



B6

VOLUME B: AIRPORT AND SURROUNDS
Cultural Heritage

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6.1 Introduction

This Chapter addresses cultural heritage issues in relation to the area where the New Parallel Runway (NPR) and associated infrastructure is planned (**Figure 6.1**). Chapter C6 addresses the cultural heritage issues associated with Middle Banks in Moreton Bay, from where sand for construction will be extracted. The Airport site has been heavily modified as a result of the original airport development.

Figure 6.1: Extent of the Cultural Heritage (CH) Study Area on the Mainland.



6.2 Proposed Development

Earthworks to be completed prior to runway construction consist of, in the main, the application of fill of around 15 million cubic metres (Mm³). The majority of construction work will present a low potential for impacting the natural land surface beneath the designated work zones. Added to this is the fact there already exists across the study area an artificial environment dominated by introduced tree species, planted into a layer of sand fill brought in as a base for the original airport construction in the early 1980s. The construction for the current project will be working in a layer of fill from between 0.5 – 1.0 m deep and as a result there should not be any reason for earthworks to disturb the original land surface at all.

It is only in the locations listed below that the original land surface (below the 1980s sand fill layer) will be impacted. These are:

- The proposed location of two new stormwater drains; and
- The proposed location of Dryandra Road tunnel.

Refer to Chapter A5 for details of the construction of these aspects of the project. It is in these three locations that potential for the disturbance of cultural heritage material is highest, relative to the remainder of the study area.

6.3 Methodology

6.3.1 Study Approach – Determining Indigenous Cultural Heritage Significance

The *Aboriginal Cultural Heritage Act 2003* (ACH Act) defines Aboriginal cultural heritage as anything that is:

- A significant Aboriginal area in Queensland; or
- A significant Aboriginal object; or
- Evidence of archaeological or historic significance, pertaining to the Aboriginal occupation of an area in Queensland.

In order to understand what 'areas of Aboriginal significance' are, the ACH Act describes them in the following way. A 'significant Aboriginal area' is an area of particular significance to Aboriginal people because of either or both of the following:

- Aboriginal tradition;
- The history, including contemporary history, of any Aboriginal party for the area (section 9).

The ACH Act then goes on to discuss identifying significant Aboriginal areas:

1. For an area to be a significant Aboriginal area, it is not necessary for the area to contain markings or other physical evidence indicating Aboriginal occupation or otherwise denoting the area's significance. For example, the area might be a ceremonial place, a birthing place, a burial place or the site of a massacre.
2. Also, if significant Aboriginal objects exist in an area and the significance of the objects is intrinsically linked with their location in the area:
 - a. the existence of the objects in the area is enough on its own to make the area a significant Aboriginal area; and
 - b. if it is reasonably appropriate under this Act, the immediate area and the objects in it may be taken to be, collectively, a significant Aboriginal area.
3. For identifying a significant Aboriginal area, regard may be had to authoritative anthropological, biogeographical, historical and archaeological information (section 12).

Site integrity, site structure and site content are all fundamental to the archaeological potential of a site. A range of natural or cultural issues can also affect sites. Site structure includes factors such as stratification, dimensions and patterns of archaeological materials within the site. Stratification offers insights into detecting cultural changes through time. Site content considers the various archaeological components of a site. These can vary considerably, depending on whether the site is historic or archaeological; even sites with small variations can provide important archaeological data.

See section 6.6 for further discussion of the legal framework within which this study has been completed.

6.3.2 Study Approach – Determining Historical Cultural Heritage Significance

Cultural heritage significance relates to peoples' perspective of place and sense of value, within the context of history, environment, aesthetics and social organisation.

The Burra Charter (Marquis-Kyle and Walker 1999) continues to guide cultural heritage management in Australia. First adopted in 1979 by Australia ICOMOS (International Council on Monuments and Sites), the charter was initially designed for the conservation of and management of historical heritage. However, after the addition of further guidelines that defined cultural significance and conservation policy, use of the charter was extended to Indigenous studies.

The charter defines conservation as 'the processes of looking after a place so as to retain its cultural significance' (Article 1.4). A place is considered significant if it possesses aesthetic, historic, scientific or social value for past, present or future generations (Article 1.2). The definition given for each of these values is as follows (Articles 2.2 to 2.5).

Aesthetic Value

This includes aspects of sensory perception for which criteria can and should be stated. Such criteria may include consideration of the form, scale, colour, texture and material of the fabric; the smells and sounds associated with the place and its use.

Historic Value

Historic value encompasses the history of aesthetics, science and society, and therefore to a large extent underlies all of the terms set out in this section. A place may have historic value because it has influenced, or has been influenced by, an historic figure, event, phase or activity. It may also have historic value as the site of an important event. For any given place the significance will be greater where evidence of the association or event survives in situ, or where the settings are substantially intact,

than where it has been changed or evidence does not survive. However, some events or associations may be so important that the place retains significance regardless of subsequent treatment.

Scientific Value

The scientific value of a place will depend upon the nature of the research being carried out and the importance of the data involved, on its rarity, quality or 'representativeness', and on the degree to which the place may contribute further substantial information.

Social Value

This embraces the qualities for which a place has become a focus of spiritual, political, national or other cultural sentiment to a majority or minority group.

