tr>
<td>Interpretation</td>
<td>All the ways of presenting the cultural significance of a place.</td>
</tr>
</tbody>
</table>

In addition to the Burra Charter terms, the following have specific meanings within the context of this report:

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
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<tbody>
<tr>
<td>Element</td>
<td>A key feature of the site (ie warehouse, shed).</td>
</tr>
<tr>
<td>Component</td>
<td>A part of an element, or individual spaces within an element group.</td>
</tr>
<tr>
<td>Guideline</td>
<td>A statement framed to clarify or guide the implementation of a broader conservation policy, setting a preferred direction for such implementation.</td>
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Executive Summary

The Department of Defence (Defence) has engaged GML Heritage Pty Ltd (GML) to prepare a heritage assessment for Bulimba Barracks. The site is adjacent to HMAS Moreton in Brisbane, Queensland.

Defence intends to sell the Bulimba Barracks property and therefore requires a heritage assessment to determine if there are potential Indigenous, natural and or historic values that meet the Commonwealth, state and local government heritage significance thresholds.

The heritage assessment in this report has been undertaken against the Commonwealth Heritage criteria of the Environment Protection and Biodiversity Conservation Act 1999 [Cwlth] (EPBC Act), 2004 Regulations 10.03A, Queensland State Heritage criteria and Brisbane City Council (BCC) Heritage Register criteria.

Consultation for the identification of the Indigenous and historic heritage values was undertaken with the Aboriginal community—the Turrbal Association and Jagera Daran Pty Ltd—as well as with Defence stakeholders and the Bulimba District Historical Society (BDHS), the Chinese Australian Historical Society and Brisbane City Council Heritage Team.

Bulimba Barracks is located on the Brisbane River in the suburb of Bulimba, approximately five kilometres to the east of the Brisbane CBD. It is co-located with HMAS Moreton between Apollo Road and Taylor Street. Bulimba Barracks comprises 44 structures built between 1943 and the early 1990s, including six large World War II period warehouses and a range of accommodation, offices, stores and workshops. It was established by the US Army for barge construction and transferred to the Royal Australian Electrical and Mechanical Engineers (RAEME) after the war. It remained under the operation of the Australian Army until 2012.

Bulimba Barracks (including HMAS Moreton) is included in the BCC Heritage Register, as a place of local heritage significance. The listing does not have any statutory effect while the site is in Commonwealth ownership.

This assessment has established that Bulimba Barracks has Commonwealth Heritage value under criteria a, b, c, d, g, and h for Indigenous and historic values. It has established that of the remaining 44 buildings on the site, the key elements of significance relate to the World War II period—the timber framed large-scale barge assembly workshop C001, and warehouses of D001 – D005. The established mature plantings in stands and rows, and open grassed areas of the site, contribute to the historic and cultural significance of Bulimba Barracks. The archaeological features of the Chinese encampment and the Apollo Candleworks are also of some local significance, as is the potential subsurface archaeological remains of the Candleworks.

The Aboriginal and historical archaeology of select areas of the site have some local heritage significance.

The site was found to not meet the threshold for the Queensland State Heritage Register, but does have local heritage significance. The site is already included in the BCC Heritage Overlay. The information in this assessment needs to be used as the basis for an update to the current BCC Heritage Overlay listing.
The structural condition assessment, undertaken as part of this project, confirms that overall the buildings are in fair condition, requiring only minor remediation works and ongoing maintenance.

The structural engineer’s report indicates that all buildings could be adapted for new uses and that none are structurally unsound. The type of reuse of each of the heritage buildings would be subject to BCC zoning and approval.

It is recommended that the assessed heritage values of Bulimba Barracks are appropriately managed prior to, and during, divestment. This can be achieved by ensuring any site works during this period will not adversely impact on the identified heritage values.

Any site works prior to sale by Defence with the potential to impact on the heritage values would be subject to a separate heritage assessment and impact process (including a Defence Environmental Clearance Certificate), which supports Defence’s compliance with the heritage requirements of the EPBC Act.

The sale or lease of a Commonwealth Heritage place (that is, a place included in the CHL) would trigger Section 341ZE of the EPBC Act. In summary, this requires the Commonwealth owner to ensure adequate protection for the heritage values of the site following sale or lease. Bulimba Barracks has been found to have Commonwealth Heritage values through this heritage assessment, however, a disposal process would not automatically trigger Section 341ZE because the place is not included on the CHL. Only places within Commonwealth ownership and control can be included on the CHL. As the site is to be disposed by the Commonwealth, there is no benefit in nominating the site for inclusion on the CHL.

This HA recommends:

- The provision of this report to Brisbane City Council to update the current Heritage Overlay for the site to ensure all identified heritage values are recorded in the overlay listing information for the site at least 90 days prior to finalisation of sale contract/s;

- Defence provides an information briefing to the Department of the Environment and Energy on the findings of this report and the proposed ongoing heritage protection measures that will be in place through updates to the Heritage Overlay at least 40 days prior to sale; and

- Defence should ensure adequate ongoing protection for the heritage values of the site following sale through the inclusion of clauses within the sale contract that recognise the heritage values of the site and require an investigation of archaeological values prior to any development of the site in accordance with local and state planning controls.

Following divestment of the site by the Commonwealth, the primary long-term heritage management of the site becomes the responsibility of the future owner.

The post-divestment development and implementation of strategic heritage advice would need to be undertaken by a future owner in consultation with BCC, following the requirements of the Brisbane City Plan and associated codes and policies, along with the Bulimba District Neighbourhood Plan Strategy.
1.0 Introduction

1.1 Project Overview

The Department of Defence (Defence) has engaged GML Heritage Pty Ltd (GML) to prepare a heritage assessment for Bulimba Barracks, (referred to as ‘the site’ in this report). The site is adjacent to HMAS Moreton in Brisbane, Queensland.

Defence intends to sell the Bulimba Barracks property and therefore requires a heritage assessment to determine if there are potential Indigenous, natural and or historic values that meet the Commonwealth, state and local government heritage significance thresholds.

The heritage assessment in this report has been undertaken against the Commonwealth Heritage criteria of the Environment Protection and Biodiversity Conservation Act 1999 [Cwlth] [EPBC Act], 2004 Regulations 10.03A), Queensland State Heritage criteria and Brisbane City Council (BCC) Heritage Register criteria. It complies with Defence’s heritage assessment guidelines: Recognising our Heritage: Defence Heritage Toolkit and Recognising our Heritage: Defence Guidelines on Assessing Significance Thresholds (both authored by GML, 2009–2010).

Consultation for the identification of the Indigenous heritage values was undertaken with the Aboriginal community—the Turrbal Association and Jagera Daran Pty Ltd—in accordance with the Ask First Guidelines,¹ supporting Defence best practice and positive working relationships with Aboriginal community representatives for the project area. Consultation in regard to the historical heritage values was also undertaken with Defence stakeholders and the Bulimba District Historical Society (BDHS).

1.2 Site Identification

The site is approximately 20.73ha in area, located on Apollo Road, Bulimba, Queensland, and is owned by Defence.

<table>
<thead>
<tr>
<th>Site Address</th>
<th>Apollo Road, Bulimba, QLD, 4171</th>
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<tbody>
<tr>
<td>Current Real Property Description</td>
<td>Lot 1 on SP276395</td>
</tr>
<tr>
<td>Site Area</td>
<td>20.73ha</td>
</tr>
<tr>
<td>Owner</td>
<td>Commonwealth of Australia</td>
</tr>
<tr>
<td>Local Government Area</td>
<td>Brisbane City Council</td>
</tr>
<tr>
<td>County</td>
<td>Stanley</td>
</tr>
<tr>
<td>Parish</td>
<td>Bulimba</td>
</tr>
<tr>
<td>Zoning</td>
<td>SP1—Special Purposes (Defence)</td>
</tr>
</tbody>
</table>

This Heritage Assessment report specifically addresses the existing land parcel for Bulimba Barracks and does not include HMAS Moreton. HMAS Moreton is the subject of a separate heritage assessment report.

Bulimba Barracks original occupied Lot 24 RP 813319 and was subdivided in 2016 into Lots 1 and 2 SP276395, facilitating the establishment of HMAS Moreton on its current location on Lot 2.
1.3 Bulimba Barracks Site Description

Bulimba Barracks is located on the Brisbane River in the suburb of Bulimba, approximately five kilometres to the east of the Brisbane CBD. It is co-located with HMAS Moreton between Apollo Road and Taylor Street. Refer to Figures 1.1 and 1.2 for location details and study area boundary.

Bulimba Barracks comprises 44 structures built between 1943 and the early 1990s, including six large World War II period warehouses and a range of accommodation, offices, stores and workshops. It was established by the US Army for barge construction and transferred to the Royal Australian Electrical and Mechanical Engineers (RAEME) after the war. It remained under the operation of the Australian Army until 2012. Further site history is outlined in Section 3.0 and a description of the site and its elements is in Section 4.0 of this report.

Figure 1.1 Site location. (Source: Google Earth with GML overlay)
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Bulimba Barracks — Heritage Assessment — June 2018

1.4 Heritage Status

Bulimba Barracks (including HMAS Moreton) is included in the BCC Heritage Register, as a place of local heritage significance. The listing does not have any statutory effect while the site is in Commonwealth ownership. The listed area boundary is shown on Figure 1.3 and the BCC citation can be found at Appendix A).

The site is not currently included on any other heritage list or register.

Figure 1.2 Bulimba Barracks (shaded red) is the subject of this heritage assessment. HMAS Moreton is shaded white and not included in this heritage assessment. (Source: Google Earth with GML overlay)

Figure 1.3 Bulimba Barracks and HMAS Moreton are included as one listed area on the BCC Heritage Register as a place of local heritage significance (the listing has no statutory effect while in Commonwealth ownership). (Source: Brisbane City Planning Scheme)
1.5 Methodology

Heritage Assessment Against Criteria

The heritage assessment was undertaken with reference to the Commonwealth (EPBC Act Regulations 10.03A), state and local heritage assessment criteria. GML would follow best practice methodology: The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance 2013 (the Burra Charter).

The heritage assessment would also follow the Recognising our Heritage: Defence Heritage Toolkit and Recognising our Heritage: Defence Guidelines on Assessing Significance Thresholds (both authored by GML, 2009–2010).

Background and Desktop Research

Background research to understand the historical development context of the site was undertaken. This research included relevant databases for listed historic sites, reviews of secondary historical sources, consultancy reports and aerial photography, and consultation with the Bulimba District Historical Society. Additional primary archival research was not undertaken.

Searches of the EPBC Act Protected Matters Search Tool, administered by the Commonwealth Department of the Environment and Energy (DoEE) and desktop review of environmental reports prepared for Defence (refer to Section 4.0) have been undertaken to understand natural heritage values of the site.

A database search was undertaken for known and recorded Aboriginal archaeological and cultural sites in the area. This included any information held by the Queensland Department of Aboriginal and Torres Strait Islander Partnerships (DATSIP) on their cultural heritage database. Other information about the Indigenous heritage values of the site and its surrounds was drawn from consultation with the Aboriginal community. Geotech logs were also reviewed for relevant contextual archaeological data.

Site Inspections

A site inspection was undertaken to understand the current nature and condition of the site. The project also required an assessment of the structural integrity of the buildings, and therefore an engineering assessment was undertaken by Mott MacDonald Pty Ltd at the same time.

The site inspection also included the Turrbal and Jagera Daran Cultural Heritage Body (CHB) representatives as part of the Indigenous cultural heritage assessment.

Consultation

Consultation for the project was undertaken with the local Aboriginal community, the local historical society as well as local government.

The consultation undertaken with the Aboriginal community was based on the Commonwealth’s Ask First Guidelines and in reference to the relevant consultation mechanisms of the state legislature adjoining the project sites. There are two relevant Traditional Owner groups—or CHBs—the Turrbal Association and the Jagera Daran for the site area. Typically, each CHB proposes to provide its own cultural heritage values assessment report—these values assessment reports have been sought from both CHBs in the preparation of this heritage assessment.
Consultation was also undertaken with the BDHS and the Chinese Australian Historical Society (CAHS). This consultation comprised email and phone discussion and a meeting at the Bulimba local library. Details of this meeting are included in Appendix F. BDHS also provided a statement of the views of the heritage values of the site. This statement included a range of historical information and community views. Salient points have been incorporated into the history and the assessment in this report. The BDHS statement included 11 supporting appendices. The statement is included in Appendix G while information from their appendices has been incorporated as relevant throughout the report.

Telephone discussions were undertaken with the Brisbane City Council heritage team. The discussion is noted in Section 2.3.2.

No correspondence was achieved with the Queensland Heritage Council representatives. Further notes are included in Section 2.3.

1.6 Author Identification and Acknowledgments

This report has been prepared by GML, including Rachel Jackson, Principal, Martin Rowney, Senior Associate, Claire Nunez, Associate, Minna Muhlen-Schulte, Senior Heritage Consultant, and Bethany Lance, Consultant. Structural engineering condition assessment was undertaken by Alex Been of Mott MacDonald.

GML would like to thank the following people for their assistance throughout the project:

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- Margaret Lacey, HMAS Moreton;
- Jagera Daran representatives—James Bonner, Daniel Jones and Ray Kerkhove;
- Turrbal Association representatives—Maroochy Baramda and Ade Kukoyi; and
- Bulimba District Historical Society members;
- The Chinese Australian Historical Society.
- Carmel Black, Brisbane City Council.

1.7 Endnotes

1 Australian Heritage Commission, Ask First: a guide to respecting Indigenous heritage places and values, 2002.
2.0 Legislative Context

2.1 Introduction

Bulimba Barracks is located on Commonwealth land and managed by a Commonwealth agency (Defence), hence Commonwealth legislation—the EPBC Act—applies to the site.

As Defence propose to dispose of the property, it is likely that the site will pass from Commonwealth ownership and would therefore be subject to the legislative framework of the state of Queensland and the local statutes of the BCC.

Defence as a Commonwealth Agency is not obliged to meet state legislation. However, Defence enacts a good neighbour policy and aims to comply with state, territory and local government environmental legislation and requirements to the extent that these do not conflict with Commonwealth legislative obligations (Defence Instruction [General] Admin 40-2). Defence also aims to ensure that identified Commonwealth Heritage values are assessed against the relevant state and local government heritage assessment criteria so that they can be adequately managed during and after the disposal of the property.

2.2 Commonwealth Legislation

2.2.1 Environment Protection and Biodiversity Conservation Act 1999

The primary objective of the EPBC Act is to provide for the protection of the environment, particularly those aspects that are matters of national environmental significance. The key part of the EPBC Act that is of direct relevance to the heritage assessment of Bulimba Barracks are the provisions relating to identifying and managing heritage values during disposal, namely Section 341ZE: Requirement to provide ongoing protection of heritage values of a place included on the Commonwealth Heritage List (CHL) in the event of sale or transfer.

The sale or lease of a Commonwealth Heritage place (that is, a place included in the CHL) would trigger Section 341ZE of the EPBC Act. In essence, this requires, the Commonwealth owner to ensure adequate protection for the heritage values of the site following sale or lease, either in the form of a covenant on the contract of sale, a conservation agreement, or other protective measures.

Under Section 341ZE, Defence must give the Minister for the Environment at least 40 business days’ notice before executing the contract for sale or lease. In this notice, Defence would advise the Minister that the contract for sale includes a covenant to protect the heritage values of the place.

If Bulimba Barracks is found to have Commonwealth Heritage values through this heritage assessment (refer to Section 5.0), a disposal process would not automatically trigger Section 341ZE because the place is not included in the CHL.

However, in view of the requirements and the intent of Section 341ZE, where heritage values are established in this report, Defence would plan for heritage protection mechanisms to be in place in the future disposal of the site which are relevant to Bulimba Barracks under Queensland legislation. This could be at a local or state level as set out below.
Commonwealth Heritage List Criteria

A place can be included on the CHL if it is found to be significant at a local, state or national level for one or more of the following criteria:

a) the place has significant heritage value because of the place’s importance in the course, or pattern, of Australia’s natural or cultural history.

b) the place has significant heritage value because of the place’s possession of uncommon, rare or endangered aspects of Australia’s natural or cultural history.

c) the place has significant heritage value because of the place’s potential to yield information that will contribute to an understanding of Australia’s natural or cultural history.

d) the place has significant heritage value because of the place’s importance in demonstrating the principal characteristics of:
   i. a class of Australia’s natural or cultural places; or
   ii. a class of Australia’s natural or cultural environments.

e) the place has significant heritage value because of the place’s importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.

f) the place has significant heritage value because of the place’s importance in demonstrating a high degree of creative or technical achievement at a particular period.

g) the place has significant heritage value because of the place’s strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.

h) the place has significant heritage value because of the place’s special association with the life or works of a person, or group of persons, of importance in Australia’s natural or cultural history.

i) the place has significant heritage value because of the place’s importance as part of Indigenous tradition.

CHL/NHL Thresholds

The DoEE online heritage information provides some guidance on determining the level of heritage significance a place may have. DoEE states that as well as assessing a place against criteria for its heritage value, the Australian Heritage Council (AHC) applies a 'significance threshold' test. This test helps the Council to determine the level of significance of a place’s heritage value by asking: just how important are these values?

To reach the threshold for the National Heritage List (NHL), a place must have ‘outstanding’ heritage value to the nation against one or more criteria. To be included in the CHL, a place must have ‘significant’ heritage value against one or more criteria. It is noted that the AHC publication Identifying Commonwealth Heritage Values and Establishing a Heritage Register: A Guideline for Commonwealth agencies states that the threshold for inclusion on the CHL is local heritage significance.

2.2.2 Commonwealth Heritage Management Principles

Schedule 7B of the EPBC Regulations sets out seven Commonwealth Heritage management principles. These encourage the identification of a place’s heritage values and their conservation and presentation through the application of the best available skills and knowledge. They also encourage community (including Indigenous community) involvement and cooperation between the various levels of government.
If Bulimba Barracks has Commonwealth Heritage value (as identified or included in the CHL)—that is, if it meets one or more of the heritage criteria—it should be managed according to the Commonwealth Heritage management principles while it remains in Commonwealth ownership, as well as having a management plan prepared (Section 341S and Regulation 10.03B, Schedule 7A of the EPBC Regulations).

2.2.3 Register of the National Estate

The Register of the National Estate (RNE) is a list of important natural, Indigenous and historic places throughout Australia. It was a statutory register until February 2012. From February 2012 all references to the RNE were removed from the EPBC Act and the AHC Act. The RNE is now maintained as a publicly available non-statutory archive.

2.3 Other Legislation and Instructions

Commonwealth land is exempt from state, territory and local legislative requirements; however, Defence’s policy is to comply with the intent of this legislation where it does not conflict with Commonwealth requirements.

2.3.1 Queensland Heritage Legislation

Queensland Heritage Act 1992

Heritage places of state significance in Queensland are protected under the Queensland Heritage Act 1992. The Queensland Heritage Act defines what constitutes a place or object of state heritage significance (including criteria for assessing the heritage significance of places or objects in Queensland) and provides mechanisms for protecting state heritage places or objects. The Queensland Heritage Act established both the Queensland Heritage Register (which lists places of state heritage significance) and the Queensland Heritage Council.

For a place to be considered as significant to the state of Queensland it must satisfy one or more of the eight cultural heritage criteria in the Queensland Heritage Act as follows:

a) The place is important in demonstrating the evolution or pattern of Queensland’s history.

b) The place demonstrates rare, uncommon or endangered aspects of Queensland’s cultural heritage.

c) The place has potential to yield information that will contribute to an understanding of Queensland’s history.

d) The place is important in demonstrating the principal characteristics of a particular class of cultural places.

e) The place is important 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.

If Bulimba Barracks is found to have heritage values at a state level, the site would need to be nominated to the Queensland Heritage Register upon its sale by the Commonwealth. Communication with the Queensland Heritage Council representatives was not undertaken for the preparation of this report. The assessment outlined in Section 5 of this report did not find any heritage values of state
significance, and therefore there is no further requirement for State heritage listing processes for Bulimba Barracks.

**Aboriginal Cultural Heritage Act 2003**

Aboriginal heritage legislation is treated separately to the heritage legislation established under the Queensland Heritage Register. Also note the term ‘Aboriginal’ is used in Queensland legislation and ‘Indigenous’ in the EPBC Act.