Article 2.6 of the Guidelines notes that other categories of cultural significance may become apparent during the course of assessment of particular sites, places or precincts. A range of cultural significance values may apply.

6.3.3 Field Survey Approach – Methodology and Outcomes

Ground cover and landscape modification restricted the field survey to the roadways and tracks criss-crossing the study area. Where located, archaeological material (Indigenous and non-Indigenous) was noted, grid co-ordinates captured (via GPS) and photographs taken.

Survey consisted of pedestrian transects along selected tracks and trails and these were selected based upon their potential to provide archaeological evidence of past human behaviour. This selection of trails was not always adhered to as it was at times necessary to walk particular tracks to build the general context of the environment, even though the likelihood of archaeological material occurring along that track was thought to be extremely low. The location data for each item and/or place located is listed in **Table 6.3a**.

Table 6.3a: Location Data for Archaeological Sites. (Also see **Figure 6.3b**)

Waypoint ID	Site/Item Description	GPS Co-ordinates ¹		Comments
		Eastings ²	Northings ²	
016	Poinciana	509456	6969979	Hall and Lilley's datum tree.
017	Indigenous	509431	6970013	Isolated silcrete flaked piece.
021	Indigenous	509502	6970164	Chalcedony core. Multi-platform. Small.
022	Indigenous	509515	6970186	Silcrete core. Multi-platform, brown, coarse-grained.
025	Indigenous	509556	6970279	Silcrete flake. Pink, coarse-grained.
026	Indigenous	509564	6970300	Silcrete flake. Light brown, fine-grained.
031	Indigenous	509817	6970872	Chert core. Multi-platform, light brown.
032	Eucalypt	509863	6970962	'Owl-pellet tree with beehive and a surveyor's mark.
086	Historical	510548	6972426	Star picket used as a surveyor's mark.
088	Indigenous	510509	6972743	Eroded shell midden; mostly cockle some oyster.
105	Historical	511981	6974450	Cribb Island dressing shed foundations.

¹ Geodetic Format = WGS84 ² UTM-UPS Grid Zone 56j

Ground survey across the study area revealed extensive forests of planted Casuarina trees, planted into a layer of fill, up to 2 m deep in places, and although the site recorded by Hall and Lilley (1987) (see sub-section 6.5.3) was not relocated (ground surface visibility in the area was zero), the datum used by them during their excavations was found and was used as a focal point during this survey. This proved to be the correct course of action because archaeological material was found along the track that lies parallel to the southern bank of the Kedron Brook Floodway and a badly eroded shell midden was also found toward Jacksons Creek (Waypoint 088), see **Figure 6.3a**.

No Indigenous cultural material was found away from the Kedron Brook Floodway, although sporadic reminders of the non-Indigenous occupants were common. These included:

- Remnants of bitumen roads that disappear into Kedron Brook;
- The occasional exotic tree marking the probable location at one time past of some standing structure, either habitation (human or domesticates) or storage facility;
- The bituminised landing pad used by Christopher Skase during the 1980s for landing his hovercraft.

An attempt was made to relocate the original Cribb Island settlement, or at least, some remnant of the town plan (see **Figure 6.3b**) but no relics were identified apart from the old jetty.

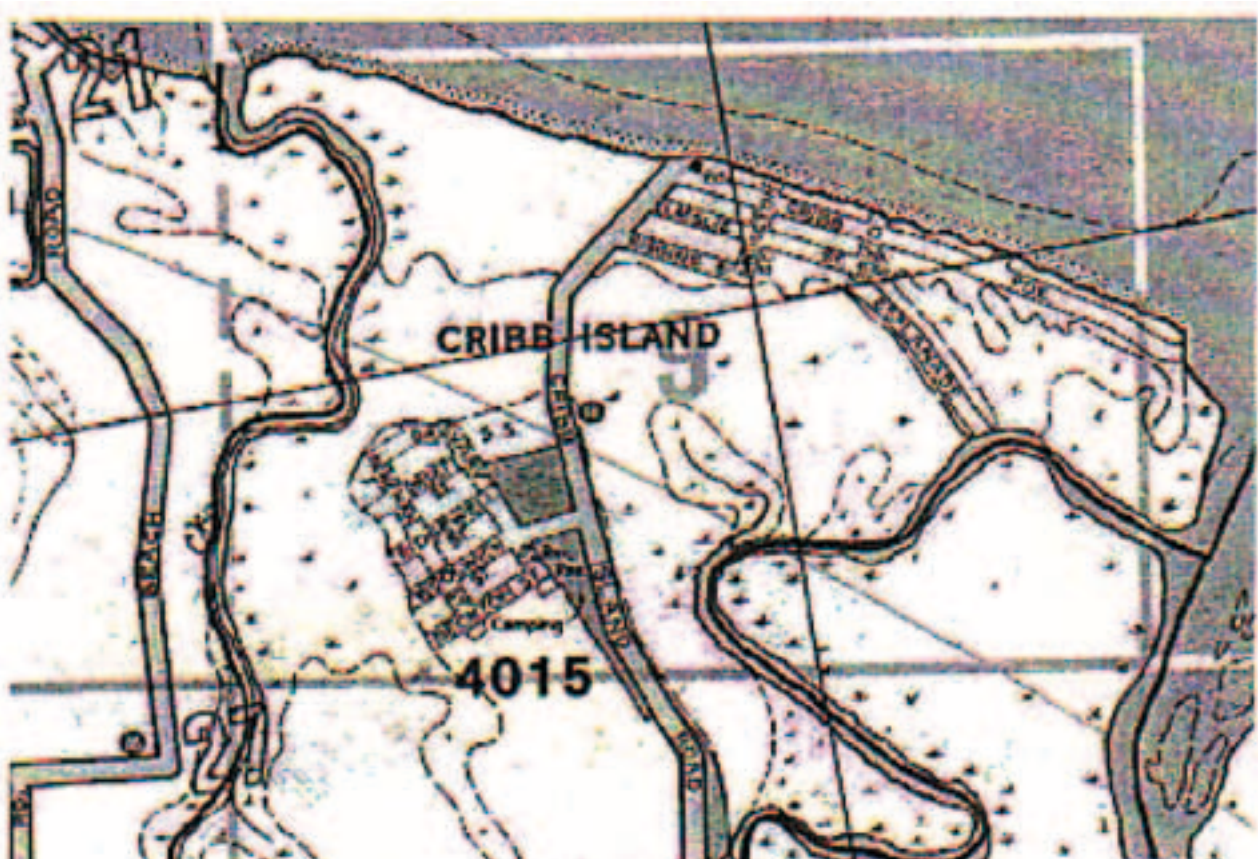
Figure 6.3a: Site and Artefact Locations at and Adjacent to Brisbane Airport.



The traverse along the south-eastern bank of the Kedron Brook Floodway presented the highest frequency of (Indigenous) artefacts; although at no time did this frequency rise above three artefacts per square metre. The context of these artefacts, however, lying as they were on top of landfill, compromises the authenticity of their location. In other words it cannot be assumed these artefacts were found exactly where their original owners left them and, therefore, the scientific significance of these artefacts is reduced.

Transects along all other tracks and trails produced nothing. This was to be expected considering the level of modification and filling that has occurred across the site since the 1980s. It was only in areas along the edges of the fill, i.e. along the bank of Kedron Brook, that the potential for the occurrence of archaeological material was expected.

Figure 6.3b: A Street Directory Map (From the 1970s) for Cribb Island.



6.4 Limitations and Assumptions

6.4.1 Constraints to the Survey

6.4.1.1 Ground Surface Integrity (GI)

An assessment of ground integrity provides an indicator of whether or not the land surface within a landscape under study has been modified or not, and if so the degree of disturbance encountered.

Levels of GI are determined using a percentage range between zero – 100 percent where zero percent indicates all GI is gone, and 100 percent represents excellent preservation of the original context.

Thus:

Zero – 0 percent;

Poor – 10-25 percent;

Fair – 25-50 percent;

Moderate – 50-75 percent;

Good – 75-100 percent.

From this assessment it becomes possible to gauge to what degree modification might influence the context (and therefore integrity) of any sites located. Within the context of this study the entire area is highly modified with GI never better than 25 percent, or fair. More commonly however, and as the result of the development of the airport by the Federal Airports Corporation (FAC) in the 1980s GI for this project is in the main zero percent.

6.4.1.2 Ground Surface Visibility (GSV)

Assessments of ground surface visibility determine how much of the ground surface can actually be seen and, therefore by implication, what cannot be seen.

GSV is most commonly inhibited by vegetation, such as grasses, crops, or humus, but other inhibitors may include concrete, gravels and bitumen. Levels are determined using a percentage scale similar to that used for the calculation of GI, in that zero percent represents zero visibility and 100 percent represents maximum visibility (bare ground).

Therefore:

Zero - 0 percent;

Poor – 10-25 percent;

Fair – 25-50 percent;

Moderate – 50-75 percent;

Good – 75-100 percent.

The better the visibility, the more potential there is for locating surface artefact scatters – the most common indicator of Aboriginal heritage. In general, even in areas where vehicular tracks occur, GSV across the study area was very low, ranging from 0-50 percent on average.

6.4.2 Technical Assumptions

No cultural heritage survey was carried out prior to the modification of the landscape in preparation for airport construction in the early 1980s and so very few clues to where cultural heritage ‘hot spots’ may occur are known. However, a number of assumptions based upon desktop studies (see sub-section 6.5.2.4) can be made:

1. Ethnographic and historical reports indicate the entire area was rich in resources prior to European settlement, so there is no reason to assume the physical remains of traditional Aboriginal activities were not common across the environment.
2. Equally, these same reports indicate the length of time modification of the landscape for non-traditional purposes has been occurring and it can thus be assumed much of the evidence of occupation by Aboriginal people has been severely impacted.
3. Any cultural/archaeological material that survived to the 1980s would have been severely impacted by the construction of the ‘new’ airport from that time.
4. All remaining material is located beneath a layer of fill that varies in depth from 500 mm to 1.5 m in depth. Examples here include the sites registered in the Department of Natural Resources and Water sites database (see sub-section 6.5.2.5).

6.5 Existing Conditions

6.5.1 The Natural Environment

Sea level change has always been the dominant factor in the geological/geomorphological history of Moreton Bay, producing a series of sedimentary environments,

which have in turn, controlled sediment deposition throughout the bay (Stephens 1992). The bay itself has only existed as such for the last 6,500 years (mid-Holocene), with research suggesting that right across the Pleistocene period (approximately 2 million to 15,000 years) the whole area alternated between being a terrestrial plain and a marine embayment roughly every 120,000 years (Stephens 1992).