The *Aboriginal Cultural Heritage Act 2003* was passed by the Queensland Parliament to recognise, protect and conserve Aboriginal cultural heritage in the state of Queensland. The Act creates a legal responsibility or statutory ‘duty of care’ requiring all land users across the state (regardless of tenure) to respect, value and protect the state’s Aboriginal cultural heritage. Land users may be at risk of prosecution and substantial fines should they fail to take all reasonable and practical measures to ensure their activities do no damage. The Act also establishes a register of identified Aboriginal cultural heritage and a supporting database of known Aboriginal cultural heritage places.

**2.3.2 Brisbane City Council—Local Heritage**

**Local Heritage Listing**

The heritage overlay mapped in the *Brisbane City Plan 2014* identifies places that have local or state heritage values.

To be listed, a heritage place or precinct must meet one or more of the following cultural heritage values:

- it is important in demonstrating the evolution or pattern of the city’s or local area’s history
- it demonstrates rare, uncommon or endangered aspects of the city’s or local area’s cultural heritage
- it has potential to yield information that will contribute to the knowledge and understanding of the city’s or local area’s history
- it is important in demonstrating the principal characteristics of a particular class or classes of cultural places
- it is important because of its aesthetic significance
- it is important in demonstrating a high degree of creative or technological achievement at a particular period
- it has a strong or special association with the life or work of a particular community or cultural group for social, cultural or spiritual reasons
- it has a special association with the life or work of a particular person, group or organisation of importance in the city’s or local area’s history.

The heritage overlay code written into the Brisbane City Plan is designed to protect locally significant places through regulation of the type of development that would be appropriate on or adjoining locally listed heritage sites. This includes the re-use of these sites to ensure the cultural heritage values of a place or area and the Indigenous cultural heritage values are not compromised.

Based on the code, development on or adjoining a heritage place must not detract from the cultural heritage significance of that heritage place, including any Aboriginal cultural values/Indigenous heritage values.
Finding suitable adaptive re-uses of heritage places is encouraged where this re-use is compatible with, and retains, its cultural heritage significance.

In the case of Bulimba Barracks, the listing of the site on the local heritage register has no statutory effect while the site remains in Defence ownership. Discussions with the Brisbane City Council heritage team confirm that upon divestment the local heritage listing has effect under the Brisbane City Plan 2014. The heritage values of the site are automatically protected upon divestment because the site is covered by the Brisbane City Plan heritage overlay, which includes a planning code. Any development of the site would need to also be informed by the Brisbane City Heritage Planning Scheme Policy.

2.4 Non-Statutory Considerations

2.4.1 The Burra Charter

The Burra Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance including owners, managers and custodians. The Charter provides specific guidance for physical and procedural actions that should occur in relation to significant places. A copy of the charter can be accessed online at <http://icomos.org/australia>.

2.4.2 Ask First: A Guide to Respecting Indigenous Heritage Places and Values

The Ask First Guidelines are generally referenced as the best practice guidelines to undertaking Aboriginal community consultation. They were prepared by the Australian Heritage Commission in 2002 to provide guidance for Commonwealth agencies to when engaging Aboriginal people about heritage places and values/

The Ask First Guidelines require that the relevant Aboriginal community (‘traditional owners and any other Indigenous people with rights and interests in the area’) is identified and consulted about the management of their heritage values.

Identifying the relevant Aboriginal community is a matter of contacting the Native Title Tribunal, land councils, local councils, government authorities and any other known group or authority that may provide relevant information. It is not a specifically prescriptive process.

The relevant Aboriginal community are expected to be actively involved in the process of identifying and assessing their heritage places and values, and have meaningful input into the management of those places.

The Ask First Guidelines are premised on the following set of principles:

In recognising the rights and interests of Indigenous peoples in their heritage, all parties concerned with identifying, conserving and managing this heritage should acknowledge, accept and act on the principles that Indigenous people:

- are the primary source of information on the value of their heritage and how this is best conserved;
- must have an active role in any Indigenous heritage planning process;
- must have input into primary decision-making in relation to Indigenous heritage so they can continue to fulfil their obligations towards this heritage; and
- must control intellectual property and other information relating specifically to their heritage, as this may be an integral aspect of its heritage value.

In identifying and managing this heritage:
• uncertainty about Indigenous heritage values at a place should not be used to justify activities that might damage or desecrate this heritage;

• all parties having relevant interests should be consulted on Indigenous heritage matters; and

• the process and outcomes of Indigenous heritage planning must abide by customary law, relevant Commonwealth and State/Territory laws, relevant International treaties and covenants and any other legally binding agreements.

Adhering to cultural restrictions on information about an Indigenous heritage place is essential to maintaining its heritage value.

These guidelines are widely referenced by a number of states as a model for best-practice consultation.

2.4.3 Natural Heritage Values

The Australian Natural Heritage Charter 2002,\(^4\) is a guideline of best-practice conservation principles aimed at assisting to identify, assess and manage places with natural heritage values. It can be applied to a wide range of places whether terrestrial, marine or freshwater. ‘Natural heritage comprises the natural living and non-living components, that is, the biodiversity and geodiversity, of the world that humans inherit. It incorporates a range of values, from existence value to socially-based values’\(^5\).

Places may have both natural and cultural heritage values—values that may be related and are sometimes difficult to separate. This is often the case with Aboriginal people who see the natural and cultural world as part of the same continuum. ‘The concept of natural heritage used in this Charter recognises the role Indigenous people have played in using and shaping Australian landscapes for at least 50 000 years and possibly much longer. Conservation of a place should identify and take into consideration all aspects of natural and cultural heritage’.\(^6\)

This Charter provides a framework for making sound decisions for managing natural heritage places based on the ecological processes which occur in natural systems. It also provides a process that can be used to support and implement local, state and territory, national and international policies, agreements, strategies and plans. It does not replace statutory obligations.

2.5 Other Databases

The Queensland Government maintains a public database of historic World war II places, known as Queensland World War II Historical Places. This database is accessible through the Queensland Government website and is a searchable database of all known places in Queensland relating to World War II. This site does not purport to assess the significance of those places, nor provide any commentary on significance. It is a useful tool for providing research information and is not a statutory list.

“Camp Bulimba—Apollo Barge Assembly Depot” is included in the database with the entry outlining a brief history of the place.

This entry can be viewed at https://www ww2places qld gov au/ places/?id=329.
2.6 Endnotes

3.0 Historical Background

3.1 Aboriginal Historical and Cultural Context

Aspects of the Aboriginal cultural background outlined below are drawn from Jagera Daran, Bulimba Barracks Disposal Site Cultural Heritage Assessment, December 2017, provided to GML Heritage (reproduced in its entirety in Appendix B).


3.1.1 Place Names

The area that is now Bulimba was originally known as ‘Toogoolawah’, a local Aboriginal word that has been documented as a reference to the bend in the Brisbane River at Bulimba Point, and also to the landform shape of Bulimba Point. ‘Toogoolawah’ has been interpreted as meaning ‘a tree bent like the shape of the crescent moon’ and it was believed that his interpretation has been applied as a description of the river bend. However, another commonly used interpretation for Toogoolawah was ‘heart’, which is believed to have been a reference to the shape of the Bulimba Point landform formed by the river. According to a history prepared for the Jagera Daran, the ‘heart’ translation may relate to a deeper meaning for the site—place names often had several symbolic interpretations including being named after the bodies of Dreaming Ancestors, and their manifestation on the landscape. The ‘heart’ may refer to the heart of a Dreaming Ancestor embodied in the landscape in this area.

The name Bulimba or ‘Boolimbah’ is recorded as meaning ‘place of the magpie lark’ and thought to specifically reference the neighbouring land at present day Whites’ Hill. However, the Protector of Aborigines, Archibald Meston, reported that the name ‘Boolimbah’ was applied not to White’s Hill, but to the small hill between Bulimba and White’s Hill, which was also known as ‘Numcarran’.

*Bulimba is the native or aboriginal name for the point of land on the south bank of the river which runs out opposite the mouth of Breakfast, or Yowoggera Creek... [Bartley 1887:3]*

3.1.2 Aboriginal Country

The river landscape, characterised by floodplains, swamps and alluvial flats, was densely inhabited and used for camping by Aboriginal people prior to and immediately following colonial settlement in Brisbane in the early 1820s. There was an ample supply of fresh water, fauna and flora, and the scattered lagoons and river provided an abundant supply of fish and water fowl.

The Bulimba area was characterised by a large number of small, closely spaced Aboriginal camps. The landscape offered a mosaic of vegetation and micro-environments: rainforest, open woodland with low undergrowth, wallum, tea-tree swamp, creeklets and many waterholes. The entire region from Bulimba to Wynnum was much valued as a hunting ground—particularly for swamp resources including fish, duck and other game. The watershed of Bulimba Creek to the east also probably provided a range of foods.

Dense vine forest or rainforest flourished around Bulimba Point along the banks of the river and some distance inland to the south into Colmslie. According to Irvine and Baker, the Bulimba Point area was a floodplain of lagoons and sandbanks, containing vines, hoop pine, figs, palms, tree ferns, hardwoods...
and honeysuckle vines. Existing blue gums at Bulimba Point are probably indicative of the pre-foreshore vegetation. Old photographs depict a sandy beach along Bulimba Point, devoid of today’s mangroves but apparently lined with rushes and reeds. Historic accounts note that the area was home to bandicoots and paddy melons, wallabies, kangaroos and yabbies.\textsuperscript{11}

Although all the Bulimba camps seem to have been relatively small, they lay between four very large and important camps: Breakfast Creek (Hamilton), Bulimba Creek mouth (Gateway area), Norman Creek mouth (East Brisbane) and Tingalpa.\textsuperscript{12} The Tingalpa camp was important for intertribal corroborees, whilst the Bulimba Creek mouth (Gateway) camp seems to have been a large regular occupation zone which was historically noted and significant.\textsuperscript{13} The Norman Creek camp was important for intensive fishing and tournaments between different groups well into the 1860s.\textsuperscript{14} The Bulimba Point area, being situated between the larger, more important locations, would have been used by the population moving between the larger camps.

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{figure3.1.jpg}
\caption{Traditional pathways and major camp zones around the Bulimba and Brisbane River area. (Source: Ray Kerkhove with GML graphics, 2017)}
\end{figure}

3.1.3 Local Resource Availability and Use

The cultural values statement provided to this project by the Jagera Daran\textsuperscript{15} in their cultural assessment notes that there were many usable resources across the landscape. The area would have supported a range of eucalypt species such as: narrow-leaved ironbark (\textit{Eucalyptus crebra}), used for making shelters and spears; lemon-scented gum (\textit{Corymbia citriodora}) on the higher drier part of the ridge, which would have provided native bee’s honey; and hickory wattle (\textit{Acacia}), used to make spears, boomerangs and nulla-nullas.

The rich sandy soils provided good conditions for camping and a high resource area.
In and around the water courses, swamp box (*Lophostemon suaveolens*) bark was used for shelters, canoes and shields while the forest red gum (*Eucalyptus tereticornis*) provided witchety grubs for food as well as bark for making canoes and bowls.

Native fruits (such as berries, figs and limes), nuts, bee honey on the hills, reeds from the swamps, ground berries on the flats, and ferns such as bungwall and bracken fern would have been plentiful in the area. Other food sources such as crayfish, eels, turtles, flying foxes, kangaroos, wallabies, possums, koalas, bandicoots, eatable birds, snakes and goannas were available to Traditional Owners in abundance.

### 3.1.4 Specific Campsites

A small campsite is believed to have been located within the boundary of the current study area towards the northwest corner in the vicinity of where Buildings B005, B007 and B008 now stand (and near the former location of the Apollo Candleworks). An image believed to be of this camp in 1900 was provided to Norm Love of the Bulimba District Historical Society (BDHS) (Figure 3.2 below).

![Figure 3.2](image)

**Figure 3.2** Photograph of Aboriginal camp, c1900, believed to be within the study area in the vicinity of where Buildings B005, B007 and B008 now stand. (Source: David Baldwin and BDHS 2017)

Kerkhove and Love also note the specific locations of a number of other nearby campsites including the Brisbane Street camp, which was located on the lower (river) end of Brisbane Street. This zone was slightly higher land than the surrounding floodplains and therefore was a suitable location for camping. Part of Bulimba Point was removed to ease the traffic of boats, thus the site probably extended further into the river than currently.

Baldwin Hill, just to the southeast of Bulimba Barracks, was also recorded as an Aboriginal campsite area—‘a large native camp existed on Baldwin’s Hill until the turn of the century’. Located at the higher (southern) end of Baldwin Street, it may have been a ‘sub-camp’ of the Bulimba Hill camp nearby to the west. Farther west again was another camp in the area now occupied by Johnstone Street—it was also likely to have been a sub-camp of the Bulimba Hill camp.
Bulimba Hill, located immediately to the west of the study area, is also recorded as having been the main Aboriginal camp in the Bulimba area. Records included the recollections of early Bulimba resident Mrs Thomson who recalls the camp being there when she first arrived in 1884, and descriptions of camps on top of Bulimba Hill by the Lauman family who lived near the top of Bulimba Hill in the 1920s.

Given the presence of Aboriginal camps across the Brisbane River at Hamilton Heights (Toorak Hill and Eldernell Hill), the camp on Bulimba Hill could have been positioned partly for ease of communication—through shouting and line of sight. According to James Bonner, of Jagera Daran, local Aboriginal people used hills and lookouts for this purpose.

Other camps mentioned also include the Pashen Creek camp and Oxford Street camp. The former was recorded as the ‘last camp’ in the area, and presumed to have been ‘dispersed’ in the 1890s or into the 1910s with the inhabitants removed to missions. Irvine and Baker record a local memory of children being given ‘fish cooked in banana leaves’ by Aboriginal people living in a camp in the vicinity of Oxford Street in 1900.

Extending to the south of the study area, up to approximately 1.5km away, were camps located where Main Avenue, Riding Road and Hawthorne Park are all situated now. These areas had many waterholes and the camp near Riding Road and Hawthorne Park was remembered as a particularly large camp.

3.1.5 Crossing the River

In 1824, John Oxley surveyed the Brisbane River and observed the numerous paths used by Aboriginal people in the Breakfast Creek area, opposite Bulimba.

On the Bulimba side, the alignment of Apollo Road was formerly an Aboriginal pathway, as was the alignment of Lytton Road. These pathways facilitated the Bulimba Point area as an important intersection between the main camps at Breakfast Creek/Hamilton and those at Norman Creek, Bulimba Creek and Tingalpa.

Just east of the end of Apollo Street was an important crossing point, being almost directly across from the Hamilton camp—an important fishing area.
Figure 3.3 Traditional campsites, cultural areas and natural features in the environment surrounding the study area. (Source: Ray Kerkhove with GML graphics, 2017)
3.1.6 Hunting and Gathering Grounds

While the sandbanks of Hamilton were a favoured fishing area, Bulimba was used for large-scale hunts of bandicoots and pademelons. The point at Bulimba was also favoured for driving wallabies and Cairncross Paddock to the east was a good area for trapping or netting small birds such as finches.

In the 1840s, James Johnston was a gardener at Bulimba and owned land next to the first settler David McConnel. James’ son William recorded in his memoir that many Aborigines remained at Bulimba and that the ‘Turrbal continued to hunt bandicoots and pademelons with their dogs and to fish from the riverbanks, using their sophisticated fishing techniques’.

According to Jeffrey Hood, ‘huge areas’ of Bulimba Barracks consisted of swamps and lagoons. Much of this was tea-tree swamp. Resources here would have included tea-tree bark and nectar, yabbies, rushes, ducks and fish. An early resident of the Bulimba area noted that one of the small gullies that crossed what is now the study area had been altered in a way to trap fish:

(It looked like) a sawn timber fence across a small creek, at low tide it was high and dry from river level … I put it down to the work of Aboriginals, as the hill top nearby was the camping … grounds … I always have been of the opinion, that these supposed floodgates were, in effect, an Aboriginal fish trap, as on each high tide the gates were partly submerged, the fish would swim over the top and become trapped.

Kerkhove and Love estimate that was probably near the Bulimba Hill camp, in what is now the southwestern part of the current study area. Aboriginal brushwood fishing weirs were common around Brisbane—being noted around Petrie, Breakfast Creek and Norman Creek.

3.1.7 Dance Grounds

A number of corroboree grounds on the south side of the river have been mentioned in historical records. In particular, an account from George Crouch—a retired fisherman who was born in Wynnum—recalled seeing corroborees being held at a corroboree grounds in an area to the east of the Bulimba Barracks study area, on land that later became the Brisbane Graving Dock, towards Cairncross Rocks. As was reported in the Courier-Mail in 1940, Crouch stated that he would go here with school friends to watch the performances—this was in the 1870s.

Bulimba Hill was also reported to have had a corroboree ground and a large camp area at Tingalpa was also known as being important for intertribal corroborees.

These eyewitness accounts attest to the fact that despite the incursion of settlement, many aspects of Aboriginal life continued into the late nineteenth century. The Courier in 1861 reported on a traditional corroboree and tournament at Bulimba:

On Tuesday evening, the blacks on the south side of the river at Bulimba had a grand corroboree winding up with a fight … One of the gins engaged in the contest is reported to have been so badly wounded that she was not likely to recover. She had, by the way, been removed by her tribe from the spot.

The Jagera Daran provided the following statement about traditional ceremony in the area:

Jagera is part of a greater bora society with our neighbours; through this strong alliances were built over thousands of years. Kippers from other tribes would be initiated in one tribal area that had the greatest numbers of participants. They were taken through country and shown sites boundary makers good food places, lithic sources, ochre, healing plants. Numerous gatherings were centred around, young men initiations these young men were called kippers. The kippers were to be future leaders those that were chosen to be the future knowledge holders. They would show potential in
different areas—storytelling, medicine, food plants, knapping etc. When these kippers were ready for initiation the use of message sticks were used to send information to neighbouring tribes and then the use of Bullroarer from a signalling hill likely the biggest making way down to the Bora ground, the Bullroarer was used to alert all that were not participants to stay clear of the bora area. Celebrations would happen for days even weeks to allow people to join in the celebrations of dance, spiritual praise and celebrations of thanks for providing of land and resources.38

3.1.8 Burial Grounds

Further recollections from Mr George Crouch included that his father had been made aware of a location of an Aboriginal burial ground for women when they found themselves too close to it while trapping birds:

... My father and his mate... used to go down Cairncross Paddock to trap finches—Redheads and Zephirs—and they used to go to a certain bare patch that was full of birds. Whenever the Aborigines saw them putting their traps there, they chased them because they said it was the Gins' burial ground. [Turner-Jones 1990] 39

Norm Love estimates this area to be the current Colmslie Recreation Reserve/hockey ovals.40 It is not clear how long this burial ground was maintained, although the story of George Crouch’s father related to around the 1850–60s.

Kerkhove notes that a male burial ground was also in the near vicinity:

A number of early residents recall a burial ground for men being in the gully behind Bulimba State School (between Mcllwraith Avenue and Wentworth Parade). Some of this was still present until the American troops dug out the area in 1943 (Norm Love, pers comm, 26 Sept & 9 Oct 2017). There has since been a housing development in the gully. Two memoirs (Andrew Johnston and the Henderson family from Hawthorne) mention the grounds.41

3.2 Historical Developments and Colonial Settlement

In 1823 the Surveyor General of NSW, John Oxley, was sent by Governor Thomas Brisbane to explore sites for a secondary penal settlement. On this journey Oxley recorded early observations of Brisbane River. Prior to Oxley, three shipwrecked timber getters, Thomas Pamphlett, Richard Parsons and John Finnegan, followed the Brisbane River inland from its mouth and set foot on the area later known as Bulimba. Oxley rescued Pamphlett and Finnegan on his expedition but Parsons was not rescued until a year later.42

The Moreton Bay region was opened for free settlement in 1842. However, the Bulimba area remained largely unpopulated by non-Aboriginal settlers until the later 1850s and even 1870s in some parts. This allowed Aboriginal groups to continue living in the area until the mid to late nineteenth century. According to Kerkhove and Love,43 in 1866 members of the ‘Bulimba tribe’ were recorded going to Brisbane for blankets. During the later 1850s to 1860s, huts were built and land cleared near the river at Bulimba Point and along Bulimba Creek, although even by 1888 the non-Aboriginal population in this area numbered just a few hundred.44

3.2.1 Bulimba House and Surrounds

David and Mary McConnel, having established a station at Cressbrook, bought 173 acres (69 hectares) for an agricultural property called Bulimba.