Studies indicate the coastline during the mid-Holocene (at 6,500 years) was located from Hamilton on the Brisbane River, north through Nudgee to the mouth of Nundah Creek at Shorncliffe (Stephens 1992). A modern day route illustrating this coastline might follow Kingsford-Smith Drive from Hamilton to the Gateway Motorway, and then north along the motorway to Shorncliffe. This suggests the current environment existing along the coast at the river mouth was deposited within the last 6,000 years and that any deposits of Pleistocene origin are at some considerable depth below the 'working area' within which the two drainage channels will be excavated (section 6.2). In support of this Hall and Lilley (1987; 56) found the Holocene layer, at the archaeological site they were investigating during the excavation of the Kedron Brook Floodway, to be 3-4 m thick over the top of the youngest Pleistocene deposits.

With respect to flora and fauna, as stated previously, the current environment across the study area has been highly modified. Prior to European colonisation it was known that the area was a rich source of food. By the 1920s the majority of the natural environment above the mangroves was modified for farming by non-Indigenous people.

6.5.2 The Indigenous Cultural Landscape

A complex multitude of lagoons, swamps and estuarine creeks existed at the time of non-Indigenous settlement, all feeding into Kedron Brook, Nudgee Creek, Serpentine Creek, Boggy Creek and the Brisbane River. The surrounding landscapes would have been largely open woodland on the hills and ridges (Corpus Christi Hill and Zion's Hill). On the lower land and around the swamps would have been stands of swamp oak, whilst along the creeks of the study area would have been mangrove forest in the lower

brackish reaches and paperbark woodland where the water was fresh. All these ecosystems provide basic resources necessary to a subsistence lifestyle. Swamps in particular are rich in food resources. Fish, eels, yabbies, turtles, snakes, frogs, ducks, geese, swans, gallinules, herons and pelicans would have formed part of the many species of animal foods taken by Aboriginal people, together with animals such as kangaroos and wallabies coming to drink. Flying fox camps are often associated with swamps.

Ceremonial locations can be interpreted as indicators of a rich environment. Locations where large numbers of people gathered to carry out ceremonial activities would need to be able to support those people with adequate resources during their visits. Large-scale gatherings were an important aspect of Aboriginal culture in South East Queensland (Sullivan 1977; Hall 1982) and bora grounds were often the meeting place used by groups for such gatherings. The bora rings at Nudgee Water Holes (west) and the single ring located adjacent to the Pinkenba Hotel seem to suggest the importance of the area as a source of food and other resources. Studies carried out by Ann Wallin and Associates (1995, 1996, 1997, 1998a, 1998b) have noted ethnographical reports that mention swamps in relation to concentrations of people.

6.5.3 Aboriginal Cultural Heritage

6.5.3.1 Types of Aboriginal Cultural Heritage

For Aboriginal people, cultural heritage may be divided into archaeological sites that are visible and identifiable, such as; stone scatters, scarred trees, axe-grinding sites, quarries, burials, rock shelters and stone arrangements. However, archaeological material may not account for sites, places and landscapes of spiritual, ceremonial or social and cultural significance. These may include; landscapes, pathways, totem places, 'good' and 'bad' places, massacre sites and creation story sites (Godwin and Creamer 1984). These places cannot always be defined archaeologically, and as such can only be identified through the knowledge of the Traditional Owners (McNiven et al 1994).

Given the nature of the local environment and an understanding of ethnographic observations of Aboriginal presence in the local area, a prediction can be made on the types of Aboriginal sites that could be expected in the general vicinity of the study area.

6.5.3.2 Cultural Heritage Sites Identified Through Desktop Research

Detailed information regarding the various types of information sources available to undertake desk based research (historical accounts, academic research etc.) have been reviewed as part of this assessment. This section describes cultural heritage sites identified from that literature relevant to the new runway study area.

There are references to camps in the study area. A temporary campsite is said to have existed at the mouth of Serpentine Creek at Cribb Island on the beach and another near the rafting yards at Serpentine Creek. Both these may relate directly to sites registered in the Department of Natural Resources and Water sites database (see **Table 6.5a**), although it is now impossible to assess any possible links. A transient camp, referred to as 'Easter Camp', is known to have existed at Boggy Creek (old Myrtle town), and was occupied by the Bribie Island Aborigines, at Easter each year (Colliver and Woolston, 1978).

The area to the west of the present study area lay upon the great coastal pathway that enabled trade and travel between tribal groups (**Figure 6.5a**).

Excavated in 1984 as part of the Moreton Region Archaeological Project, the new Brisbane Airport site (Hall and Lilley, 1987) is of relevance to this study and is situated on the southern bank of the Kedron Brook Floodway, near what remains of Landers Pocket Road. Test excavations there unearthed an artefact assemblage containing a number of backed blades prompting further excavation of the site in 1987. The site was recorded and registered by the state government authority responsible for cultural heritage at the time, it appears in the Department of Natural Resources and Water Cultural Heritage Register and Database as Site LB: C69.

Figure 6.5b indicates the Location of the Site in Relation to the Datum at the Poinciana Tree.

In 1998 a review of cultural heritage issues associated with the Brisbane Airport site was undertaken (AWA 1998a). Although community consultation did not define any specific sites or places, the landscape was found to be significant to Traditional Owners.

A bora ring and a midden have been identified at sites outside of the study area. The bora ring was found at Pinkenba and the midden located at the mouth of the Brisbane River (Archaeo, 2002b). Neither of these sites are affected directly or indirectly by the NPR project.

6.5.3.3 Register Searches

Searches of the Register of the National Estate (compiled and maintained by the Australian Heritage Commission) web site and the Indigenous Sites Register and Database (maintained by the Queensland Department of Natural Resources and Water) were conducted to identify places and sites of cultural heritage significance that may be impacted upon by the proposed development plans.

Register of the National Estate

Eight sites registered with the Australian Heritage Commission appear in the Register of the National Estate, none of these occur within the study area.

The Indigenous Sites Register and Database – Department Natural Resources and Water

Searches of the Queensland Department of Natural Resources and Water sites register and database have been carried out, seven sites appear on the Department of Natural Resources and Water database, their listings are provided below in **Table 6.5a**. **Figure 6.5c** illustrates where in the study area these sites are located. Only one site, LB:N57 is located within the footprint of the proposed development.

Figure 6.5a: Approximate Route of Aboriginal Pathway.



Figure 6.5b: The Location of Hall and Lilley's Datum Point (1987, 58).