In 1850, Andrew Petrie built the McConnels’ home ‘Bulimba House’ from grey freestone quarried further down river. The McConnels brought the first cotton gin to the district to process a cotton crop alongside commercial crops of wheat, barley and oaten hay. They also encouraged their employees to establish farms on adjacent blocks including the Johnston, Thorpe Riding, Watts, Smith, Campbell and
Challenger families. The Electoral lists of East Moreton were published in 1854. Bulimba had 31 people qualified for vote. The Riding, Campbell and Wilson families bought land (portions 31, 30 and 29 respectively—refer to Figure 3.4) a short distance down river from the McConnels’ estates, on which Bulimba Barracks was later built. Mary McConnel originally referred to the area as Togoolawah but ‘recognised by the 1840s, it had begun to be called Bulimba’.

Mary McConnel is said to have employed Aboriginal women at Bulimba House. It seems Aboriginal people around Bulimba were frequently working in and around European homes during this period. Kerkhove and Love give a detailed historical account (Appendix C, page 17).

Figure 3.4 Bulimba area subdivision map showing land owned by Riding, Campbell and Wilson (portions 31, 30 and 29 respectively) on which the study area is now situated. (Source: BDHS)

The subdivision of the land continued into the 1890s with the Amos, Riding and Mayfield Estates. The Amos Estate was adjacent to the Apollo Candleworks with the Mayfield Estate to the south. Both estates were resumed during the Second World War.

3.2.2 The Brisbane River

The river was the main avenue of transport for the early European occupants. The overland route passed through Galloways Hill and on to the track linking Cleveland to Brisbane, following it through Woolloongabba and South Brisbane. Rowing across the river to Newstead and travelling through Fortitude Valley to the city was an easier journey than the land route which skirted Norman Creek. Sam Buckley may have run an unofficial ferry across the river from about 1850. Bulimba residents and farmers applied for the construction of a bridge across Norman Creek to improve overland access and in roughly 1856 the first bridge over Norman Creek was opened.
As early as 1849, the McConnels established a private ferry to cross the river into Brisbane. Other ferry services were also noted at times from Oxford Street and Brisbane Street, and another was later established at the end of Apollo Road. These ferries were pulled by ropes from either side of the river. George Crouch remembered a vehicular ferry as a ‘punt pulled along a wire rope by the ferryman’. Kerkhove and Love note that ‘early resident John Negus (b. 1867 in Bulimba) remembers the ferry of Apollo Road being pulled by Aboriginals’.

While the pay for the work would have been one of the attractions of punt hauling, another benefit for the Aboriginal workers may have been partly to assist kin in crossing the river, to access other Aboriginal people, camps and even to access the blanket distribution on ‘blanket days’. The ferry crossing at Oxford Street would have provided access to the hunting grounds of New Farm and the burial grounds of Teneriffe, while the crossing at Apollo Street would have provided access to the main camping areas of Hamilton.

3.2.3 Legislative Controls for the Aboriginal Population

With colonisation, Aboriginal people and Torres Strait Islanders were increasingly subject to legislative control and intervention into their lives. Prior to Queensland’s separation from NSW in 1859, the Queensland Native Police were the main form of government administration of Aboriginal lives. The members of the police were recruited from southern tribes and foreign to local tribes, regarding them as enemies.

In the 1850s, the Native Police “broke up” the Bulimba camp (RHSQ/ Melton 17 June 1920: 82). It is not certain if this was the Bulimba camps in general, or the major base camp at the mouth of Bulimba Creek. In November to 2nd December 1861, the Native Police and Brisbane Mounted Police again, under Lt Fred Wheeler, destroyed the Bulimba camp, ‘dispersed’ the inhabitants and destroyed all “implements of warfare” (COL Sec ID 846752 61/2974). Again it is uncertain what the exact location of this attack was, but from the memory of local early resident Ian Walkley, it seems to have been in the Bulimba and Cairncross (Colmslie) areas.

The force was disbanded in 1900 but new legislation was introduced under the Aboriginals Protection and Restriction of the Sale of Opium Act 1897 enabling pervasive government ‘control over almost all aspects of the lives of Aboriginal and Torres Strait Islander people in Queensland’. From the 1870s, the establishment of Aboriginal reserves led to the dislocation and forced removal of many people from their traditional lands. The government also supported various churches in establishing missions by providing land and funding.

3.2.4 Industrial Land Use and Expansion of Bulimba

While farming was the main activity in the district in the mid to late nineteenth century, a large tin smelting works was also established near the ferry giving employment to a considerable number of people. During the latter part of 1866, Messrs Smith, Price and Harvey were reported as having discovered nuggets and particles of gold along the banks of the Brisbane River opposite the Breakfast Creek. While some alluvial deposits were found and a shaft sunk into the main quartz reef, the mine did not become a major industry in the area.

The 1880s saw the beginnings of more urban and industrial development in the area. Many of the large land holdings were subdivided and sold as housing estates and, with the concomitant rise in the population, commercial services were established. The proximity to the river and adjoining creeks also provided ideal conditions for industry to develop.
The Apollo candle factory was built in 1880 near the present Apollo Road. The yard covered about 25 acres and the factory produced candles, soap and oil. It amalgamated with J. Kitchen & Sons in 1885. J. Kitchen & Sons had been established in Melbourne in 1858 and was expanding its operations in Victoria by acquiring competitors in Bendigo, Echuca and Wangaratta. The interstate expansion included the merger with Apollo Company Ltd and by acquiring part of the Sydney Soap & Candle Company Ltd. and establishing a boiling down works in Alexandria, Sydney. The company was responsible for the introduction of soap milling machines to Australia and introduced the well-known Velvet and Solvol brand names (in 1906 and 1915 respectively). The expansion of the company continued in Sydney and continued production well into the twentieth century. Production continued at Bulimba despite being inundated by floods and suffering a fire in 1909.

On the northern side of the river at Newstead, industrial developments in the form of the Colonial Sugar Refining Company and the gas works, as well as the wharves, provided employment opportunities for residents of the Bulimba area as transport across the river by ferry was an established service.

The Apollo candle factory seems to have been an occasional employer of Aboriginal youth during the 1880s to 1900s; a Queensland Police Gazette report from 1897 noted that George Wiseman, 20-year-old son of a Kabi (Sunshine Coast) woman, was reported as working for the candle maker at Bulimba in 1897.56

In 1925 the tramlines were extended into the district along Hawthorne Road as far as Barton Road, increasing the accessibility of the southeastern parts of the district. Services were extended to Oxford Street in 1935. The cross-river ferries, both passenger and vehicular, continued to be a major form of transport with their importance to the district being emphasised by the construction of a shop and dwelling at Hawthorne ferry in 1921 and the Addison-designed Bulimba ferry house in 1922. Buses also serviced the district, often connecting with the ferries.

The 1927 parish map of the Bulimba area shows the candleworks on the river foreshore and a broad zone of swampland to the south (Figure 3.5).
Figure 3.5 Parish map, 1927, showing the location of the Apollo Candleworks, swamp and planned street layout. (Source: BDHS with GML overlay, 2017)

Figure 3.6 Foreshore view of the Apollo Candleworks. (Source: BDHS)
3.3 Second World War

Although Australia had been at war with Germany since 1939, the impact of war on the Australian population increased dramatically after the Japanese entered it in 1941. The Japanese forces swept south through Malaya, the Netherlands East Indies and had reached New Guinea by January 1942. Northern Australia became a major staging point. The General Headquarters of the South West Pacific Area, under the command of US General Douglas MacArthur, was also moved to Brisbane in July 1942. An unprecedented military build-up followed. The concentration of US troops alone was heaviest in southeast Queensland, reaching a peak of 75,500 in December 1943. Camps, airfields, construction and recreational facilities specifically for the US Army were erected in Brisbane during the war.

As with the rest of Brisbane, the coming of the Second World War brought enormous changes to the Bulimba district. The Brisbane River became an important defence site and industries associated with the war effort were located nearby. As numerous local men and women enlisted in the war effort the area became the base of a variety of Australian and Allied war activities. Australian soldiers were stationed in bunkers and gun emplacements on Bulimba Point protecting the American submarine base at New Farm, the wharves and the city of Brisbane. Anti-aircraft batteries were also located at the rear of Balmoral Cemetery and staffed by Women’s Australian Auxiliary Air Force (WAAAF) personnel.

3.3.1 The Apollo Barge Assembly Depot

The Apollo Barge Assembly Depot was swiftly built by the United States Forces on land that had been acquired by the Commonwealth of Australia in March 1943. The 1945 Gazette notice for the
acquisition (Figure 3.8) describes the land as comprising 60 acres, 2 roods 14.6 perches, listing a range of allotments including residential properties.

The tea-tree swamp on the site was filled in and the Commonwealth Government acquired up to six houses in the vicinity of Aberdeen Street (the former street on the foreshore of the Barracks) to make way for the barge buildings (Figure 3.7). The homes of the Montford, Pryor, Welch, Palin and Haylock families were relocated to Cowper Street and the Vaughn family home was moved to Byron Street, Bulimba. The American military built six large warehouses, one of which was the main barge construction workshop (Building C001). Several peripheral buildings, such as accommodation and latrines, were also built on the site but were not retained after the war. As is suggested by the name, the US barges were assembled at the Bulimba base. The steel components were shipped in via the Brisbane River and delivered by barge to the assembly depot. In a memo dated 11 August 1943 from the US Army, the requirements needed for the establishment of the Assembly Depot were outlined. The cost of the facility, which was termed a priority, was to be £481,400. Facilities to be included were:

1. Ship and gun crew training station in conjunction with an approved campsite for 1,800 men.
2. Installation and outfitting of 100 refrigeration barges, oil barges and ship repair facilities.
3. Construction of four or more floating dry docks, 250’ to 350’ long by 50’ to 60’ wide, and 12 or more floating workshops, 150’ x 30’ x 3’.
4. Construction of 400 wooden barges, 80’ x 32’ x 8’.

The position of the Apollo Barge Assembly Depot was tantamount to its importance as a military vessel supply base. During the Second World War a wide wharf was constructed for the Assembly Depot that allowed an efficient means of distribution. Once assembled, the barges were shipped out as deck cargo to the conflict in the Pacific. Each barge, measuring approximately 18 metres by 8 metres and with two refrigeration units, was designed as a supply vessel that would be deployed into secured territory in the Pacific region of the war.
Figure 3.8: March 1945 Gazette Notice establishing the Bulimba Barracks site as a Commonwealth owned site. (Source: NAA Series J56 Control Symbol QL631, Part 1A, page 60)
Figure 3.8 The Bulimba site in 1946, with the Apollo Barge Assembly Depot, large barge construction workshop, close to the river bank and other warehouses aligned with Apollo Road along the western Boundary and Chinese labourers barracks buildings to the southeast. (Source: Queensland Department of Natural Resources—QImagery with GML overlay)

Figure 3.9 World War II troops on parade in front of Building C001. (Source: BDHS)

Figure 3.10 Building B005, remains on the site; this image is shortly after World War II when the Royal Australian Electrical and Mechanical Engineers corps occupied the site. (Source: BDHS)
Figure 3.11 Vehicles stored in one of the Bulimba warehouses, 1946. (Source: BDHS)

Figure 3.12 Storage shelves in one of the Bulimba warehouses, 1946. (Source: BDHS)

Figure 3.13 Stacked tyres in one of the Bulimba warehouses, 1946. (Source: BDHS)

Figure 3.14 Matilda tanks in one of the Bulimba warehouses, 1946. (Source: BDHS)

3.3.2 Chinese Labour Force

The Assembly Depot was almost entirely populated by a Chinese workforce numbering between 800 and 1000 men, and housed at Camp ‘A’ which was located in the southeast of the Bulimba Barracks site, refer to Figure 3.8. the camp comprises timber huts, or ‘barracks’ buildings, for accommodation, organised in orderly arrangement similar to the many defence bases established during World War II. The men were part of the thousands of Chinese seamen stranded in Australia when war broke out in the Pacific and China’s ports came under Japanese control. Formerly the seamen had worked on foreign vessels for Dutch, American and Hong Kong shipping lines. The foreign vessels were commandeered by the Australian government for the war effort and the Chinese filled the shortage of labour for Australian and American Allied forces in Sydney, Melbourne, Queensland and Perth.

Between late 1942 and 1943, 500 Chinese labourers known as the ‘Native Labour Company’ arrived in Townsville. These labourers had been displaced from the Pacific Islands of Nauru and Indian Ocean Islands in the Central Pacific. In March 1944, 240 Chinese from the Company were transferred from Townsville to the Bulimba Apollo Barge Assembly Depot and the Engineer Boat Yard. Not only were they the key workforce for constructing many of the buildings but the Chinese labourers also worked in the workshops, constructing the barges. BDHS notes that a journal held in the National Archives (NAA) contains a listing of 1035 names of Chinese workers at Bulimba in 1945. They formed their own
seamen’s union, (Chinese Seamen’s Union) with members raising funds for wartime refugees and taking care of men who fell ill and for the funerals of those who died from accidents.  

Figure 3.15 Image of one of the journal pages listing Chinese people employed on the US barge building work at Bulimba in 1945 (Source: NAA: BP210/7, 1 – courtesy of BDHS)

The Chinese, who were rendered stateless by the war, had to register with the Immigration Department and were issued with ‘Alien Certificates’ which allowed them to move freely provided they continued to work for the Department of Defence until the war’s end. Though the workers largely lived their life within the barracks, forays into Bulimba sometimes escalated tensions with the Bulimba community. Locals still refer to the ‘Battle for Bulimba’ when the beer supply at the local hotel ran out and the Chinese were blamed, resulting in a brawl between 200 and 300 people including Chinese workers, Allied and Australian soldiers and Bulimba locals.

When the Second World War ended in 1945, the Chinese workers were prohibited from staying in Australia under the *Immigration Restriction Act 1901*, also known as the White Australia Policy. On 14 November 1945, the *Courier-Mail* reported that the Chinese workers were waiting to leave Brisbane:

> 1465 Chinese at Bulimba wait for ships home. Two miles from the G.P.O., at Bulimba, is a Chinatown of 1465 inhabitants. Gathered there are tinkers, tailors, soldiers, and sailors from all corners of the Chinese Empire. They have been working for the American Army. Now they are prohibited immigrants awaiting transport to take them home ...

> They have worked at Darwin and Sydney as Australia Army Labour Companies, and more recently Bulimba.

Some associated with the Chinese camp did remain in Australia, including Eddie Liu. Liu had arrived in Melbourne in 1937 and became a supervisor at the Bulimba Small Ship Division Project. He also acted as an interpreter between Chinese workers and the Australian and American army staff, and was secretary for the Brisbane chapter of the Chinese Seamen’s Union established in 1942 by the workers during the war to fight for better working conditions. Liu later established Chinatown in Brisbane in 1983.
3.3.3 Postwar Bulimba Barracks

After the war and the departure of the American Military Forces from Brisbane, the Apollo Barge Assembly Depot became the base for the RAEME. The RAEME was a division of the Australian Regular Army that was responsible for the maintenance of all land electrical and mechanical equipment. In April 1945 the Quarter-Master General of the Australian Army outlined the agreement with the United States Military relating to the handover of the Bulimba site. It stated:

> At Conference today with Commanding General Base Section USASOS and Brig-Gen Johnson, GPA, an undertaking was given that the US Authorities would release the Bulimba site to the Australian Army as soon as practicable and possibly not later than the beginning of May. The US Authorities will proceed forthwith to clear stores and equipment now held on the site to the open storage area adjacent or in the vicinity of the Chinese Camp.

As well as re-using the already existing large military workshops and warehouses on the site, the RAEME moved several buildings from their previous Kangaroo Point site. In October 1946 a training school was established in the army buildings. Additional workshops and administration buildings were constructed as the site grew to be a major base for carpentry, metal fabrication and machining, and electronics manufacturing and repairs for ‘Telecom’ and some external businesses. By 1949, the barracks buildings of the Chinese encampment has been removed from the site.

Figure 3.16 shows the broad development periods of the buildings remaining on the base.

Expansion of the buildings included new living-in accommodation in the 1960s, new office and workshop buildings in the 1970s, a precinct of new administration buildings, and an armoury and workshops in the 1980s. The original ‘barracks’ buildings were removed after World War II and before 1949. Further administration and ancillary buildings were built towards the eastern end in 1987 and additional accommodation was added to the site in 1991.

HMAS Moreton at the New Farm site was decommissioned and many services were relocated to Bulimba Barracks under the authority of the Naval Headquarters Southern Queensland in 1994.

The site continued to be in use by the Australian Army until 2012. HMAS Moreton was subdivided from the Bulimba Barracks site and commissioned in 2016.
Figure 3.1 Site plan showing approximate period of construction of buildings. (Source: Department of Defence with GML overlay, 2017)
3.4 Comparative Analysis

A comparative analysis provides some context for understanding the heritage values of the Bulimba Barracks site by analysing the nature of similar places in the area. This comparative analysis includes similar World War II period US Army facilities in Brisbane and also refers to other Defence engineering facilities previously located in this area.

3.4.1 Similar World War II US Army Facilities in Brisbane

Damascus Barracks, Sugarmill Road, Meeandah, Brisbane

Damascus Barracks, formerly known as Camp Meeandah, was also a former US Army General Stores Depot. It is located at Sugarmill Road, Pinkenba, and described by the Queensland World War II Historical Places website as follows:

The Meeandah Stores Depot was part of the largest major storage project undertaken by the Allied Works Council for the US Army in Brisbane. Although construction was planned for 47 huge warehouses on three sites totalling 420 acres at Meeandah, Banyo and Pinkenba, only 29 stores in total were built. The total storage space was 1,143,000 square feet on the floor. These Depots, which warehoused food, clothing and general US equipment and stores, were also built ‘…to serve as holding depots for all classes of material under Lend-Lease.’ The depot was completed in January 1944. Meeandah was the major depot having 19 warehouses, while Banyo had 9 and Pinkenba had one warehouse, all completed by October 1944. Meeandah Stores Depot now operates as the Australian Regular Army’s (ARA) Damascus Barracks and is the only former US Army barracks still occupied by the Australian forces in Brisbane.63

The site of this facility remains largely intact on Sugarmill Road, with 11 warehouses still standing and in use by the Australian Army as a stores depot. The original configuration of the site was described as follows:

While all the stores, most of which were 400 feet x 100 feet, were of lighter temporary construction, with cement flooring, prefabricated timber roof trusses made from Oregon pine, timber frames, weatherboard cladding and iron roof, they were still estimated to cost around £11,000 each. Eventually, 17 warehouses of this dimension were erected at Meeandah, with six others of smaller dimension. All warehouses had electric light and power connections. Other facilities included an earth dam holding 500,000 gallons, vehicle servicing structures including workshops, latrines, a picture theatre, guard huts and an administrative building. The General Stores Depot was operated by the US Army Services of Supply (USASOS) that had its headquarters at Camp Victoria Park at Spring Hill.

The 11 warehouses at Meeandah are the same overall dimensions as the larger of the ‘D’ numbered warehouses at Bulimba (D003 and D004), and while not inspected internally for this project, all appear to be of the same construction style. They have the same overall building profile and the historical description of their construction reflects that of the Bulimba Barracks buildings. Of note is the external cladding which is corrugated steel on some of the warehouse and Klip-lok’ style square profile steel cladding in lieu of the originally described weatherboard cladding.

The history of the Damascus Barracks buildings parallels that of the Bulimba Barracks buildings, having been constructed by the US Army during World War II for a specific operational purposes and then transferred to the Australian Army for use after the war. Both sites have remained in Defence ownership and have been under the operation of the Australian Army, until 2012 for Bulimba.

On that basis, the Damascus Barracks site is an excellent operational demonstration of the type of warehouse site that Bulimba once was during the Second World War.
The former US Navy Stores Depot at Northgate is another facility constructed during World War II by the US Armed Forces and handed over to the Australian Defence Force at the end of the war. Key elements of this facility still remain today, although they are in private ownership as factories and warehouses for other industrial and commercial businesses.