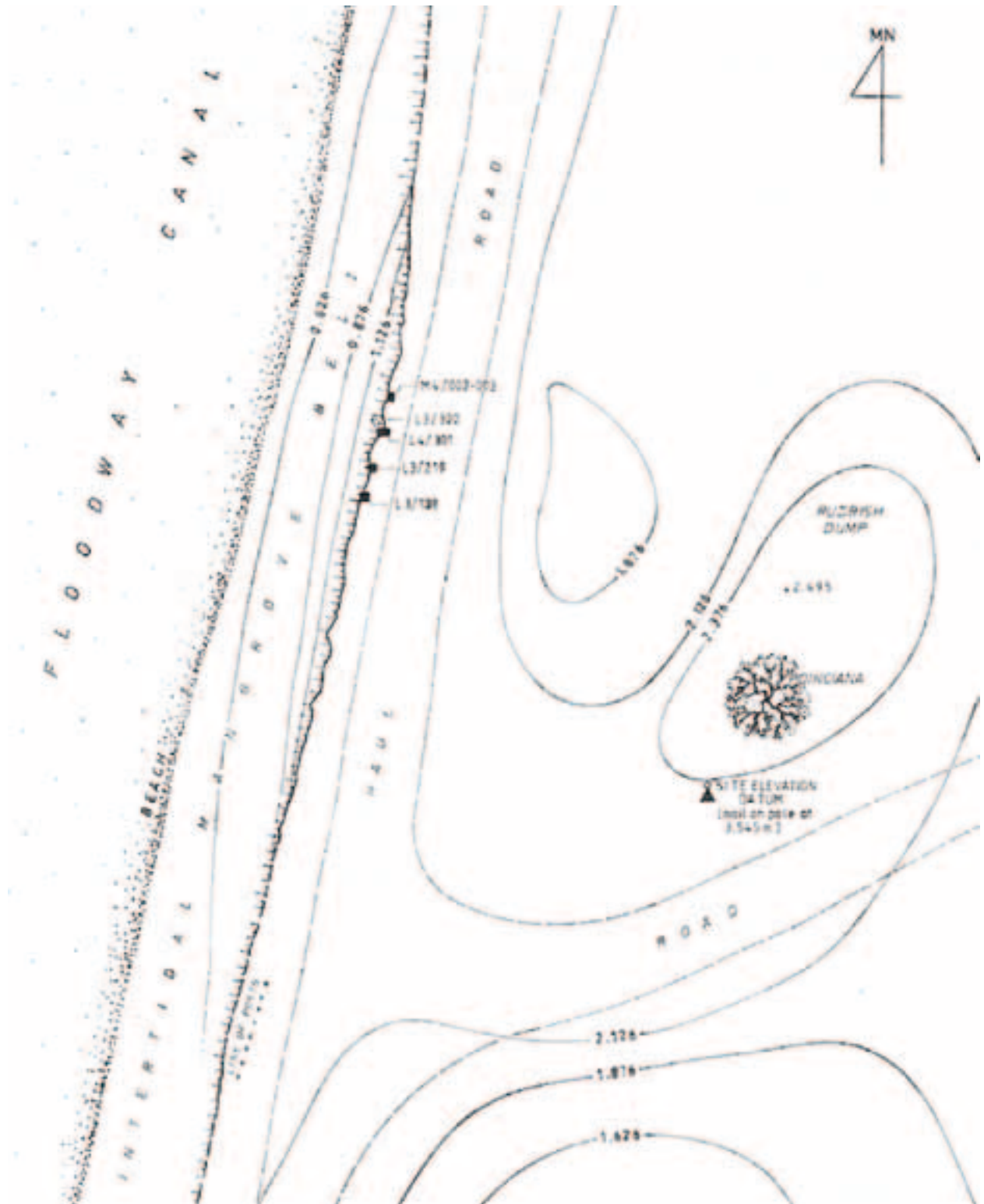
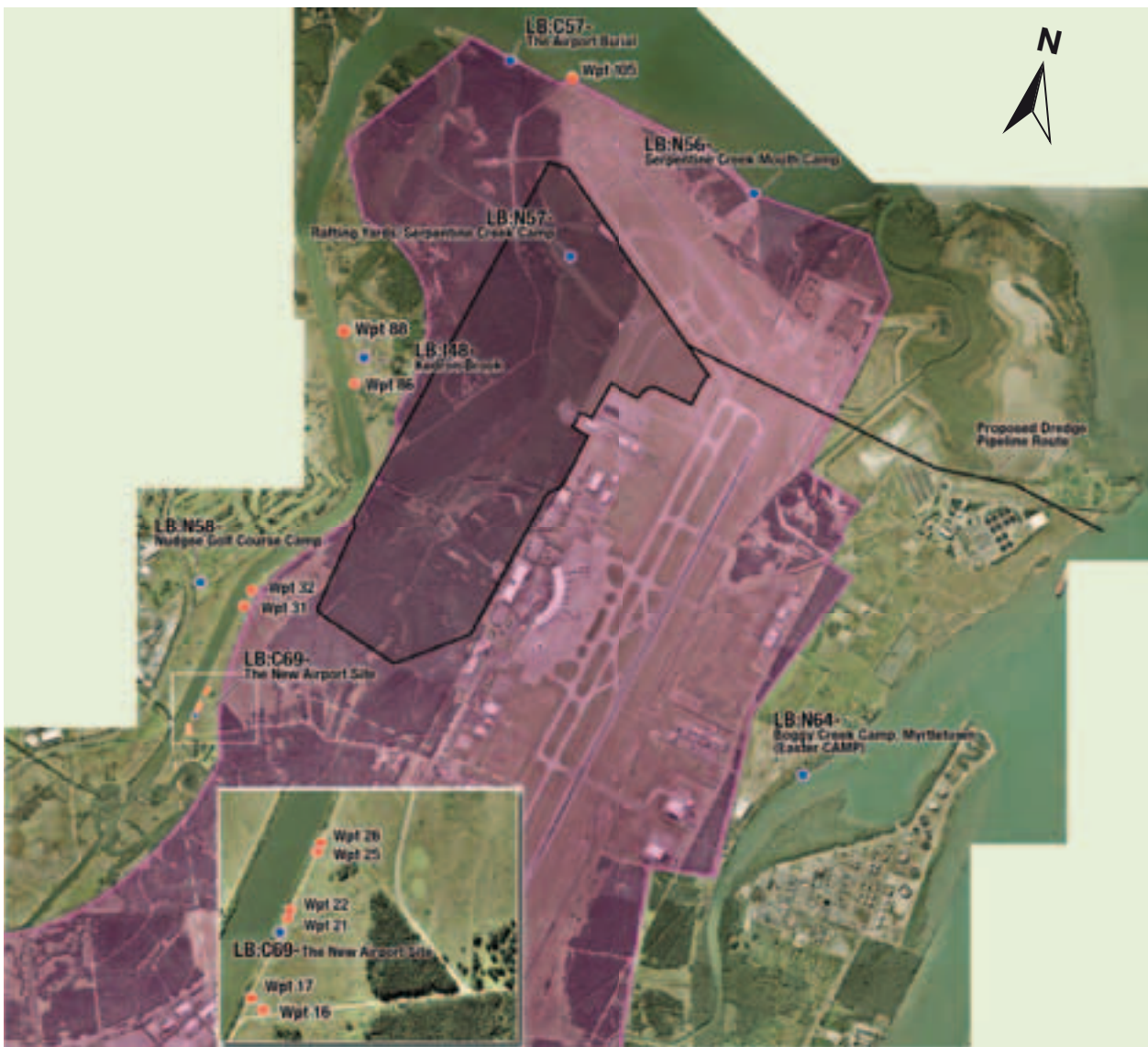


Table 6.5a: Sites Located on the Department of Natural Resources and Water Sites Register and Database.

Register ID	Site Name	Zone	Easting	Northing
LB:C57	Airport Burial	56J	511705	6974687
LB:C69	Airport Site	56J	509452	6970126
LB:I48	Kedron Brook	56J	510642	6972558
LB:N56	Serpentine Creek Mouth Camp	56J	513206	6973790
LB:N57	Rafting Yards Serpentine Creek Camp	56J	512000	6973268
LB:N58	Nudgee Golf Course Camp	56J	509555	6971000
LB:N64	Boggy Creek Camp Myrtle town (Easter Camp)	56J	513681	6969682

Figure 6.5c: Location of the Department of Natural Resources and Water Registered Indigenous Sites.



6.5.4 Historical (Non-Aboriginal) Cultural Heritage

6.5.4.1 The History of the Brisbane Airport Site

An historical overview of the broader Brisbane Airport area gathered from a period of library and archival research in relevant documents and secondary sources, is provided in **Table 6.5b**. This review has assisted to identify cultural heritage issues in the present study area and the management measures that may need to be implemented.

Table 6.5b: The History of the Brisbane Airport Site.

Historical Timeframe	Activity
Early European Settlement	
Late 1820s	Eagle Farm (Convict) Agricultural establishment located on the site of the original and current Brisbane Airport site. Breakfast Creek Road constructed (by female convicts).
July 1839	All female convicts removed from the Farm. S.G Prior has identified the main buildings for this settlement to be near the modern airport tower while any other remnants were buried during the various airport developments (Prior, 1983). It has been suggested, however, that these sites possess the potential to reveal sub-surface archaeological evidence important to the historical pattern of settlement and transportation in Brisbane and Australia (Environmental Protection Agency).
1839 to 1841	Eagle Farm functioned as a government cattle station.
1840s	Area became a free settlement and was extensively farmed.
1846	A jetty built at Eagle Farm to transport goods to Brisbane and Sydney. Became useless due to a sand bank offshore.
1871 to 1881	Port facilities at Breakfast Creek improved.
May 1882	Opening of the Brisbane to Sandgate railway line. Assisted in the expansion of industrial activities in the Eagle Farm area.
1897	Opening of the mouth of the Brisbane River to deep-water shipping and extension of the railway line to Pinkenba further stimulated industrial and agricultural growth in the area.
Development after 1900	
1911 to 1914	Queensland Government acquired large tracts of land in Hamilton and Eagle Farm for 'harbour improvements'.
1900 to 1920	Saw an increase in the residential population of Eagle Farm.
1912	Early reports of aviation activities at Eagle Farm racecourse.
1922	Captain Edgar C Johnston, Federal Superintendent of Aerodromes chose Eagle Farm as the location for a government aerodrome.
June 1928	Arrival of Charles Kingsford-Smith in the Southern Cross watched by 15,000 people. See Figure 6.5d – The 'Southern Cross' as it stood at Eagle Farm aerodrome in 1928. John Oxley Library (JOL) Image No. 68368. Note: The Southern Cross is now housed in the Kingsford-Smith Memorial on Kingsford-Smith Drive.
1930	Qantas airways moved its headquarters to Eagle Farm.
Late 1920s	Eagle Farm abandoned by commercial interests due to poor location subject to flooding.
Late 1920s to 1940	Eagle Farm leased by Australian Government for agistment.

Table 6.5b: The History of the Brisbane Airport Site continued.

Historical Timeframe	Activity
World War II	
1940 -1942	Eagle Farm used by the government to train RAAF pilots.
After World War II	American Military Engineers assisted in the development of two (later three) hard surface runways.
1942	Aircraft Erection Depot was built for the US Air Force at Eagle Farm Aerodrome as a service and assembly facility for aircraft during the war. Terminal buildings were also constructed around this time. See Figure 6.5e - Brisbane (Eagle Farm) Airport during World War II. JOL Image No. 156869.
Post-War Development	
1950s to 1980s	Old World War II buildings remained to be used at the airport. Through this period, the site occupied an area of 4,000 acres roughly four miles north-east of Brisbane urban centre, with one major runway bearing north-east to south-west 150 feet wide and 7,760 feet in length, with a secondary cross-runway bearing north-west to south-east 5,020 feet long and 100 feet wide. Two terminal buildings housed the domestic carriers Ansett and Trans Australia Airlines, while a third catered for all international services.
Feb 1971	A joint committee comprised of members of the Australian Government, the Queensland Government, and BCC recommended the construction of “two widely spaced parallel runways and one cross runway, with associated buildings, drainage, and road access works” (Australia. Bureau of Transport Economics, 1975:2). This new site was 5 km north of the existing site necessitated property resumptions including all of the residential settlement at Cribb Island.
1974	New International Terminal approved for construction.
1986	Construction of new Brisbane Airport complete.

Figure 6.5d: The 'Southern Cross' as it Stood at Eagle Farm Aerodrome in 1928. JOL Image No. 68368.



Figure 6.5e: Brisbane (Eagle Farm) Airport During World War II. JOL Image No. 156869.



6.5.4.2 Heritage Register Searches

Searches of the Register of the National Estate (compiled and maintained by the Australian Heritage Commission) and the Queensland Heritage Register (maintained by the Cultural Heritage Branch of the Environmental Protection Agency) web sites were conducted to identify places and sites of cultural heritage significance that may be impacted upon by the proposed development plans. All places, trees, natural formations and buildings of historic (non-Indigenous) cultural heritage significance listed on the register are protected under the *Queensland Heritage Act 1992*.

Register of the National Estate

Six sites registered with the Australian Heritage Commission appear in the Register of the National Estate. None of these sites were found to be located at the Airport site.

Queensland Heritage Register

Seven sites of historical and natural significance were located on this register, all, however, are located outside the current study area.

6.6 Policies and Guidelines

The following section discusses both Commonwealth and State Legislation relevant to Cultural Heritage.

6.6.1 Applicable Commonwealth Legislation

At the Commonwealth level, the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) is now the key national heritage legislation, and is administered by the Australian Government Department of the Environment and Heritage. In addition to the EPBC Act, the following legislation is relevant to heritage.

The *Aboriginal and Torres Strait Islander Heritage Protection Act 1984* provides Aboriginal people with the right to request the Australian Government Minister for Aboriginal Affairs to intervene through

an injunction in cases where they consider that their cultural heritage is at risk. The Act does not determine significance, or limit the type and place for which protection is being sought.