The place has been described by the Queensland World War II Historical Places website as follows:

The Northgate Depot was built in 1943 and comprised 19 USN warehouses or other buildings. It was bounded by Toombul and North Coast (now Melton) Roads, Edgar and Allworth Streets. In 1944, the Australian Government purchased 11 acres, 2 roods and 32 perches of depot land. Under the National Security Regulations, the Commonwealth Government appropriated the land for lease to the USN in 1943. The USN chose the site as it was close to Northgate Station, the adjoining Railway Maintenance Workshops and the Holland & Mackenzie Foundry. These two factories could be utilised to repair or manufacture some spare parts required by the USN. Being close to Nudgee Road, the site had a direct access route to the USN facilities at Brett’s Wharf, Hamilton.

One large warehouse (T9) and 11 smaller warehouses (T1-T8 & T10-T12), a battery storage shed, a motor room and a loading ramp were constructed. Three roadways (one became Landy Street) were created to allow access to the depot’s interior.

The USN began vacating the warehouses on 26 November 1945. T4 was finally handed-over to the Australian Army on 5 November 1946. Some buildings became Commonwealth Disposals Commission kit stores and Peace Offices. T9 was the Northern Command Medical and Veterinary Stores from November 1945 to 15 July 1949.

Post-war, warehouses were converted into factories or workshops for Kraft Walker Cheese, Bergers Paints, GMH, Athol Hedges coachbuilders and the Queensland Tobacco Growers Co-operative. The 11 ‘smaller’ warehouses on this site are of a similar style and size to the three ‘smaller’, ‘D’ numbered warehouses at Bulimba (D001, D002 and D005). This complex remains largely intact.

A key difference between this site and Bulimba is that the Northgate Depot was originally a Navy depot rather than an Army depot and that its postwar disposal to the Australian Defence Force was facilitated across a range of Defence operations, rather than a singular entity such as the Australian Army, as was the case with Bulimba. This facility otherwise reflects many of the operational aspects of Bulimba although, now separated and in private ownership, it no longer conveys its history in a cohesive way.
Key elements of the USN Stores Depot remain today as factories and warehouses, shown here as located at 219–249 Toombul Road, 343 and 345 Earnshaw Road, 15 and 21 Edgar Street, 34 and 60 Allworth Street, Northgate. (Source: Google Maps, 2017)
United States Army Warehouses, Railway Parade, Nudgee, Brisbane

Another facility established by the US Army was a pair of warehouses on Railway Parade, Nudgee. These two buildings appear to have been constructed as per the smaller Bulimba warehouses and those at Northgate, although they were 10m longer and 5m wider than the Bulimba examples.

These twin warehouses are examples of the military infrastructure that the American forces constructed in Brisbane so as to develop it as an important logistical base and the South-West Pacific American (SWPA) headquarters. Brisbane was chosen as it possessed major port facilities; was a rail hub; and was closer to the frontline in Papua and New Guinea.

By October 1943, two warehouses and an accompanying rail siding were built. One warehouse was labelled the ‘X’ Building with the other known as the ‘Y’ Building. Each warehouse was 262 feet long by 123 feet wide and a 44-foot roadway gave truck access to the site via St Aches Street.

Only one of these structures, the northern building, now remains. These facilities reflect the US Army’s embedment into Brisbane as a key strategic location during the war.

United States Army General Depot, Earnshaw Road, Banyo, Brisbane

Now largely demolished, the US Army established another substantial stores depot at Banyo, comprising eight large warehouses of the same dimensions as building D003 and D004 at Bulimba. Numerous other structures including administration and accommodation buildings were also constructed on the site. Like Bulimba, this facility was transferred to the Australian Army after the war. It has since been divested in parts into private ownership and progressively redeveloped. None of the eight original warehouses remain standing.

The site was described by the Queensland World War II Historical Places website as follows:

This depot was the largest US Army vehicle storage and repair facility established in Australia during the World War 2. The warehouses were of an US prefabricated design that utilised prefabricated lattice trusses made from imported...
Oregon timber. After the war, the depot was handed to the Australian Army that operated the site as the Banyo Army Stores Depot. In 1947, Golden Circle purchased part of the site for its new cannery. The Australian Army vacated the Depot in 2001. On the left side of Earnshaw Road was the Administration Block. Down the hill from the Administration Block were two rows of three warehouses. These six warehouses were 100 x 400 feet in dimension with post and lattice truss walls and concrete floors. At the area’s bottom end where the cannery is now, were two 100 ft x 400 ft open storage areas with earth floors, a motor repair shed, plus a railway siding with an earthen loading platform that was situated near Bindha Station’s current location.

On Earnshaw Road’s eastern side was the Depot’s second area. At its top end, nearest Tufnell Road, was the Troops Camp. Apart from a tent line housing enlisted men, it comprised 44 buildings. There were officers’ accommodation huts, separate bathhouses and latrines for officers and their men, a headquarters building, infirmary, postal exchange (PX), recreation hut, supply shop, canvas motion picture theatre, 4 kitchens and 2 mess halls. Down from the Troops Camp was a row of two 100 ft x 400 ft warehouses, and a second row with another warehouse, a maintenance office and a workshop. To the east of these warehouses were four 100 ft x 400 ft open storage areas. After the war, the depot was handed to the Australian Army that operated the site as the Banyo Army Stores Depot. In 1947, Golden Circle purchased part of the site for its new cannery. The Australian Army vacated the Depot in 2001.

Figure 3.28 Aerial view of the US Army General Depot on Earnshaw Road, date unknown. (Source: <http://www.ozatwar.com/ozatwar/banyocamp.htm>)

Figure 3.29 The site as it is today; none of the original buildings remain. (Source: Google Earth, 2017)

Figure 3.30 The 338th Ordnance Company’s Repair Shop at Banyo, date unknown. (Source: Russell Miller and David Spethman <http://www.ozatwar.com/ozatwar/banyocamp.htm>)

Figure 3.31 Tented area at US Army General Depot, date unknown. (Source: Erv Anderson <http://www.ozatwar.com/ozatwar/banyocamp.htm>)
3.4.2 Other World War II Facilities in Brisbane

Cairncross Graving Dry Dock, Brisbane

The Cairncross Graving Dry Dock was located nearby the Bulimba Barracks and provided naval and mercantile repair services during the war. It was established as necessary support infrastructure for the war effort.

Until 1944 the 430-feet South Brisbane Graving Dock was the only one in Brisbane capable of carrying out repairs on navy and merchant vessels, though its size limited the number and type of vessels that could effect repairs there. As a consequence the Brisbane Graving Dock at Cairncross was commenced in August 1942 as an additional repair facility.

The Queensland Department of Public Works oversaw the project to a design produced by engineering staff of the Stanley River Works Board. The Main Roads Commission undertook construction of the nearby wharf, the Department of Harbours and Marine organised dredging of the site and design of the caisson or gates. Construction of the dock was a priority project for the Allied Works Council, and it received its allocation of equipment and labour through the Civil Construction Corps.

At the end of the war the Brisbane Graving Dock was one of the largest in the southern hemisphere, capable of receiving a vessel 800 feet long, with an 80 foot beam and a draught of 32 feet.

The construction project was labour-intensive and a large camp site known as Camp Apollo and capable of housing 1000 workers was established for the Civil Construction Corps by the corner of Thynne and Lytton Roads at Bulimba. Barracks for the CCC were built near Coutts St, and after the war were used for low-cost housing and known as the Bulimba Hostel.67

The site has been in private ownership since 1999 and was closed down in 2015. It is now for sale. Most of the World War II structures have been demolished. Like Bulimba Barracks, Cairncross was a substantial World War II period facility built on the Brisbane River to support the war effort.

1st Australian Engineers Base Store Depot, Rocklea, Brisbane

The 1st Australian Engineers Base Stores Depot was located at Rocklea, on the western side of Beaudesert Road and between Sherwood Road and Medway Streets. Now completely demolished, the site originally had a storage depot, a spare parts depot, and workshop and military accommodation facilities.

Figure 3.32 Former location of 1st Australian Engineers Base Stores Depot at Rocklea—now an industrial complex. (Source: Google Earth with GML overlay, 2017)
3.4.3 Comparative Analysis Summary

The comparative analysis shows some of the extent to which the Brisbane area was host to a range of military infrastructure during the second World War, with the analysis focussing on warehouse style depots, with reference to naval and engineering depots as well.

The analysis indicates that there were at least four major US Army depots in Brisbane in addition to Bulimba Barracks.

Damascus Barracks was the largest and remains substantially intact, and, along with Bulimba, would appear to remain close to its original configuration. The warehouse buildings at both of these sites are of the same two basic styles, equivalent to the two key ‘D’ style warehouses at Bulimba—the larger style being the same as Bulimba’s D003/D004 structures with the smaller style being the same as Bulimba’s D001, D002 and D005). Overall, between Bulimba Barracks, Damascus Barracks and the Northgate Stores Depot there are 13 of the larger style remaining and 14 of the smaller style remaining. None of these other sites have an equivalent to Bulimba’s largest major warehouse C001. This local comparison indicates the relative ubiquity of the construction of standard sized warehouses and they remain modestly well represented in the built environment around Brisbane today.

Also apparent from this comparison is the rarity of the larger C001 style warehouse which appears to have no other extant equivalent in the Brisbane area. Its scale is replicated at an RAAF Airfield in Macrossan, North Queensland, but otherwise the research for this comparative analysis has been unable to find other similar examples.

Also noted through this comparison is the very specific and unusual use of this site. Other sites established by the US military in Brisbane were mainly stores depots and not for Barge assembly work. Even the nearby Cairncross Graving Dry Dock—another example of second World War maritime infrastructure in Brisbane—does not duplicate the functions of Bulimba Barracks but was an allied facility nearby providing ship repair services rather than barge/boat construction.

Overall the comparative analysis shows that the use of Bulimba Barracks is a relatively rare site type, that warehouse C001 is a rare example of its type and that the two different sized ‘D’ style warehouses remain represented in the urban environment of Brisbane.
3.5 Endnotes


BDHS Comment on ‘Bulimba Barracks, Heritage Assessment’ Consultation Draft Report April 2018, prepared by GML Heritage for Department of Defence.


BDHS Comment on ‘Bulimba Barracks, Heritage Assessment’ Consultation Draft Report April 2018, prepared by GML Heritage for Department of Defence


60 BDHS Comment on ‘Bulimba Barracks, Heritage Assessment’ Consultation Draft Report April 2018, prepared by GML Heritage for Department of Defence


4.0 Site Background

4.1 Site Description

Bulimba Barracks is located on the southern side of the Brisbane River between Taylor and Apollo Roads in the suburb of Bulimba, approximately five kilometres to the east of the Brisbane CBD, Queensland.

Bulimba Barracks covers an area of approximately 20.73 ha and of level ground. This site is currently a portion of the original allotment which formerly included the area now subdivided for the formation of HMAS Moreton.

The majority of the site is an industrial scale complex comprising a range of structures dating from World War II through to the 1980s. A number of recent buildings (c1990s) have been constructed on the adjacent site of HMAS Moreton, where one World War II period structure remains standing.

Table 4.1 lists the 50 structures on the site; comprising large warehouses and workshops, from the earliest defence use on the site, on the western boundary oriented in a north-east arrangement, administration buildings, sheds, and lockups. The building numbers are listed using the Defence Asset numbers. Refer also to Figure 4.2 which shows the location of the assets on site.

Table 4.1 Bulimba Barracks assets, building types and period of construction (refer also to Figures 3.16, 4.1 and 4.2).

<table>
<thead>
<tr>
<th>Asset numbers</th>
<th>Building type</th>
<th>Construction Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>C001, D001, D002, D003, D004, D005</td>
<td>Warehouse and workshops</td>
<td>World War II</td>
</tr>
<tr>
<td>B005, B007, B008</td>
<td>Administration and Sergeants mess, store</td>
<td>Late 1940s</td>
</tr>
<tr>
<td>B0013, B014, B015</td>
<td>Accommodation</td>
<td>Early 1960s</td>
</tr>
<tr>
<td>C002, C003</td>
<td>Stores</td>
<td>Early 1970s</td>
</tr>
<tr>
<td>B017, C005, C006, C007, C014</td>
<td>Administration</td>
<td>Early 1970s altered and adapted 1980s</td>
</tr>
<tr>
<td>B001, B002, B003, B004, B020, B021, B026, B030, B031, B034, B035, C008, C009, C015, C019, C020, C021, C024.</td>
<td>Administration, stores, ancillary, ablutions</td>
<td>1980s</td>
</tr>
<tr>
<td>D006</td>
<td>Apollo Rd gatehouse</td>
<td>1980s</td>
</tr>
<tr>
<td>B033, C004, C018, C025, D007, D009, D010</td>
<td>Ancillary</td>
<td>Unknown presumed 1970s/80s</td>
</tr>
<tr>
<td>A009, A010, A011, A012, A013</td>
<td>Administration</td>
<td>1991</td>
</tr>
</tbody>
</table>

The site has large areas of bitumen hardstand between the main building zones, with open grassed and planted areas along the river foreshore from Building B005 through to Building A002 at HMAS Moreton. A large open grassed area is situated towards the eastern end of the Bulimba Barracks precinct.

The southern part of the site, between Building D005 and the east side access road, is open vacant land with the remains of bitumen roads and vacant building sites where there is evidence of a series of demountable buildings that have since been removed.
The altered topography of the area is visible at the south-western corner of the site, to the south and west of Building D004, where the ground level substantially drops to the local ground levels, leaving a steep embankment leading up to Apollo Road to the west. Originally, this would have been a gradual rise to ‘Bulimba Hill’, west of Apollo Road (refer to Figure 3.5 for the Parish Map and location of Bulimba Hill).

The east side access road is partway up the foot slope of a rise to the south east (Baldwin Hill) and has some gum tree regrowing on it, having been cleared of vegetation in the past.

The riverbank has a formal, constructed rock seawall, with a wide slipway for access to the Brisbane River adjacent to B008 at the northwestern end of the site boundary.
Figure 4.2 Site plan with building identification Defence Asset numbers. (Source: Department of Defence with GML overlays, 2017)
4.2 Built Heritage Elements

Buildings A009, A010 and A011

Three two storey c1991 light brick accommodation buildings with shallow pitched, steel clad roofs and recessed central balconies, symmetrical aluminium framed windows.

Building B001

Single storey 1980s demountable on steel frame with flat roof and concrete block amenities area.
Buildings B002 and B003

Single storey 1980s demountable buildings on steel frames with flat roofs.

Building B004

Small single storey 1980s concrete block amenities building with timber framed flat roof.
Building B007—The Quarry Club

Single-storey late-1940s timber framed and weatherboard clad building with pitched metal deck roof. Raised on concrete stumps. This building has two parallel adjoined structures.
Building B005

Raised single storey late-1940s timber building with pitched metal deck roof and semi-enclosed verandah overlooking the Brisbane River. Clad with horizontal weatherboards and some vertical V-jointed boards.
**Building B008—Sergeants Mess**

Raised single storey late–1940s timber framed fibre cement clad building with pitched corrugated roof. Replacement aluminium framed windows. Set parallel to D007.

**Building B013**

Accommodation block—single storey early–1960s red brick building with pitched metal deck roof. Timber and some replacement aluminium framed windows, cement-fibre sheeting on lower walls below windows.
Buildings B014 and B015

Two accommodation blocks—each a single storey, early–1960s red brick building with pitched corrugated roofs, timber-framed windows and metal louvres on lower portions of infill walls.
Building B017—Bulimba Conference Facility ‘Yarung Centre’


Building B020

Single storey late 1940s to early 1950s timber-framed metal clad amenities building with pitched corrugated roof.
Building B021

Single storey 1980s red brick building with metal deck roof.

Building B026

Tall single storey 1980s light brick building with metal deck roof.
**Building B030**

Building B030 is a small timber framed pergola structure. The sides are open and it has a corrugated sheet metal roof. The floor is a concrete slab on ground—this structure was not photographed.

**Building B031**

Building B031 is a small steel framed pergola structure. The sides are open and it has a corrugated sheet metal roof, supported on timber battens over the steel structure. The floor is a compacted earth—this structure was not photographed.

**Building B033**

Small 1970s/1980s steel framed shed with flat roof and clad at two sides.

**Building B034**

Large 1980s steel framed elongated shed with pitched corrugated roof.

**Building B035**

Small 1980s steel framed carport with flat roof, located next to B021. This structure was not photographed.
Building C001

Timber framed 1943, World War II, barge fabrication workshop from the Apollo Barge Assembly Depot period on site. Re-clad with Klip-Lok® style metal cladding, it has a concrete slab floor. The timber posts are set into concrete plinths. It has a central, longitudinal workshop bay with two skillion roofed bays along the sides. c145m in length and 48m wide.
Building C002 and C003

Tall single storey early-1970s red brick building with pitched metal deck roof and steel framed shed.

Building C004

Building C005

Building C006

Large single storey L-shaped early–1970s brick industrial building with shallow pitched roof.
Building C007

Large single storey early-1970s industrial building with shallow pitched roof and clerestory windows.
<table>
<thead>
<tr>
<th>Building C008</th>
<th>Long narrow 1980s brick building with pitched roof.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Building C009</td>
<td>Building C009 is a small flammable goods store. It has concrete blockwork walls, a flat roof clad in sheet metal and a concrete slab floor—this structure was not photographed.</td>
</tr>
<tr>
<td>Building C014</td>
<td>Small single storey early–1970s brick office building</td>
</tr>
</tbody>
</table>
Building C015
Tall single storey 1980s industrial building with shallow pitched roof and Klip-Lok ® style metal cladding.

Building C018
Small steel framed storage shed clad in sheet metal and corrugated fibreglass with a concrete ground slab floor—this structure was not photographed

Buildings C019, C020 and C021
Group of 1980s demountable buildings on steel frames.

Building C024
1980s demountable building on concrete blocks.
Building C025
Large 1970s/1980s steel framed, metal clad shed with concrete slab floor—this structure was not photographed.

Building D001
Large World War II industrial building with pitched roof and metal cladding in a contemporary profile.

Building D002
Large World War II industrial building, timber framed with pitched roof and Klip-Lok® style metal cladding.
Building D003

Long World War II industrial building with timber frame, shallow pitched metal clad roof.
Building D004

Large World War II industrial building with timber frame, shallow pitched roof and metal cladding.

Building D005

Large World War II industrial building with timber frame, shallow pitched roof and metal cladding.
<table>
<thead>
<tr>
<th>Building D006</th>
<th>Small 1980s brick gatehouse with flat roof.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Building D007</td>
<td>Small square storage shed with brick walls and concrete slab floor. Low pitched sheet metal roof. This structure was not photographed.</td>
</tr>
<tr>
<td>Building D009</td>
<td>Small shed with a steel frame, clad in sheet metal, with mesh gates on one side. This structure was not photographed.</td>
</tr>
<tr>
<td>Building D010</td>
<td>Small open shed, galvanised steel framing with sheet metal wall cladding on three sides and sheet metal roof. It has a concrete floor slab. This structure was not photographed.</td>
</tr>
</tbody>
</table>
Sea Wall

Constructed stone and concrete retaining wall along the riverfront along the northern side of the site.
Memorials—RAEME

Royal Australian Electrical and Mechanical Engineers Units memorial outside the front gate of Bulimba Barracks site.
Memorial plaque bases

Three small concrete plinths for commemoration of Units stationed at Bulimba at the base of the trees near Buildings B005, B007 and D005. Other plaque plinths may be located around the base.
4.3 Condition Assessment

4.3.1 Summary Condition of the Buildings

A condition assessment of the buildings was undertaken by structural engineers, Mott MacDonald Pty Ltd. The full report is included in Appendix D and provides the background for this section.

In general, most of the structures were found to be in fair condition with few showing any sign of major structural issues. All of the structures require some minor maintenance or remedial works for defects but only structure B034 (a small carport) was deemed to require demolition due to its unsafe condition.

The large warehouse structures, C001 and D001—D005 were all in sound condition with obvious termite damage having been repaired and structural and cladding elements replaced as required over time. Further termite assessment is recommended for C001.

4.3.2 Adaptability of the Buildings

Most of the larger and more substantially built structures are also considered relatively adaptable to a new use. Exceptions include the former gun range (Building C008) which was considered unlikely to be viably adapted to a new use due to its odd shape.

Structurally the warehouse structures, C001 and D001—D005, could be adapted for any number of new uses.

The definition of ‘Adaptation’ or adaptive reuse is the modification of a heritage place, or building, to a new use that conserves and interprets its heritage values. Adaptation may involve the introduction of new services, or a new use, or changes to safeguard a heritage item. A good adaptation is one that is sympathetic to the existing building and its historic context, and inserts new work, or makes changes that enhance and complement the heritage values of the place or building.

Adaptation does not mean imitation or following inflexible rules. A wide range of solutions to a design problem may emerge after the broader analysis of the future use of the site, as determined by the Brisbane City Council zoning and planning legislation, further strategic heritage planning and investigation of individual buildings on the site and a new purchaser’s requirements (refer to Section 6.0).

The key to the successful adaptation is to retain the intrinsic attributes associated with the heritage values of the individual buildings—their form, historic and architectural characteristic from their original use. Also, it would involve sympathetic architectural and landscape planning and interpretation to be integrated with future development and adaptation of the site.


4.4 Historical Archaeology

There are two key historical periods that could have contributed to the historical archaeological signature on the site: the Apollo Candleworks and the World War II period occupation of the site.
4.4.1 Apollo Candleworks

The Apollo Candleworks was located towards the north-western corner of the site adjacent to Apollo Road and the Brisbane River. The candleworks comprised a large masonry, saw-tooth roofed factory with a small building to the east—possibly a house or administration building (Figures 4.3 and Figure 4.4—1937 aerial photo). While the main factory was taken over by the US Army, the smaller building was demolished for the construction of the large workshop C001. The factory building itself was later, in the 1950s, demolished for the construction of Building B005 and some other adjacent warehouse buildings (since demolished).

On the ground surface underneath Building B005 a large area of brick paving is visible. This paving is made from light coloured fired bricks with slag clasts as inclusions. Some individual bricks have rectangular holes in them—presumably for structural uprights or other fixtures. These bricks are most likely to be remains of the internal flooring from the Apollo Candleworks building, as there is no historical evidence to indicate that other structures have been constructed at this location.

The brick paving extends along under the western side of Building B005 visible for approximately 8m. The extent of their length and breadth is not clear due to the amount of leaf and underfloor debris build up. Furthermore, the degree to which other remains of the candle factory still exist is not known. The surrounding landscaping is built up with fill and may cover some of the earlier structural remains. The immediate area under, and surrounding, Building B005 is considered to have some potential for subsurface archaeological deposits relating to the Apollo Candleworks.

![Site plan showing the site of the Apollo Candleworks and the outline of the candle factory itself. (Source: Google Earth with GML overlay, 2017)](image-url)
Figure 4.4 1937 Aerial photograph of the study area showing the Apollo Candleworks near the river and a large area of tea tree swamp in the central area of the site. Note the absence of mature trees across the site, with a few exceptions on Apollo Road and on the edge of the Former Apollo Candleworks. There are some ‘bushes’ in the swamp area and the square area to the north east surround by a ‘hedge’ of trees, in the area of the current oval on the Bulimba Barracks. (Source: BDHS)
4.4.2 World War II period archaeological remains

The majority of the building infrastructure on the site during World War II remains on the site. Although a number of smaller World War II structures, including the original camp/barracks buildings were removed after the war. The major warehouses and workshops are still standing, with additions or alterations mainly to the cladding and roofing. A review of the aerial photographs of the site from 1958 (Figure 4.9), 1969 (Figure 4.10) and 1981 (Figure 4.11) shows that a series of small structures had been constructed to the east side of the main workshops buildings at different periods in time and had been subject to redevelopment in the early 1980s. The remains of the earlier buildings in this area are unlikely to have survived the subsequent redevelopments and are not likely to have any surviving archaeological signature.

Further to the south east of the study area, was the zone where the Chinese labourers were accommodated during World War II. This area was contained to the south-east side of a major drain through the site. The site comprised a series of army style, timber huts/barracks buildings used by Chinese workers. A World War II photograph of the site from the west (Figure 4.12 and discussed in Section 3.0) shows the main workshop building being constructed in the foreground and a series of army-style huts (possibly P1 huts) on the hill to the rear—these were the Chinese workers huts and
their general location is shown on Figure 4.13 map as zones bounded in green. These huts were also removed by the end of the war.

Today the area shows little or no evidence of this period of occupation save for the concrete footings of some of the ablution blocks (Figures 4.14 – 4.24). The rest of the area where these huts stood is vacant and revegetated. The potential archaeological signature from these barracks would have been low as they appear to have been timber structures on piers and therefore would have had little impact or imprint on the ground.

The ablutions block footings comprise two semi-elevated concrete platforms approximately 3-4m wide and 8m long. Each footing is partly covered with vegetation debris and soil build-up and therefore the total width of each is not apparent. The southern of the two was clearly a toilet block with a series of toilet bowl sewer outlets along the west side of the slab. The northern of the two was more likely a shower block as it has a longitudinal central drain in the floor, and a row of closely-spaced small wall stubs which would have supported partitions along one site. There are no other clear drains or fittings. The west side retaining wall of this footing is partly displaced and falling away from the adjoining footing walls and floor.

While these items are archaeological remains in their own right, the area surrounding them is unlikely to contain any substantial archaeological remains. The surrounding area is most likely to have been a traffic zone rather than having a specific use, and the opportunity for the accumulation of archaeological deposits would have been low.

The accumulated soil deposits on top of the footings may contain remnants of original structural fabric. The area around the footings may contain some scattered individual objects from the World War II use period but overall is considered to have low potential for substantial archaeological deposits.

Figure 4.9 1958 Aerial photograph of the area with Bulimba Barracks site outlined in red. Note: the site is generally devoid of mature trees at this stage. The oval is clearly delineated by roads, but no trees are evident yet. (Source: Queensland Department of Natural Resources—QImagery with GML overlay)
Figure 4.10  1969 Aerial photograph of the area with Bulimba Barracks site outlined in red. Note: stands/rows of trees are developing in the northwestern part of the site.  (Source: Queensland Department of Natural Resources—QImagery with GML overlay)

Figure 4.11  1981 Aerial photograph of the area with Bulimba Barracks site outlined in red. Note: The trees on the waterfront and trees lining the oval are beginning to develop.  (Source: Queensland Department of Natural Resources—QImagery with GML overlay)
Figure 4.12 1943 Construction of Building D004 with the timber huts used for accommodation by Chinese workers visible in the midground. (Source: OzAtWar website, 2017)

Figure 4.13 Site plan showing the zones where the timber huts used for the Chinese camp were located and the alignment of the drain through the site. (Source: Google Earth with GML additions 2017)
Figure 4.14 Part of the northern set of footings—probably the shower block. (Source: GML 2017)

Figure 4.15 Part of the northern set of footings—probably the shower block. (Source: GML 2017)

Figure 4.16 View of the southern footings—the toilet block. (Source: GML 2017)

Figure 4.17 View of the southern footings—the toilet block. (Source: GML 2017)

Figure 4.18 Part of the northern set of footings showing the compromised front wall. (Source: GML 2017)

Figure 4.19 Part of the northern set of footings now buried with vegetation. The fence is the property boundary. (Source: GML 2017)
Figure 4.20 Part of the northern set of footings now buried with vegetation. The fence is the property boundary. (Source: GML 2017)

Figure 4.21 Part of the southern footings. (Source: GML 2017)

Figure 4.22 Toilet block floor slab showing toilet outlets. (Source: GML 2017)

Figure 4.23 Part of the northern footings—drain and wall stubs (refer to red arrows). (Source: GML 2017)
4.4.3 Summary

Bulimba Barracks contain two areas of historical archaeological sensitivity: the location of the former Apollo Candleworks and the remains of the Chinese encampment ablutions blocks from the World War II period occupation of the site. Two elements of the location of the former Apollo Candleworks are of note—the brick paving as a historical archaeological feature, and the potential for the area to contain subsurface archaeological remains of the Candleworks. The Chinese encampment zone retains only the remnants of the ablution blocks as archaeological features but there is considered to be little historical archaeological potential in association with them.

4.5 Aboriginal archaeology

To prepare an assessment of the Aboriginal archaeological potential of the site a range of sources were consulted:

1. a search was undertaken of the DATSIP Cultural Heritage Sites database;
2. consultation was undertaken with the local Aboriginal community;
3. the landscape background for the area was reviewed, along with the Aboriginal history of the area;
4. aerial photographs of the site were reviewed; and
5. a site walkover was undertaken.
4.5.1 Sites Search

The DATSIP Cultural Heritage Sites database search revealed seven recorded sites within a two-kilometre radius around the study area.

Table 4.2 DATSIP Cultural Heritage Sites database sites

<table>
<thead>
<tr>
<th>Site ID</th>
<th>Site Type</th>
<th>Site ID</th>
<th>Site Type</th>
</tr>
</thead>
<tbody>
<tr>
<td>LB:N47</td>
<td>Burial</td>
<td>LB:N73</td>
<td>Resource Area</td>
</tr>
<tr>
<td>LB:N63</td>
<td>Cultural site</td>
<td>LB:N77</td>
<td>Resource Area and Cultural site</td>
</tr>
<tr>
<td>LB:N70</td>
<td>Cultural site</td>
<td></td>
<td></td>
</tr>
<tr>
<td>LB:N71</td>
<td>Cultural site</td>
<td>LB:O36</td>
<td>Isolated Find</td>
</tr>
</tbody>
</table>

These sites were all located on the northern side of the Brisbane River. No further details about these sites has been made available for this project—neither details of the sites themselves nor any associated contextual archaeological reports.

The search area covering a two-kilometre radius area, did not reveal any recorded sites on the southern side of the river. This result is not a reflection of the Aboriginal use of the landscape, nor is it a reflection of the likely existence of such sites—more likely this result is an artefact of the nature of cultural heritage surveys in the past and past processes regarding the inclusion of data into the sites database. The development of the centre of Brisbane, including Bulimba and surrounds, will have destroyed many sites prior to their recording as part of planning and development processes—processes that have only been in place since the 1980s. Prior to this time, development sites were not assessed for cultural heritage sites and therefore any data of sites in the area will not have been recorded.

Therefore, the current database information for the centre of Brisbane is unlikely to be a clear reflection of the prior Aboriginal use of the landscape.

4.5.2 Consultation with the local Aboriginal community

Consultation with the Aboriginal community was undertaken under the auspices of the Ask First guidelines based on the identification of the appropriate Aboriginal communities from DATSIP. The Aboriginal community representative bodies identified by DATSIP were the Turrbal Association and the Jagera Daran people.

Both groups were invited to attend a site inspection with a view to understanding the nature of the site, and providing input into the identification of cultural heritage values. They were also invited to provide a written statement of values and to contribute to identifying management recommendations for the heritage values for the future.

The site inspections were undertaken on 25 and 26 November 2017 and attended by:

- Turrbal Association:
  - Maroochy Barambda and Ade Kukoyi.
- Jagera Daran:
  - James Bonner and Ray Kerkhove.
Both groups have provided their own separate report on the heritage values of the site.

Two reports have been provided by Jagera Daran—a cultural values report and a history of the Aboriginal occupation of the area. These reports have been summarised in the section 3 of this report and are reproduced in the Appendices B and C.

A ‘Cultural Heritage Assessment Report’ was provided by the Turrbal Association. It is included in Appendix H.

4.5.3 Background review

In essence, despite the absence of any recorded sites data, the ethnographic and historical record of the use of the Bulimba area by Aboriginal people shows that the area was extensively used in a traditional manner from the time pre-dating colonial settlement until the mid to late nineteenth century. The natural environment was rich and would have provided significant resources to sustain the Aboriginal population of the area. Of note is the presence of at least one known Aboriginal campsite towards the north-west corner of the study area, the use of tracks leading to the river (now the alignment of Apollo Road) and the known recordings of sites and corroboree grounds at Bulimba Hill and to the east towards Colmslie.

A key aspect of the natural environment on the site is that a substantial part of the site would have been swamp and wetlands. These areas will have been particularly attractive for peripheral camping due to the density of faunal, floral and lacustrine food sources. These records indicate that the study area is likely to have been an important resource zone for hunting and gathering with camping zones on the periphery.

A review of the aerial photographs supports the understanding of this being a wetland zone. The aerial photograph from 1936 shows a large area of swamp across the centre of the site and also towards HMAS Moreton. Mapping of the area from 1927 also indicates that swamp covered a substantial part of the study area (Figure 4.25 shows overall mapping of the swamp affected areas).

Later aerial photographs indicate a substantial degree of fill added to the site during the early 1940s as the US Army excavated into Bulimba Hill and redistributed the fill into the swamps. This include the filling of low-lying land near the river and the establishment of a rock wall.

Geotech borelogs from HMAS Moreton indicate that the swamp area on that side of the site was covered with between 1.3m and 1.9m of fill.

Areas which appear to be largely unaffected by the filling were in the north-west and south-east corners of the Bulimba Barracks study area.

These areas are likely to have some archaeological potential based on their proximity to the resource zones, known recorded sites in those areas and the unknown level of subsurface disturbance.
4.5.4 Site inspection

The site inspection revealed that the majority of the site area had been subject to some development in the past. This development work in the past included cutting away high areas of the landscape to the south of the site, filling and levelling across the centre and north end of the site, the construction of roads and buildings along with the construction of a seawall.

No Aboriginal artefacts were found during the site inspection.

A number of shells were noted in the cutting of the embankment at the south end of the site to the south of Building D004. The embankment was cut into Bulimba Hill and the shells are likely to be from a midden site that may have been located on the hill and impacted by the cutting and levelling of the site.

The ground surface level in the south-east part of the study area appeared to be only partially disturbed through historical occupation without evidence of substantial levelling or modification.

Jagera Daran also noted that Apollo Street was established on an old traditional walking track leading from the Brisbane River to other camping areas. Suitable raw material sources were also noted in the near area including some silcrete cobbles in the yard of one of the houses and quartz from the Bulimba and Baldwin Hill areas.
Figure 4.26 Embankment cutting into Bulimba Hill to the south end of the study area. (Source: GML 2017)

Figure 4.27 Embankment cutting into Bulimba Hill to the south end of the study area. (Source: GML 2017)

Figure 4.28 Embankment cutting along the western side of the study area near Apollo Rd. (Source: GML 2017)

Figure 4.29 Embankment cutting at the south-western corner of the study area to the south of Building D004. (Source: GML 2017)

Figure 4.30 Jagera Daran representatives James Bonner and Ray Kerkhove checking the embankment for artefacts and shells. (Source: GML 2017)

Figure 4.31 Ray Kerkhove inspecting a shell fragment on the embankment. (Source: GML 2017)
4.5.5 Aboriginal Archaeological Potential and Cultural Values

In summary, the study area is within a historically resource rich zone, known to have been occupied extensively and to have been a zone on the travelling route between other large camping zones in the past. The periphery of the Bulimba Barracks site is highly likely to have been a well-used area by Aboriginal people in the past. The centre of the site itself would have been a high-yield food zone. Camping would have been highly likely around the dry slightly raised landforms around these wetlands.

The Turrbal people note the importance of the Brisbane River as a cultural manifestation of the Maiwar and Marutichi dreaming tracks and the Ballum Di and Marutchi songlines. The study site is contiguous with the Brisbane River but does not contain specific aspects of these cultural values.

Two zones of Aboriginal archaeological potential remain on the site—the north-west corner and the south-east are shown in Figure 4.34.
4.6 Layout, Landscape and Vegetation

4.6.1 Historic Landscape Context

The landscape is a combination of mature trees, likely to be a combination of planted and self-sown, native and exotic vegetation growth (tree species are listed in Section 4.6.2) on a relatively flat site adjacent to the Brisbane River. The sequence of plantings and vegetation growth has not been documented previously, nor in detail. However, a general understanding of the site landscape, which has evolved from the Apollo Candleworks period, is based on the historic aerial images of the site taken regularly from 1937 by Defence (refer to Section 3.0).

The historic street map of the Bulimba area, dated 1927 (Figure 3.5) provides useful information about the topography and landscape features on the site prior to Defence ownership from 1943. Apart from the Apollo Candleworks occupying a portion of the land on the riverfront; the remainder of the site was unoccupied, but planned for suburban development (evidenced by the planned streets). The predominant feature on the site in 1937 was the tea tree swamp and the sloping land to Bulimba Hill. In 1943 the swamp, between Apollo Street and Baldwin Road, was quickly filled in to make the site useable for the US Army’s Apollo Barge Assembly Depot; involving for large scale workshops and warehouses buildings with easy access to the Brisbane River (refer to Section 3.0). The sloping south-western corner of the site was excavated to accommodate some of the warehouses (notably Buildings D004 and D005).

Some pre-Defence era layout remains on the site, including the main north-south roads, Apollo Road, Baldwin Street and Taylor Streets; and Byron Street which runs east-west street and parallel with the Brisbane River. There are a few unnamed roads, asphalted and dirt carparks throughout the site. the topography is difficult to read from aerial views; however, the site is generally flat, originally sloping toward Bulimba Hill located west of Apollo Road.
The 1937 aerial (Figure 4.4) shows the site virtually devoid of vegetation. The cleared state of the site, from the 1937 through to 1980s aerial photographs, indicates that there is no continuous link with original native vegetation being associated with the site. The majority of the vegetation on the site appeared to have emerged in the 1980s and appears mature in the contemporary aerial photographs and field assessment; indicating that the upper limit on the age of the majority of mature plantings at range of 20-30 years. The actual age and date of individual trees has not been mapped across the site.

The large native and exotic trees on the site have cultural value as they have evolved and matured with the historic development of the site since the US Apollo Barge Assembly Depot and Defence’s association with the site.

The contemporary aerial view of Bulimba Barracks, from Google Earth in Figure 4.1, provides a clear indication of vegetation and plantings currently on the site. Where the site is devoid of vegetation, it is evenly grassed or bare ground used for vehicle access, recreation and carparking.

There are mature trees on the riverfront, near the slipway, possibly dating from the Apollo Candleworks period have significant cultural heritage value for their historic association and aesthetic presentation as viewed from the river to the site. There are some dense areas of vegetation on the site, including stands of mature trees, predominantly multiple Eucalyptus species, *Ficus macrophylla* and *Ficus rubiginosa*, commonly known as Moreton Bay figs and Port Jackson figs respectively. The many mature trees (a variety of native and exotic species) are located randomly, indicating that they have not been designed or planted for a particular purpose associated with the Defence use of the site. However, in some areas there are regularly spaced rows of trees along roadways and buildings and around the oval.

Reportedly, possibly the oldest tree on site is located along Apollo Street just opposite the corner of Shakespeare and Wordsworth Streets. This tree is a camphor laurel reported by BDHS as having been planted in 1898 by the foreman of the Apollo Candleworks (Figure 4.54). The tree is visible in an early 1940s photograph looking along Apollo Street (Figure 4.55) and its longevity is attested to by local resident Dennis Burchill who would climb the tree as a child.

Some of the rows of trees follow the historic street layout (or the historic edge of the swamp, refer to Figure 3.5 for the 1927 parish map) from Hood Street in the south, along the unnamed ‘dog-leg’ road to the north.

The sea wall on the Brisbane River is a historic component of the site. Mangroves on the river bank the river bank and parts of the, and throughout the sea wall. Historically mangroves have been removed from the banks of the Brisbane river, but are now being protected and allowed to regrow where possible. (The Queensland Government has identified that mangroves systems are critically important habitats for a wide range of species.)

Overall, the site’s vegetation and landscape, which is a combination of organically evolved native and exotic mature plantings. The mature trees and the open grassed areas, contribute to the presentation and amenity of Bulimba Barracks; providing recreational opportunities, shade and screening to the essentially industrial character and function. The historic and mature trees on the river front and throughout the site contribute to the pleasing setting, particularly when viewed from the Brisbane River to the site.
4.6.2 Identification of Natural Heritage Values

The DoEE Protected Matters Search tool, which is used to identify EPBC Act listed species, communities and other Matters of National Environmental Significances (MNES) based on the database bioclimatic modelling, knowledge of species' distributions and habitat preferences.\(^5\)

Natural heritage aligns with native flora and fauna species on the site, rather than cultural landscape or cultural plantings (which comprise native and exotic flora species). The natural heritage values identification for Bulimba Barracks is based on the following two site-specific desktop reports prepared for Defence in 2015:

- ‘Bulimba Barracks, Stage 1 Environmental Investigation’, prepared for Defence by GHD, July 2015 (GHD 2015). The report explains that ‘given the low habitat values for the site, no monitoring was conducted, and onsite assessments consisted of a brief walk over of the site to determine general habitat values; and

- ‘Bulimba Barracks Infrastructure Project, Initial Environmental Review’, prepared by Aurecon, October 2015 (Aurecon 2015). The report explains that there are no threatened species, communities or migratory species listed under the EPBC Act were identified during the site inspection and that there are low habitat values identified at Bulimba Barracks.

These two reports are based on EPBC Act Protected Matters Search Report, and in brief, the findings include:

- the site is 10 kilometres from the Moreton Bay Ramsar Area; the area is a wetland of international importance (Ramsar listed) and MNES. The wetland does not occur within the site;

- a threatened ecological community that has the potential to occur within a 1km vicinity of the site; namely Lowland Rainforest of Subtropical Australia. This community is listed as critically endangered under the EPBC Act. The findings of GHD 2015 concludes that this community does not occur within the site; and

- 50 threatened species and 35 listed migratory species are listed as possibly occurring at the site; or that may relate to the site. 29 flora species were observed on site, refer to Section 4.6.3 below. However, GHD 2015 concludes that site’s developed state and disturbance since at least the 1940s, that it is not considered likely that the identified threatened and migratory species would rely on the site for nesting / breeding purposes.

4.6.3 Field Assessment 2015 Aurecon

Aurecon 2015 reports on a field assessment undertaken to verify the EPBC Protected Matters Search and found that a total of 29 flora species were observed at Bulimba Barracks. Of these species, 17 (59%) were native and 12 (41%) were exotic. One of the observed non-native flora species (*Schinus terebinthifolius* (Broad leaved pepper)) is currently listed as a Class 3 weed under the provisions of the *Land Protection (Pest and Stock Route Management) Act 2002*. Should invasive species be planned for removal from the site, their cultural value of the trees should be checked first.

Four marine flora species were identified, including:

- *Aegiceras corniculatum* (river mangrove)

- *Avicennia marina* (grey mangrove)
The mangroves (various species) are relatively recent reoccurrences on the site’s riverbank; as confirmed by the historical aerial photography as mangroves in this location were not observed from 1936—2000. It is possible that the mangroves had been continually removed from the riverbank and sea wall prior to 2000.

Although fairly common, these marine plants are protected under the Queensland Fisheries Act 1994. Approval from the Fisheries Queensland is required for the destruction, damage or disturbance of marine plants.

A list of threatened flora species associated with the site is provided in Table 4.3 below.

### Table 4.3: Threatened flora species identified in online searches by Aurecon. Note: the ‘Source’ column refers to: 1 = Wildlife Online, 2 = EPBC Act Protected Matter Search. (Source: 2015 EIA, Table 5.4)

<table>
<thead>
<tr>
<th>Scientific Name</th>
<th>Common Name</th>
<th>Status</th>
<th>NC Act</th>
<th>EPBC Act</th>
<th>Source*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Allocasuarina defungens</td>
<td>Dwarf heath casuarina</td>
<td>–</td>
<td></td>
<td>Endangered</td>
<td>2</td>
</tr>
<tr>
<td>Arthraxon hispidus</td>
<td>Hairy-joint grass</td>
<td>Vulnerable</td>
<td>Vulnerable</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Bosistoa selwynii</td>
<td>Heart-leaved bosistoa</td>
<td>–</td>
<td>Vulnerable</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Bosistoa transversa</td>
<td>Three-leaved bosistoa</td>
<td>–</td>
<td>Vulnerable</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Cryptocarya foetida</td>
<td>Stinking cryptocarya, stinking laurel</td>
<td>Vulnerable</td>
<td>Vulnerable</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Gossia gonociada</td>
<td>Angle-stemmed myrtle</td>
<td>–</td>
<td></td>
<td>Endangered</td>
<td>2</td>
</tr>
<tr>
<td>Phaius australis</td>
<td>Lesser swamp-orchid</td>
<td>–</td>
<td></td>
<td>Endangered</td>
<td>2</td>
</tr>
<tr>
<td>Phebalium distans</td>
<td>Mt Berryman phebalium</td>
<td>Endangered</td>
<td>Critically Endangered</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Thesium austral</td>
<td>Austral toadflax</td>
<td>Vulnerable</td>
<td>Vulnerable</td>
<td>2</td>
<td></td>
</tr>
</tbody>
</table>

The coarse scale of mapping and the inferential distribution of the species based on theoretical original distributions of species in these online mapping tools means that the species need to be confirmed onsite. Due to the built-up nature of the site and the site’s general development and infill history, the species are unlikely to have survived in any sustainable form.

### 4.6.4 Invasive species

The Aurecon 2015 EIA lists the known invasive species occurring within a 1 km radius of the site with results indicated in Table 5.5 of the EIA, and repeated here in Table 4.4. Twenty species are listed as Weeds of National Significance (WONS), which are the top 32 weeds identified for Australia based on invasiveness, impacts, potential for spread and socioeconomic and environmental aspects. A total of 47 invasive flora species were recorded for the broader Bulimba area.

### Table 4.4: Invasive species within a 1 km radius of Bulimba Barracks. Note: the ‘Source’ column refers to: 1 = Wildlife Online, 2 = EPBC Act Protected Matter Search, 3 = Observed On-site. (Source: 2015 EIA, Table 5.5)
<table>
<thead>
<tr>
<th>Scientific Name</th>
<th>Common Name</th>
<th>Declaration Status</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ageratum conyzoides subsp. conyzoides</td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Ambrosia artemisiifolia</td>
<td>Annual ragweed</td>
<td>Class 2 (Qld)</td>
<td>1</td>
</tr>
<tr>
<td>Annona glabra</td>
<td>Pond apple</td>
<td>Class 2 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Anredera cordifolia</td>
<td>Madeira vine, jalap</td>
<td>Class 3 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Asparagus aethiopicus</td>
<td>Asparagus fern</td>
<td>Class 3 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Asparagus africanus</td>
<td>Climbing asparagus fern</td>
<td>WONS</td>
<td>2</td>
</tr>
<tr>
<td>Bothriochloa pertusa</td>
<td>Indian couch grass</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Bromus catharticus</td>
<td>Prairie grass</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Cabomba caroliniana</td>
<td>Cabomba, fanwort</td>
<td>Class 2 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Caesalpinia ferrea</td>
<td>Leopard tree</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Chenopodium album</td>
<td>Fat-hen</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Chloris gayana</td>
<td>Rhodes grass</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Chrysanthemoides monilifera</td>
<td>Boneseed</td>
<td>WONS</td>
<td>2</td>
</tr>
<tr>
<td>Chrysanthemoides monilifera subsp. rotundata</td>
<td>Bitou bush</td>
<td>Class 1 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Cryptostegia grandiflora</td>
<td>Rubber vine</td>
<td>Class 2 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Cucumis myriocarpus subsp. myriocarpus</td>
<td>Prickly pademelon</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Cynodon dactylon</td>
<td>Coach grass</td>
<td></td>
<td>1,3</td>
</tr>
<tr>
<td>Datura ferox</td>
<td>Fierce thornapple</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Datura stramonium</td>
<td>Common thornapple</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Dichanthium aristatum</td>
<td>Angleton grass</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Dolichandra unguis-catii</td>
<td>Cat's claw vine, yellow trumpet vine</td>
<td>WONS</td>
<td>2</td>
</tr>
<tr>
<td>Eichhornia crassipes</td>
<td>Water hyacinth</td>
<td>Class 2 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Eradostis ciliensis</td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Flaveria trinervia</td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Hibiscus mutabilis</td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Hymenachne amplexicaulis</td>
<td>Hymenachne</td>
<td>Class 2 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Indigofera spicata</td>
<td>Creeping indigo</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Lantana camara</td>
<td>Lantana</td>
<td>Class 3 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Medicago polymorpha</td>
<td>Burr medic</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Melilotus indicus</td>
<td>Hexham scent</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Mimosa pudica var. unijuga</td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Opuntia spp.</td>
<td>Prickly pears</td>
<td>Class 2 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Parthenium hysterophorus</td>
<td>Parthenium weed</td>
<td>Class 2 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Peltophorum pterocarpum</td>
<td>Yellow poinciana</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Pennisetum clandestinum</td>
<td>Kikuyu grass</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Physalis angulata</td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Scientific Name</td>
<td>Common Name</td>
<td>Declaration Status</td>
<td>Source</td>
</tr>
<tr>
<td>------------------------------------------</td>
<td>------------------------------</td>
<td>--------------------</td>
<td>--------</td>
</tr>
<tr>
<td>Pinus radiata</td>
<td>Radiata pine</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Proboscidea lutea</td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Prosopis spp.</td>
<td>Mesquite, algaroba</td>
<td>Class 2 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Protasparagus densiflorus</td>
<td>Asparagus fern</td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Rubus fruticosus aggregate</td>
<td>Blackberry</td>
<td>Class 3 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Sagittaria platyphylla</td>
<td>Delta arrowhead</td>
<td>WONS</td>
<td>2</td>
</tr>
<tr>
<td>Salix spp. (except S. babylonica, S.x</td>
<td>Willows (except weeping willow, pussy</td>
<td>Class 1 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>calodendron and S.x reichardtii)</td>
<td>willow and sterile pussy willow)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Salvia reflexa</td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Salvinia molesta</td>
<td>Salvinia</td>
<td>Class 2 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Schinus terebinthifolius</td>
<td>Broad leaved pepper</td>
<td>Class 3 (Qld)</td>
<td>3</td>
</tr>
<tr>
<td>Senecio madagascariensis</td>
<td>Fireweed</td>
<td>Class 2 (Qld), WONS</td>
<td>2</td>
</tr>
<tr>
<td>Setaria plumula subsp. plumula</td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Setaria sphacelata</td>
<td>Pigeon grass</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Stenotaphrum secundatum</td>
<td>Buffalo grass</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Taraxacum officinale</td>
<td>Dandelion</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Tephrosia glomeruliflora</td>
<td>Pink tephrosia</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Thunbergia fragrans</td>
<td></td>
<td>Class 1 (Qld)</td>
<td>1</td>
</tr>
<tr>
<td>Trifolium repens var. repens</td>
<td>White clover</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Vachellia nilotica</td>
<td>Prickly acacia</td>
<td>Class 2 (Qld)</td>
<td>1</td>
</tr>
<tr>
<td>Verbascum thapsus subsp. thapsus</td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Verbesina enceloides</td>
<td>Crownbeard</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Xanthium spinosum</td>
<td>Bathurst burr</td>
<td></td>
<td>1</td>
</tr>
</tbody>
</table>

4.6.5 Landscape and Vegetation Images

General: Landscape and Vegetation at Bulimba Barracks

Figure 4.35 General landscaping along the foreshore between Buildings B013 and B008 (Source GML 2017)

Figure 4.36 General landscaping around carpark near B034 (Source GML 2017)
General: Landscape and Vegetation at Bulimba Barracks

Figure 4.37 General landscaping along the foreshore towards HMAS Moreton (Source GML 2017)

Figure 4.38 General landscaping along the foreshore between Buildings B013 and B008 (Source GML 2017)

Figure 4.39 Seawall with mangroves (Source GML 2017)

Figure 4.40 Seawall with mangroves near Building B013 (Source GML 2017)

Figure 4.41 Foreshore and mangroves near Building B013 (Source GML 2017)

Figure 4.42 Foreshore and mangroves and Fig trees near Building B014 (Source GML 2017)
General: Landscape and Vegetation at Bulimba Barracks

**Figure 4.43** General landscaping along the foreshore between Buildings B013 and B008 (Source GML 2017)

**Figure 4.44** General landscaping looking from forshore back towards C001 (Source GML 2017)

**Figure 4.45** General landscaping to south of Building B013 (Source GML 2017)

**Figure 4.46** Hard stand in front of C001 and adjacent to B008 (Source GML 2017)

**Figure 4.47** Pines and General landscaping along the foreshore between Buildings B013 and B008 (Source GML 2017)

**Figure 4.48** General landscaping and carpark near Building B034 (Source GML 2017)
General: Landscape and Vegetation at Bulimba Barracks

**Figure 4.49** General landscaping near Building B021 (Source GML 2017)

**Figure 4.50** General view from B015 south towards open graased area to south of road (Source GML 2017)

**Figure 4.51** General view along foreshore towards HMAS Moreton (Source GML 2017)

**Figure 4.51** Open landscaping along foreshore adjacent to Building B015 (Source GML 2017)

**Figure 4.52** Timber posts along foreshore at end of small road adjacent to B013 (Source GML 2017)

**Figure 4.53** Timber posts along foreshore at end of small road adjacent to B013 (Source GML 2017)
General: Landscape and Vegetation at Bulimba Barracks

Figure 4.54 Camphor Laurel tree on Apollo Rd, apparently planted in 1898 (Source BDHS 2018).

Figure 4.55 Early 1940s view up Apollo Rd showing the Camphor Laurel tree (Source BDHS 2018).

4.7 Endnotes

3 Bulimba District Historical Society, Criteria G submission to the Bulimba Barracks Heritage Assessment project, January 2018.
5.0 Heritage Assessment

5.1 Preamble
At the time of preparing this heritage assessment, Bulimba Barracks was not entered in the CHL and no assessment against the Commonwealth Heritage criteria had previously been undertaken.

The following is a comprehensive assessment of the heritage values against the Commonwealth, State and local heritage criteria, for Indigenous, historic/built and natural heritage. The assessment in this section is set out in the three environments of Indigenous, historic and natural heritage.

5.2 Commonwealth Heritage Values

5.2.1 Commonwealth Heritage List Criteria
The CHL was established to protect places of significant natural or cultural heritage value of places owned or controlled by the Commonwealth that have been assessed as having significant heritage values against the criteria established under the EPBC Act. These criteria are outlined in Section 2.2.1 of this report.

5.2.2 Thresholds
To provide a consistent approach to assessing significance across the Defence Estate, Defence has prepared the Defence Guidelines on Assessing Significance March 2009. These guidelines establish a ranking system to assess the contribution that precincts and individual elements make to the overall Commonwealth Heritage values of the place.

Table 5.1: Defence Ranking of Heritage Significance for Commonwealth Heritage places.

<table>
<thead>
<tr>
<th>Ranking</th>
<th>Explanation of the Heritage Significance Ranking/Grade</th>
<th>Threshold</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exceptional</td>
<td>Rare or outstanding precinct or element which significantly embodies and demonstrates National and Commonwealth (or other) heritage values in its own right and, makes a direct and irreplaceable contribution to a place’s significance/value. Generally, these elements include a high degree of original fabric or attributes with heritage values—and include non-tangible components such as views and functional relationships which directly contribute to their outstanding/exceptional values. These may include some alterations which are of a minor nature and do not detract from significance. Loss or alteration would significantly diminish the National or Commonwealth (or other) Heritage values of the place.</td>
<td>Likely to fulfil criteria for National Heritage List. Fulfils Commonwealth heritage criteria.</td>
</tr>
<tr>
<td>High</td>
<td>Precinct or element which demonstrates Commonwealth (or state) heritage values in its own right, and makes a significant contribution to the place’s heritage value. Loss or unsympathetic alteration would diminish the Commonwealth Heritage values of the place.</td>
<td>Likely to fulfil Commonwealth and state heritage criteria.</td>
</tr>
<tr>
<td>Moderate</td>
<td>Precinct or element that reflects some Commonwealth (or other local) heritage values but only contributes to the overall significance/values of the place in a moderate way. Loss or unsympathetic alteration is likely to diminish the Commonwealth Heritage values of the place.</td>
<td>Likely to fulfil Commonwealth Heritage criteria.</td>
</tr>
<tr>
<td>Low</td>
<td>Precinct or element that reflects some (or a low level) Commonwealth Heritage values and only contributes to the overall significance/values of the place. Loss will not diminish the Commonwealth or local Heritage values of the place.</td>
<td>Likely to meet local heritage criteria.</td>
</tr>
<tr>
<td>Neutral</td>
<td>Precinct or element that does not reflect or demonstrate any Commonwealth or local heritage values and detracts from the overall heritage values of the place. Does not fulfil criteria for heritage listing.</td>
<td>Does not have Commonwealth or local heritage value on its own merit.</td>
</tr>
</tbody>
</table>
### Ranking

<table>
<thead>
<tr>
<th>Ranking</th>
<th>Explanation of the Heritage Significance Ranking/Grade</th>
<th>Threshold</th>
</tr>
</thead>
<tbody>
<tr>
<td>Intrusive</td>
<td>Damaging to the place’s heritage values. Loss may contribute to the Commonwealth Heritage values of the place. Does not fulfil criteria for heritage listing.</td>
<td>Does not fulfil criteria for Commonwealth or local listing.</td>
</tr>
</tbody>
</table>

### 5.2.3 Indigenous Heritage Assessment

The landscape alongside the Brisbane River, was used for camping by Aboriginal people prior to, and immediately following colonial settlement in Brisbane in the early 1820s. There was an ample supply of fresh water, fauna and flora and the scattered lagoons and river provided an abundant supply of fish and water fowl. Ethnographic and historical record note that the Bulimba area was characterised by a large number of small, closely-spaced Aboriginal camps, and was situated between four very large and important camps: Breakfast Creek (Hamilton), Bulimba Creek mouth (Gateway area), Norman Creek mouth (East Brisbane) and Tingalpa. These camps all had important functions including main occupation zones, inter-tribal corroboree areas and intensive fishing zones.

The landscape offered a mosaic of vegetation and micro-environments: rainforest, open woodland with low undergrowth, wallum, tea-tree swamp, creeklets and many waterholes. The entire region from Bulimba to Wynnum was much valued as a hunting ground—particularly for swamp resources including fish, duck and other game.

The richness of the natural environment and the abundance of resources would have afforded the Aboriginal people in the area the opportunity to spend time on cultural activities. The presence of a number of documented corroboree grounds in the surrounding area attests to the value of the environment to support cultural development.

In consultation for this project the Jagera Daran have expressed the importance of the general environment around the study area along the southern side of Brisbane River as having been a significant landscape for their ancestors. The historically and ethnographically recorded evidence of their use of this landscape provides a tangible link for the contemporary Jagera Daran community to the past use of this landscape.

The Turrbal Association noted that the project area is associated with the Brisbane River area which is part of the Ballum Di and Marutchi songlines and dreaming tracks. The area was a significant landscape for their ancestors and the historically and ethnographically recorded evidence of their use of this landscape also provides a tangible link for the contemporary Turrbal community to the past use of this landscape.
Table 5.2 Indigenous Heritage assessment of the Bulimba Barracks site, against the Commonwealth Heritage criteria

<table>
<thead>
<tr>
<th>Commonwealth Heritage criteria</th>
<th>Indigenous heritage assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Criterion (a) Processes</td>
<td>the place has significant heritage value because of the place’s importance in the course, or pattern, of Australia’s natural or cultural history.</td>
</tr>
<tr>
<td></td>
<td>Both the Jagara Daran and Turrbal people have noted that the current study area was once Aboriginal land and the known history of the traditional use of the lands surrounding the Brisbane River is considered to be significant to them. Evidence from this period includes cultural information, known historical records, and potential archaeological remains. The Bulimba Barracks site therefore has some significance as part of Brisbane’s, and Australia’s, cultural history, relating to the traditional use of the land prior to its occupation by colonial settlers. The Bulimba Barracks site meets this criterion at a local level.</td>
</tr>
<tr>
<td>Attributes:</td>
<td>The known cultural information, historical records, and potential archaeological remains on the Bulimba Barracks site.</td>
</tr>
<tr>
<td>Criterion (b) Rarity</td>
<td>the place has significant heritage value because of the place’s possession of uncommon, rare or endangered aspects of Australia’s natural or cultural history.</td>
</tr>
<tr>
<td></td>
<td>The Aboriginal history of the area is not considered to be rare. The Bulimba Barracks site does not meet this criterion.</td>
</tr>
<tr>
<td>Criterion (c) Potential to yield information</td>
<td>the place has significant heritage value because of the place’s potential to yield information that will contribute to an understanding of Australia’s natural or cultural history.</td>
</tr>
<tr>
<td></td>
<td>Two zones of Aboriginal archaeological potential were also identified on the site. Should archaeological remains exist in either of these areas, they may have the potential to yield information about the use of the site by Aboriginal people in the past. The archaeological zones of Bulimba Barracks meet this criterion.</td>
</tr>
<tr>
<td>Attributes:</td>
<td>The two areas of archaeological potential as indicated in Figure 4.34.</td>
</tr>
<tr>
<td>Criterion (d) Characteristic values</td>
<td>the place has significant heritage value because of the place’s importance in demonstrating the principal characteristics of:</td>
</tr>
<tr>
<td></td>
<td>i. a class of Australia’s natural or cultural places; or</td>
</tr>
<tr>
<td></td>
<td>ii. a class of Australia’s natural or cultural environments.</td>
</tr>
<tr>
<td></td>
<td>The physical site environmental has been modified to such an extent that it can no longer demonstrate the principal characteristics of the cultural environment used by the Aboriginal community. The Bulimba Barracks site does not meet this criterion.</td>
</tr>
<tr>
<td>Criterion (e) Aesthetic characteristics</td>
<td>the place has significant heritage value because of the place’s importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.</td>
</tr>
<tr>
<td></td>
<td>The site does not contain any elements that relate to the Aboriginal cultural aesthetics from this area. The Bulimba Barracks site does not meet this criterion.</td>
</tr>
<tr>
<td>Criterion (f) Creative/technical achievement</td>
<td>the place has significant heritage value because of the place’s importance in demonstrating a high degree of creative or technical achievement at a particular period.</td>
</tr>
<tr>
<td></td>
<td>The site is not known to contain any elements that relate to the Aboriginal creative or technical achievement. The Bulimba Barracks site does not meet this criterion.</td>
</tr>
<tr>
<td>Criterion (g) Social values</td>
<td>the place has significant heritage value because of the place’s strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.</td>
</tr>
<tr>
<td>Commonwealth Heritage criteria assessment</td>
<td>Indigenous heritage assessment</td>
</tr>
<tr>
<td>------------------------------------------</td>
<td>-------------------------------</td>
</tr>
<tr>
<td></td>
<td>The significant associations for the Aboriginal community with this site and surrounding area are embodied under criterion a). The Bulimba Barracks site does not meet this criterion.</td>
</tr>
</tbody>
</table>

**Criterion (h)**

**Significant people**

`the place has significant heritage value because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history.`

The study area does not have any specific associations for individual people or groups or the Aboriginal community. The Bulimba Barracks site does not meet this criterion.

**Criterion (i)**

**Indigenous**

`the place has significant heritage value because of the place's importance as part of Indigenous tradition.`

As part of the assessment of heritage values for Bulimba Barracks, both the Jagera Daran and Turrbal Aboriginal communities have provided statements of values. These statements both note that the land on which Bulimba Barracks was built was once Aboriginal land and was an important central camping and resource zone between a number of other major camping areas. This historical ownership and use of the area is acknowledged in criterion a) above.

The Turrbal people note the association of the area with an important dreamtime and songline network of the Brisbane River and therefore the surrounding land is considered to be culturally significant.

However, the contemporary Aboriginal community has been disenfranchised from the study area by colonial settlement, the development of the suburban area of Bulimba and by the Defence use of the site since the mid to late nineteenth century. On that basis, the opportunity for ongoing traditional activities to have been carried out on the site has been historically disrupted.

The Bulimba Barracks site itself does not meet the criterion relating to Indigenous tradition, although its contiguity with the significant Brisbane River should be acknowledged as this landscape feature is of significance to the local Aboriginal community.

**Summary Statement of Indigenous Values**

The study area was once Aboriginal land and the known history of the traditional use of the lands surrounding the Brisbane River is considered to be significant to the Jagera Daran and Turrbal people. Evidence from this period includes cultural information, known historical records, and potential archaeological remains. The Bulimba Barracks site therefore has some significance as part of Brisbane’s, and Australia’s, cultural history, relating to the traditional use of the land prior to its occupation by colonial settlers.

The Turrbal people note the association of the area with an important dreamtime and songline network of the Brisbane River.

There are also two zones of Aboriginal archaeological potential at Bulimba Barracks that may have the potential to yield information about the use of the site by Aboriginal people in the past.

**5.2.4 Historic Heritage Assessment**

This historic/built heritage assessment is undertaken against Commonwealth Heritage criteria, as outlined in Section 2.1.1, using the *Defence Guidelines on Assessing Significance* March 2009¹ and the *Recognising Our Heritage: Defence Heritage Assessment Kit* 2010.²

It is also in accordance with the Burra Charter.³ The Burra Charter outlines a nationally recognised process of conservation principles and processes for cultural heritage which are closely allied to the
Commonwealth Heritage management principles outlined in the EPBC Act. The site inspection for the historic heritage component included a visual assessment of the exterior and interior of the buildings and the immediate setting. Historical research was also undertaken to inform the heritage assessment.

Table 5.3 Historic Heritage assessment of the Bulimba Barracks site, against the Commonwealth Heritage criteria

<table>
<thead>
<tr>
<th>Commonwealth Heritage Criteria</th>
<th>Historic heritage assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Criterion (a) Processes</td>
<td>the place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history.</td>
</tr>
<tr>
<td></td>
<td>Bulimba Barracks is historically significant for its association with allied war efforts during World War II. Established in 1943, Bulimba Barracks has played a significant role in the history of the war effort in Queensland, especially in relation to the industries that supported the war activities. It has historical significance relating to its enduring association with the Australian military and is representative of a cultural phase of Australian military history. The location of the site adjacent to the Brisbane River and the appropriation of Apollo Candleworks by Defence is significant, as it allowed for industrial scale naval shipping, and easy access along the Bulimba, Newstead and Hamilton reaches of the river, shipyards and repair facilities to meet the demands of the war. Brisbane provided facilities not only for royal Australian navy, but also for the naval forces of Britain, United States of America, Netherlands. The pre-Defence use of the site is historically significant for the Apollo Candleworks located adjacent to the river (circa 1880s – 1940s). This facility was one of the early substantial industrial developments along the Bulimba sections of the Brisbane River and was a landmark for the adjoining ferry service. The former Chinese workers encampment (World War II era) is also significant. This encampment was occupied by a large number of Chinese labourers whose efforts were essential for the operation of the Bulimba barge building facilities. The scale of this encampment for interned workers sets it apart from other internment camps during this period due to its dedicated use of a large interned workforce, resident on site for a dedicated purpose facility. Bulimba Barracks meets this criterion at a local level. Attributes: The Bulimba Barracks site, including the arrangement of large industrial buildings on the western boundary—Buildings C001, D001 – D005. The Apollo Candleworks and Chinese encampment archaeological zones, the historic camphor laurel tree on Apollo Rd.</td>
</tr>
<tr>
<td>Criterion (b) Rarity</td>
<td>the place has significant heritage value because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history.</td>
</tr>
<tr>
<td></td>
<td>The Defence estate contains a number of other timber framed warehouse and workshop structures of similar size and scale to the many World War II warehouses remaining at Bulimba (the exception is Building C001), these include RAAF warehouses at Macrossan Airfield. The massive scale of Building C001 is unusual, although during the Second World War it was not specifically rare. It is rare within the Defence estate. The specific design of this building, designed for its barge assembly workshop function is uncommon and meets this criterion. The combination of workshop and warehouse buildings of the scale at Bulimba Barracks is similar to the extant warehouse structures at Damascus Barracks, Meeandah. Damascus Barracks retains 11 structures of the same type as Bulimba Buildings D003 and D004 and demonstrates an intact World War II period warehouse complex. Bulimba Barracks does not meet this criterion. Building C001 meets this criterion at a local level. Attributes: Building C001</td>
</tr>
<tr>
<td>Criterion (c) Potential to yield information</td>
<td>the place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history.</td>
</tr>
<tr>
<td></td>
<td>The Bulimba Barracks site contains two areas identified as having historical archaeological potential—the former location of the Apollo Candleworks (1880s–1940s) and the former location of the Chinese</td>
</tr>
</tbody>
</table>
### Historic heritage assessment

| Commonwealth Heritage Criteria |  
|--------------------------------|--------------------------------|
| workers encampment (World War II). | Should intact archaeological remains still exist in these areas, both zones would have some potential to yield information about these two periods of the site’s use. Further information about the Apollo Candleworks may demonstrate aspects of the configuration and operation of the place that are currently not documented in historical records and would be of some significance to understanding the operation of this facility within the local area. Should intact archaeological remains still exist in this area, they may have some potential to yield information that would be of local significance.  
Archaeological remains relating to the World War II period Chinese workers encampment may also provide some information on the configuration of these accommodation arrangements although the potential for such remains to still exist is considered generally low. Isolated archaeological artefacts may exist in the surrounding area that may be of a personal and individual nature relating to the Chinese people living in these quarters. Any such artefacts or archaeological remains have the potential to be of some significance to the local community, especially the Chinese community.  
Bulimba Barracks meets this criterion at a local level.  
**Attributes:**  
The two areas of archaeological potential as indicated in Figure 4.34 |

#### Criterion (d) Characteristic values

- **the place has significant heritage value because of the place’s importance in demonstrating the principal characteristics of:**
  - i. a class of Australia’s natural or cultural places; or
  - ii. a class of Australia’s natural or cultural environments.

Bulimba Barracks contains features that are consistent with Defence bases including accommodation, sergeants mess, administration buildings, stores and workshops. The site demonstrates the evolution of a Defence facility dating from World War II with continuous use through to the early 1990s.  
The layout of the workshops and warehouses demonstrates a typical functional layout for use by Defence, with structures aligned along the adjacent roadway, and with the main barge assembly intentionally located for accessibility to the Brisbane River for direct barge access.  
The construction methods and materials used for the workshops and warehouses are characteristic of major World War II facilities of this type and are reflected in the extant buildings at Damascus Barracks, Meeandah and the former USN Stores Depot at Northgate.  
These warehouses contribute to an understanding of military workshops and stores style and layouts in Australia and are representative of a type of place that is significant in Australia’s World War II period history. They are locally paralleled at Meeandah and Northgate.  
**Attributes:**  
Buildings C001, D001 – D005 and the longitudinal configuration of the buildings.

#### Criterion (e) Aesthetic characteristics

- **the place has significant heritage value because of the place’s importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.**

The aesthetic characteristics of the site as a whole, which is a combination of large scale buildings and other utilitarian buildings (World War II warehouses), is not distinct, nor likely to have aesthetic qualities valued by a community or cultural group.  
The arrangement of the buildings and oval on the site are evidence of a functional approach to utilising the land form and easy access to the river. However, the industrial character of the site due to the largescale warehouse buildings, is balanced by the landscape of open grassed areas and mature stands and rows of trees that have grown organically throughout the site. The historic and mature trees on the river front and throughout the site contribute to the pleasing setting, particularly when viewed from the Brisbane River to the site, and provide an important amenity of shade and green spaces for recreation to the site.  
Bulimba Barracks contains predominantly vernacular style architecture, added to over time are simple with no decorative or ornate elements, and relate only to their function and use within the site. Whilst the timber famed, iron clad warehouses are of interest as an example of vernacular design and building construction on a large scale, they are not representative of a particular aesthetic valued by a community or cultural group.
## Commonwealth Heritage Criteria

<table>
<thead>
<tr>
<th>Criterion (f)</th>
<th>Creative/technical achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Historic heritage assessment</strong></td>
<td>Bulimba Barracks does not meet this criterion.</td>
</tr>
<tr>
<td><strong>the place has significant heritage value because of the place’s importance in demonstrating a high degree of creative or technical achievement at a particular period.</strong></td>
<td>There is some evidence that the Bulimba Barracks exhibits technical achievement in relation to the early, World War II warehouse buildings in comparison to other buildings constructed at this time on Defence bases. The post-World War II buildings on the site do not represent any particular creative or technical achievement. Bulimba Barracks does not meet this criterion.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Criterion (g)</th>
<th>Social values assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Historic heritage assessment</strong></td>
<td>Bulimba Barracks meets this criterion at a local level.</td>
</tr>
<tr>
<td><strong>the place has significant heritage value because of the place’s strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.</strong></td>
<td>Consultation for the community held values of Bulimba was undertaken through a joint meeting with the Bulimba and District Historical Society, the Australian Chinese Historical Society, and the Cannon Hill District &amp; Vietnam Services Sub Branch, RSL. Bulimba Barracks has never been isolated or disconnected from the community until recently. It was an integral part of the community’s economic life during WWII and after the War. Community attachment to the place has continuity for 70 years there are living residents who are ex-servicemen in Bulimba community and groups such as Naval Reserve Band with a strong connection and memory of the place. Today former members of the RAEME still live in Bulimba including veterans trained in later conflicts such as Vietnam War. Community attachment to events; Army sailing club regattas, Anzac Day events and services, 50th anniversary of end of WWII. The Brisbane River is the life blood of the community and connecting to it through activities like fishing/living alongside it has been continual. The Bulimba Barracks meets this criterion at a local level.</td>
</tr>
<tr>
<td><strong>Attributes:</strong></td>
<td>The Bulimba Barracks, particularly the remaining buildings from the 1943 through to the early 1980s. The memorial plaques—at the front gate and the small individual plaques formerly around the grounds.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Criterion (h)</th>
<th>Significant people</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Historic heritage assessment</strong></td>
<td>Bulimba Barracks meets this criterion at a local level.</td>
</tr>
<tr>
<td><strong>the place has significant heritage value because of the place’s special association with the life or works of a person, or group of persons, of importance in Australia’s natural or cultural history.</strong></td>
<td>During consultation for this project the Chinese Australian Historical Society proposed that they are a significant group of people associated with the site. The presence of more than 800 Chinese workers on this site was a significant number of the working population of the barracks and also in the local area. The Chinese were among those immigrant populations who contributed notably to the development of the country and, in this case, were an essential element of the war effort labour force in Bulimba.</td>
</tr>
<tr>
<td><strong>Attributes:</strong></td>
<td>The documented history of the Chinese labourer’s association with the site.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Criterion (i)</th>
<th>Indigenous</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Historic heritage assessment</strong></td>
<td>Refer to Table 5.1 for this assessment.</td>
</tr>
<tr>
<td><strong>the place has significant heritage value because of the place’s importance as part of Indigenous tradition.</strong></td>
<td></td>
</tr>
</tbody>
</table>
5.2.5 Individual Elements

The most historically significant buildings on the site are those built by the United States Forces on the base during World War II. These buildings are of some historical significance, and they demonstrate the principal characteristics of large-scale industrial, timber-framed warehouses. They have been found to have varying degrees of significance within a local frame of reference as outlined below:

Table 5.4 Local heritage significance ranking of individual elements at Bulimba Barracks

<table>
<thead>
<tr>
<th>Asset numbers</th>
<th>Area/Building type</th>
<th>Period</th>
<th>Local Significance</th>
</tr>
</thead>
<tbody>
<tr>
<td>The site as a whole, including the vegetation and mature trees.</td>
<td>The whole site</td>
<td>World War II–current</td>
<td>High</td>
</tr>
<tr>
<td>C001</td>
<td>Barge Assembly Workshop</td>
<td>World War II</td>
<td>High</td>
</tr>
<tr>
<td>D001, D002, D003, D004, D005</td>
<td>Warehouse</td>
<td>World War II</td>
<td>Moderate</td>
</tr>
<tr>
<td>B005, B007, B008, B020,</td>
<td>Administration and Sergeants mess, store</td>
<td>Late 1940s to early 1950s</td>
<td>Moderate</td>
</tr>
<tr>
<td>B0013, B0014, B0015</td>
<td>Accommodation</td>
<td>Early 1960s</td>
<td>Low</td>
</tr>
<tr>
<td>C002, C003</td>
<td>Stores</td>
<td>Early 1970s</td>
<td>Nil</td>
</tr>
<tr>
<td>B017, C005, C006, C007, C014</td>
<td>Administration</td>
<td>Early 1970s altered and adapted 1980s</td>
<td>Nil</td>
</tr>
<tr>
<td>B001, B002, B003, B004, B021, B026, B030, B031, B034, B035, C008, C009, C015, C019, C020, C021, C024.</td>
<td>Administration, stores, ancillary, ablutions</td>
<td>1980s</td>
<td>Nil</td>
</tr>
<tr>
<td>D006</td>
<td>Apollo Rd gatehouse</td>
<td>1980s</td>
<td>Nil</td>
</tr>
<tr>
<td>B033, C004, C018, C025, D007, D009, D010</td>
<td>Ancillary</td>
<td>Unknown presumed 1970s/80s</td>
<td>Nil</td>
</tr>
<tr>
<td>A009, A010, A011, A012, A013</td>
<td>Administration</td>
<td>1991</td>
<td>Nil</td>
</tr>
<tr>
<td>Zones of Archaeological potential – Aboriginal</td>
<td>-</td>
<td>Pre-colonial and pre 1850s</td>
<td>Low</td>
</tr>
<tr>
<td>Archaeological feature - Apollo Candleworks</td>
<td>-</td>
<td>1880s – 1930s</td>
<td>Low</td>
</tr>
<tr>
<td>Zones of Archaeological potential – Apollo Candleworks</td>
<td>-</td>
<td>1880s – 1930s</td>
<td>Low</td>
</tr>
<tr>
<td>Archaeological feature - Chinese camp</td>
<td>-</td>
<td>WWII</td>
<td>Low</td>
</tr>
<tr>
<td>Zones of Archaeological potential – Chinese camp</td>
<td>-</td>
<td>WWII</td>
<td>Nil</td>
</tr>
</tbody>
</table>
Figure 5.1 Local heritage significance ranking of individual elements and zones of archaeological potential at Bulimba Barracks. Note: HMAS Moreton is not included in this assessment. (Source: Defence with GML overlays, 2018)
### 5.2.6 Natural Heritage Assessment

Table 5.5 Natural Heritage assessment of the Bulimba Barracks site, against the Commonwealth Heritage criteria

<table>
<thead>
<tr>
<th>Commonwealth Heritage Criteria</th>
<th>Natural heritage assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Criterion (a) Processes</strong></td>
<td><em>the place has significant heritage value because of the place’s importance in the course, or pattern, of Australia’s natural or cultural history.</em></td>
</tr>
<tr>
<td></td>
<td>Bulimba Barracks, immediately before Defence’s use of the site, was largely cleared of vegetation. The main natural features were the tea tree swamp and the river bank. The swamp was filled in in 1943 and the riverbank has been built up with a stone sea wall. There is no evidence to indicate that the site is important in the course, or pattern, of Australia’s natural history. There are no natural heritage values at Bulimba Barracks that meet this criterion.</td>
</tr>
<tr>
<td><strong>Criterion (b) Rarity</strong></td>
<td><em>the place has significant heritage value because of the place’s possession of uncommon, rare or endangered aspects of Australia’s natural or cultural history.</em></td>
</tr>
<tr>
<td></td>
<td>The Protected Matters Search lists both Bulimba Barracks and HMAS Moreton sites together as having the potential to contain endangered aspects of Australia’s natural history. However, the developed nature and history of the site indicated that these species are unlikely to have survived in any sustainable form. They were not observed for this assessment. Marine flora species include the river mangrove (<em>Aegiceras corniculatum</em>), grey mangrove (<em>Avicennia marina</em>), and swamp she-oak (<em>Casuarina glauca</em>), are common although protected. The site has fauna species listed as threatened under the EPBC Act; however, these have not been observed or recorded specifically on site for this heritage assessment or recent environment reports for Defence. There are no natural heritage values at Bulimba Barracks that meet this criterion.</td>
</tr>
<tr>
<td><strong>Criterion (c) Potential to yield information</strong></td>
<td><em>the place has significant heritage value because of the place’s potential to yield information that will contribute to an understanding of Australia’s natural or cultural history.</em></td>
</tr>
<tr>
<td></td>
<td>There are no natural heritage values at Bulimba Barracks that meet this criterion.</td>
</tr>
<tr>
<td><strong>Criterion (d) Characteristic values</strong></td>
<td><em>the place has significant heritage value because of the place’s importance in demonstrating the principal characteristics of: i. a class of Australia’s natural or cultural places; or ii. a class of Australia’s natural or cultural environments.</em></td>
</tr>
<tr>
<td></td>
<td>There are flora and fauna species listed as threatened under the EPBC Act; however, none have been identified to demonstrate principle characteristics of a class of Australia’s natural place or environment. There are no natural heritage values at Bulimba Barracks that meet this criterion.</td>
</tr>
<tr>
<td><strong>Criterion (e) Aesthetic characteristics</strong></td>
<td><em>the place has significant heritage value because of the place’s importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.</em></td>
</tr>
<tr>
<td></td>
<td>There are no natural heritage values at Bulimba Barracks that meet this criterion.</td>
</tr>
<tr>
<td><strong>Criterion (f) Creative/technical achievement</strong></td>
<td><em>the place has significant heritage value because of the place’s importance in demonstrating a high degree of creative or technical achievement at a particular period.</em></td>
</tr>
<tr>
<td></td>
<td>There are no natural heritage values at Bulimba Barracks that relate to this criterion.</td>
</tr>
<tr>
<td><strong>Criterion (g) Social values assessment</strong></td>
<td><em>the place has significant heritage value because of the place’s strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.</em></td>
</tr>
<tr>
<td></td>
<td>There are no natural heritage values at Bulimba Barracks that relate to this criterion.</td>
</tr>
<tr>
<td><strong>Criterion (h) Significant people</strong></td>
<td><em>the place has significant heritage value because of the place’s special association with the life or works of a person, or group of persons, of importance in Australia’s natural or cultural history.</em></td>
</tr>
<tr>
<td></td>
<td>There are no natural heritage values at Bulimba Barracks that relate to this criterion.</td>
</tr>
</tbody>
</table>
Commonwealth Heritage Criteria | Natural heritage assessment
--- | ---
Criterion (i) Indigenous | The place has significant heritage value because of the place’s importance as part of Indigenous tradition.

**Summary Statement of Natural Values**

The history of site development and wetlands infilling on Bulimba Barracks has resulted in the site no longer retaining any natural heritage values.

**5.3 Queensland State Heritage Values**

**5.3.1 Queensland Heritage Register Criteria**

A place is of Queensland state cultural heritage significance if its heritage values contribute to our understanding of the wider pattern and evolution of Queensland’s history and heritage.4

For a place to be considered as significant to the state of Queensland, and listed on the Queensland Heritage Register it must satisfy one or more of the eight cultural heritage criteria in the *Queensland Heritage Act 1992* as follows:

a) The place is important in demonstrating the evolution or pattern of Queensland’s history.

Bulimba Barracks is historically significant for its association with allied war efforts during World War II.

Along with many other military infrastructure installations, Bulimba Barracks has played an important role in the history of the war effort in Queensland, especially in relation to the industries that supported the war activities. It has historical significance relating to its enduring association with the Australian military and is representative of a cultural phase of Australian military history.

The location of the site adjacent to the Brisbane River and the appropriation of Apollo Candleworks by Defence is significant, as it allowed for industrial scale naval shipping, and easy access along the Bulimba, Newstead and Hamilton reaches of the river, shipyards and repair facilities to meet the demands of the war. Brisbane provided facilities not only for royal Australian navy, but also for the naval forces of Britain, United States of America, Netherlands.

The pre-Defence use of the site is historically significant for the Apollo Candleworks located adjacent to the river (circa 1880s – 1940s). This facility was one of the early substantial industrial developments along the Bulimba sections of the Brisbane River and was a landmark for the adjoining ferry service.

The former Chinese workers encampment (World War II era) is also significant. This encampment was occupied by a large number of Chinese labourers whose efforts were essential for the operation of the Bulimba barge building facilities. The scale of this encampment for interned workers sets it apart from other internment camps during this period due to its dedicated use of a large interned workforce, resident on site for a dedicated purpose facility.

The historical significance of Bulimba Barracks is largely due to its World War II military history which is a historical theme across Australia, Queensland and the local area. These values are not particular to the development of the state of Queensland but have significant reference to the development of the local Bulimba area.

The site does not meet the threshold for significance with reference to the development of the state.

b) The place demonstrates rare, uncommon or endangered aspects of Queensland’s cultural heritage.
The Defence estate contains a number of other timber framed warehouse and workshop structures of similar size and scale to the many World War II warehouses remaining at Bulimba, these include RAAF warehouses at Macrossan Airfield.

The massive scale of Building C001 is unusual, although during the Second World War it was not specifically rare. The specific design of this building, designed for its barge assembly workshop function is uncommon and meets this criterion for the local area.

The combination of workshop and warehouse buildings of the scale at Bulimba Barracks is similar to the extant warehouse structures at Damascus Barracks, Meeandah. Damascus Barracks retains 11 structures of the same type as Bulimba Buildings D003 and D004 and demonstrates an intact World War II period warehouse complex.

Neither the Bulimba Barracks site, nor any of the individual buildings, reach the threshold for state level significance under this criterion.

c) The place has potential to yield information that will contribute to an understanding of Queensland’s history.

The assessment of the archaeological values of the site are of significance with a local frame of reference and do not yield information that is of specific importance in understanding the course of Queensland’s history.

d) The place is important in demonstrating the principal characteristics of a particular class of cultural places.

Bulimba Barracks contains features that are consistent with Defence bases including accommodation, sergeants mess, administration buildings, stores and workshops. The site demonstrates the evolution of a Defence facility dating from World War II with continuous use through to the early 1990s. The layout of the workshops and warehouses demonstrates a typical functional layout for use by Defence, with structures aligned along the adjacent roadway, and with the main barge assembly intentionally located for accessibility to the Brisbane River for direct barge access.

The construction methods and materials used for the workshops and warehouses are characteristic of major World War II facilities of this type and are reflected in other Defence bases across Queensland and in the extant buildings at Damascus Barracks, Meeandah and the former USN Stores Depot at Northgate.

Neither the Bulimba Barracks site, nor any of the individual buildings, reach the threshold for state level significance under this criterion.

e) The place is important because of its aesthetic significance.

The aesthetic characteristics of the site as a whole, which is a combination of large scale buildings and other utilitarian buildings (World War II warehouses), is not distinct, nor likely to have aesthetic qualities valued by a community or cultural group of significance to the state of Queensland.

Bulimba Barracks does not reach the threshold for state level significance under this criterion.

f) The place is important in demonstrating a high degree of creative or technical achievement at a particular period.

The post-World War II buildings on the site do not represent any particular creative or technical achievement that has specific important to the state of Queensland.

Bulimba Barracks does not meet this criterion.

g) The place has a strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.

Consultation for the community held values of Bulimba was undertaken through a joint meeting with the Bulimba and District Historical Society, the Australian Chinese Historical Society, and the Cannon Hill District & Vietnam Services Sub Branch, RSL.

A range of values were identified within a frame of reference to the local community and area.

The Bulimba Barracks meets this criterion at a local level, but not at a state level.

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.

During consultation for this project the Chinese Australian Historical Society proposed that they are a significant group of people associated with the site.

The presence of more than 800 Chinese workers on this site was a significant number of the working population of the barracks and also in the local area. The Chinese were among those immigrant populations who contributed notably to the development of the country and, in this case, were an essential element of the war effort labour force in Bulimba.

Bulimba Barracks meets this criterion at a local level, but not with reference to the state of Queensland.
5.3.2 Heritage Assessment

The Queensland Heritage criteria are similar to the Commonwealth Heritage criteria, although the context and thresholds for listing are different. Commonwealth Heritage value has a lower threshold than State-level and is akin to local-level heritage significance.

While a number of heritage values are recognised at Bulimba Barracks, they do not reach the threshold for Queensland State-level recognition, referring to either local-level values or Defence military heritage values.

This assessment at Section 5.2 finds that Bulimba Barracks has Commonwealth Heritage values at a local level. Bulimba Barracks, and its individual built and landscape elements, is unlikely to be eligible for inclusion in the Queensland Heritage Register.

Instead, heritage protection through the BCC Heritage overlay is more relevant.

5.4 Local Heritage Significance

5.4.1 Brisbane City Council Heritage Register Criteria

The criteria for inclusion in the BCC Heritage Register references the same criteria as the State, except that frame of reference is the contribution that the place makes to the cultural heritage environment of Brisbane, rather than the state of Queensland.

5.4.2 Heritage Assessment

Bulimba Barracks is currently included in the BCC Heritage Register, and mapped in the Brisbane City Plan 2014 Heritage Overlay. The assessment below expands on the BCC Heritage Register citation. The site meets the following criteria:

a) it is important in demonstrating the evolution or pattern of the city’s or local area’s history

The Bulimba Barracks is historically significant owing to its demonstration of the important of Brisbane as a strategic location in supporting the allied war efforts during World War Two.

Established in 1943, Bulimba Barracks has played a significant role in the history of the war effort in Brisbane. It has historical significance relating to its enduring association with the Australian military and the community of the Bulimba area. The Army’s operation of Bulimba Barracks has maintained connections with the local community. The Barracks themselves are a locally well-known site and a key element of the local identity of Bulimba to many of Bulimba’s residents.

It is representative of a cultural phase of Brisbane’s wartime contribution and place in military history.

The Brisbane Heritage Register notes that the site is ‘a surviving Second World War industrial base established by the United States Military in 1943 and reflecting the unprecedented military activity along the Brisbane River in this period’.

b) it demonstrates rare, uncommon or endangered aspects of the city’s or local area’s cultural heritage

The Brisbane Heritage Register notes that Bulimba Barracks is ‘a rare example of a Second World War barge building facility built for the United States Military built at a time of intensive military activity in Brisbane by the United States Military’.

c) it has potential to yield information that will contribute to the knowledge and understanding of the city’s or local area’s history

The Bulimba Barracks site contains two areas identified as having historical archaeological potential—the former location of the Apollo Candleworks (1880s – 1940s) and the former location of the Chinese workers encampment (World War II).

Should intact archaeological remains still exist in these areas, both zones would have some potential to yield information about these two periods of the site’s use. Such information would be considered as having local significance.

d) it is important in demonstrating the principal characteristics of a particular class or classes of cultural places
Bulimba Barracks contains features that are consistent with large scale World War II stores, workshops and materials handling facilities. It demonstrates these aspects through the group of six large timber framed warehouses. These characteristics are also refactored at the nearby Damascus Barracks, albeit without the significantly larger C001 workshop building.

e) it is important because of its aesthetic significance

Does not meet this criterion

f) it is important in demonstrating a high degree of creative or technological achievement at a particular period

The Brisbane Heritage Register notes that Bulimba Barracks is ‘an important surviving United States Military industrial facility for the intensive manufacture of barges’.

g) it has a strong or special association with the life or work of a particular community or cultural group for social, cultural or spiritual reasons

Bulimba Barracks has never been isolated or disconnected from the community until recently. It was an integral part of the community’s economic life during WWII and after the War. Community attachment to the place has continuity for 70 years there are living residents who are ex-servicemen in Bulimba community and groups such as Naval Reserve Band with a strong connection and memory of the place.

Today former members of the RAEME still live in Bulimba including veterans trained in later conflicts such as Vietnam War. Community attachment to events; Army sailing club regattas, Anzac Day events and services, 50th anniversary of end of WWII.

The Brisbane River is the life blood of the community and connecting to it through activities like fishing/living alongside it has been continual.

h) it has a special association with the life or work of a particular person, group or organisation of importance in the city’s or local area’s history.

The history of the Chinese labour force and its significant proportion of the local population attest to the significance of Bulimba Barracks to the Chinese Australian Historical Society and the significant local contribution of the Chinese population to the war effort in the Pacific.

5.5 Statement of Significance

The assessment confirms that Bulimba Barracks has significant heritage values, and meets the threshold for inclusion in the CHL against criteria a, c, d, g, and h. These values are generally met at a local level and reflect the local assessment of values on the BCC Heritage Register.

The site was found to be locally significant based on its important role in the history of the war effort in Queensland, especially in relation to the industries that supported the war activities. It has historical significance (criterion a) relating to its enduring association with the Australian military and is representative of a cultural phase of Australian military history. The study area is also of historical significance to the local Aboriginal community due to the traditional use of the lands in this area prior to colonial settlement. This is especially borne out through the cultural information and historical records attesting to the Bulimba Barracks area having been used for camping, cultural activities and transit between other major camping zones nearby.

The Bulimba Barracks site has the potential to yield information (criterion c) relating to the local use of the site by Aboriginal people prior to colonial settlement and in relation to the former location of the Apollo Candleworks (1880s – 1940s) and the former location of the Chinese workers encampment (World War II).

The buildings remaining at Bulimba Barracks reflect a representative range of World War II warehouse structures and a range of support and administration buildings that show an evolution of building styles from the 1950s through to the 1990s. The barracks demonstrates the principal characteristics (criterion d) of a major stores and workshops facility from World War II. It is closely reflected by the intact group of warehouses at Damascus Barracks.
Bulimba Barracks has never been isolated or disconnected from the community until recently and therefore it retains some significance for the local Bulimba community who have a strong association with the place. It was an integral part of the community’s economic life during WWII and after the War. Community attachment to the place has been continuous since World War II and there are living residents who are ex-servicemen in the Bulimba community including those who are former members of the RAEME and veterans trained in later conflicts such as the Vietnam War.

The history of the Chinese labour force and its significant proportion of the local population attest to the significance of Bulimba Barracks to the Chinese Australian Historical Society and the significant local contribution of the Chinese population to the war effort in the Pacific.

5.6 Endnotes

1 GML 2009, Defence Guidelines on Assessing Significance.
2 GML 2010, Recognising Our Heritage: Defence Heritage Assessment Kit.
3 Australia International Council of Monuments and Sites Inc 2013, Australia ICOMOS Charter for Places of Cultural Significance.
6.0 Conclusions and Recommendations

6.1 Conclusions

6.1.1 Heritage Assessment

This assessment has established that Bulimba Barracks has Commonwealth Heritage value at the local level against criteria a, b, c, d, g, and h for Indigenous and historic values. The assessment has established that of the remaining 46 buildings on the site, the key elements of significance relate to the World War II period timber framed warehouses of D001 – D005 and the large-scale barge assembly workshop C001. The established mature plantings in stands and rows, and open grassed areas of the site, contribute to the historic and cultural significance of Bulimba Barracks. The archaeological features of the Chinese encampment and the Apollo Candleworks are also of some local heritage significance, as are the potential subsurface archaeological remains of the Candleworks.

The Aboriginal and historical archaeology of select areas of the site have some local heritage significance. These areas generally overlap and are outlined in Section 4, Figure 4.34.

The site was not found to meet the threshold for the Queensland State Heritage Register; but does have local heritage significance. The site is already included in the BCC Heritage Overlay. The information in this assessment needs to be used as the basis for an update to the current BCC Heritage Overlay listing.

6.1.2 Structural Condition Assessment

The structural condition assessment confirms that the buildings overall are in fair condition, requiring only minor remediation works and ongoing maintenance.

The structural engineer’s report indicates that all buildings are adaptable for future uses and that none are structurally unsound. The type of new use that is considered for each of the buildings would depend on the development opportunities being considered by a future developer for the site, council zoning and the heritage significance rankings of individual buildings. Recommendations for adaptation are included in the next section.

6.1.3 Summary of Significance and Condition

The following table provides a summary of buildings and their ranked heritage significance, and adaptive reuse possibility.

<table>
<thead>
<tr>
<th>Asset numbers</th>
<th>Area/Building type</th>
<th>Heritage significance &amp; condition</th>
</tr>
</thead>
<tbody>
<tr>
<td>The site as a whole, including the vegetation and mature trees.</td>
<td>The whole site: World War II–current</td>
<td>High – local Good</td>
</tr>
<tr>
<td>C001</td>
<td>Barge Assembly Workshop World War II</td>
<td>High – local Good</td>
</tr>
<tr>
<td>D001, D002, D003, D004, D005</td>
<td>Warehouse World War II</td>
<td>Moderate Good</td>
</tr>
<tr>
<td>Asset numbers</td>
<td>Area/Building type</td>
<td>Heritage significance &amp; condition</td>
</tr>
<tr>
<td>---------------</td>
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<td>-----------------------------------</td>
</tr>
<tr>
<td>B005, B007, B008, B020</td>
<td>Administration and Sergeants mess, store Late 1940s to early 1950s</td>
<td>Moderate Fair to good</td>
</tr>
<tr>
<td>B0013, B0014, B0015</td>
<td>Accommodation Early 1960s</td>
<td>Low Fair to good</td>
</tr>
<tr>
<td>C002, C003</td>
<td>Stores Early 1970s</td>
<td>Nil Good</td>
</tr>
<tr>
<td>B017, C005, C006, C007, C014</td>
<td>Administration Early 1970s altered and adapted 1980s</td>
<td>Nil Fair to good</td>
</tr>
<tr>
<td>B001, B002, B003, B004, B021, B026, B030, B031, B034, B035, C009, C015, C019, C020, C021, C024</td>
<td>Administration, stores, ancillary, ablutions 1980s</td>
<td>Nil Fair to good</td>
</tr>
<tr>
<td>D006</td>
<td>Apollo Rd gatehouse 1980s</td>
<td>Nil Good</td>
</tr>
<tr>
<td>B033, C004, C018, C025, D007, D009, D010</td>
<td>Ancillary Unknown presumed 1970s/80s</td>
<td>Nil Fair to good</td>
</tr>
<tr>
<td>A009, A010, A011, A012, A013</td>
<td>Administration and accommodation 1991</td>
<td>Nil Good</td>
</tr>
</tbody>
</table>

6.2 Recommendations

6.2.1 Managing the Identified Commonwealth Heritage Values

Bulimba Barracks, the whole site has Commonwealth Heritage value and as such, should be managed in accordance with the EPBC Act and its regulations while it remains in Commonwealth ownership. This includes management of the values prior to and during future divestment of the site to a future purchaser.

Any works prior to sale would be subject to a separate heritage assessment and impact process (including a Defence Environmental Clearance Certificate (ECC)). This would support Defence’s compliance with the heritage requirements of the EPBC Act.

6.2.2 Managing the Heritage Values During Divestment

The sale or lease of a Commonwealth Heritage place (that is, a place included in the CHL) would trigger Section 341ZE of the EPBC Act. In summary, this requires the Commonwealth owner to ensure adequate protection for the heritage values of the site following sale or lease. Bulimba Barracks has been found to have Commonwealth Heritage values through this heritage assessment (refer to Section 5.0), however, a disposal process would not automatically trigger Section 341ZE because the place is not included in the CHL. Only places within Commonwealth ownership and control can be included on the Commonwealth Heritage List (CHL). As the site is to be disposed by the Commonwealth, there is no benefit in nominating the site for inclusion on the CHL.

Nonetheless, in view of the requirements and the intent of Section 341ZE, Defence should plan for heritage protection mechanisms to be in place during the disposal of the site. It is therefore recommended that:
• This heritage assessment be provided to Brisbane City to update the current Heritage Overlay for the site to ensure all identified heritage values are recorded in the overlay listing information for the site at least 90 days prior to finalisation of sale contract/s;

• Defence provide an information briefing to the Department of the Environment and Energy on the findings of the heritage assessment and the proposed ongoing heritage protection measures that will be in place through the Heritage Overlay for the site at least 40 days prior to sale; and

• The sale contract for the site must include clauses for recognition of the identified heritage values and a requirement not to object to the update to the Heritage Overlay, and the requirement to investigate both Aboriginal and historical archaeological values prior to any development of the site in accordance with local and state planning controls.

6.2.3 Opportunities for Managing the Heritage Values Following Divestment

Following divestment from the Commonwealth the primary long-term heritage management of the site becomes the responsibility of the future purchaser.

Defence would not have a role in determining the future use of the site; instead relevant Queensland state and local environmental, heritage and planning legislation will apply to the site.

The post-divestment development and implementation of strategic heritage advice would need to be undertaken by a future owner in consultation with BCC, following the requirements of the Brisbane City Plan and associated codes and policies, along with the Bulimba District Neighbourhood Plan Strategy.

Both Aboriginal and historical archaeological values would need to be investigated prior to development. The nature of these investigations would be governed by local and state planning controls.