The *Australian Heritage Council Act 2003* (AHC Act) provides for the establishment of the Australian Heritage Council, which is the principal advisory group to the Australian Government on heritage issues. The AHC Act also provides for registration of places considered of national significance on the Register of the National Estate (RNE) or the Australian Heritage Places Inventory (AHPi).

6.6.2 Applicable State Legislation

In regard to Indigenous cultural heritage issues, the paramount legislation in Queensland is the *Aboriginal Cultural Heritage Act 2003* (ACH Act), which states that a person who carries out an activity must take all reasonable and practicable measures to ensure the activity does not harm Aboriginal cultural heritage (the “*cultural heritage duty of care*”) (section 23(1), p.19).

The ACH Act requires that an approved Cultural Heritage Management Plan (CHMP) is undertaken as part of all Environmental Impact Statements (EIS). Registration of the CHMP will be gained through a program of notification and consultation between the sponsor and the Aboriginal parties, and finally approval by the Chief Executive of the Department of Natural Resources and Water.

Non-Indigenous cultural heritage issues are covered in the *Queensland Heritage Act 1992*, which provides for a listing of places within a Heritage Register (s.20). Protection is offered to places that have been entered on the Queensland Heritage Register according to a set of criteria. This Act requires that an owner of a heritage building who intends to demolish, subdivide, renovate, alter, add to, change the use of, or substantially modify the appearance of a building must seek approval through the Heritage Council. This Act also requires that all historical archaeological assessment and research is undertaken under permit.

6.7 Consultation

The *Aboriginal Cultural Heritage Act 2003* (ACH Act) requires that, where an EIS is being conducted, a CHMP must be developed with relevant Aboriginal parties.

In accordance with the ACH Act, written notices dated 5 November 2005 were sent to the Jagera and Turrbal native title claim groups who are the two registered native title parties for the area containing Brisbane Airport. In both cases, at least one member of BAC's cultural heritage team paid a preliminary visit to the Jagera and Turrbal People, to inform them of the project, and bring their attention to the fact that a CHMP notification had been issued.

The Jagera People were the only party to respond. They carried out a cultural heritage survey of the area on which the NPR will impact. Discussions about the content of the CHMP agreement occurred in December and January, resulting in the Jagera Aboriginal Parties signing the agreement on 10 February 2006, and shortly afterwards being countersigned by BAC. The agreement was sent to the Chief Executive of the Department of Natural Resources and Mines (as the Department was known at that time), and has since been registered as an approved CHMP.

No significant Aboriginal areas of cultural significance, spiritual value or objects were defined by the Jagera People during either the cultural heritage survey or consultation. The CHMP agreement provides for an appropriate regime to manage any currently unknown Aboriginal cultural heritage that may be uncovered during ground disturbing activities of the Project.

6.8 Impact Assessment

6.8.1 Introduction

There are two aspects to the assessment of cultural heritage significance of impacts. The first is the need to assess the level of scientific and (as far as can be ascertained by the consultant without Traditional Owner advice) cultural significance. The second is the degree to which the runway construction impacts on cultural heritage, this is dealt with by the application of significance criteria.

Table 6.8a describes the significance criteria to be applied in the assessment of impacts of the NPR project on Aboriginal and historical cultural heritage.

From the results obtained by Hall and Lilley (1987), there is potential for sites of scientific significance to exist on the (relatively) higher ground within the study area.

Table 6.8a: Cultural Heritage Significance Criteria.

Significance	Criteria
Major adverse	Irreversible damage or complete loss to all or a significant proportion of a site that is of national and/or state importance. This includes heritage listed (state and federal registers and databases) sites.
High adverse	Irreversible damage or complete loss to all or a significant proportion of a site that is of high cultural and/or archaeological significance. This includes sites, places and/or landscapes of importance to Aboriginal people that hold a direct association with the area in question. Mitigation of any form is unlikely to remove all adverse affects.
Moderate adverse	Encroachment of the project onto a site with medium-to-high cultural and/or archaeological significance. Mitigation measures may ameliorate/enhance some of the consequences on-sites.
Minor adverse	Encroachment of the project onto a site with low cultural and/or archaeological significance. Nevertheless these impacts are of relevance to the subsequent design of the project; mitigations and/or compensation measures are a consideration.
Negligible	Indirect and/or minimal impact upon sites of low cultural and/or archaeological value.

As these authors note, prior to the Holocene transgression, which formed Moreton Bay, the land on which their archaeological site was situated was a high point above a flood plain. Realistically, however, any Pleistocene sites that may still exist are buried deep below the Holocene sands, muds, and silts deposited by the Brisbane River.

Any Holocene sites that have not been severely altered, or destroyed by the earthworks already carried out to date would be buried below (up to) 1.5 m of introduced sand and other forms of fill. As such it is considered that the study area has, at best, minimal scientific significance. The next sections detail the findings of this survey.

6.8.2 Non-Indigenous Sites

Table 6.8b lists the degree of scientific significance attributed to the non-Indigenous sites and other items of interest located during the field surveys carried out in the study area.

Table 6.8b: Scientific Significance of Non-Indigenous Sites/Items.

Waypoint ID	Feature Description	Scientific Significance	Comments
032	Remnant vegetation	Low	Surveyor's mark is modern.
086	Surveyor's mark	Low	Probably also a modern surveyor's mark.
105	Concrete foundation	Moderate	Location of the old Cribb Island beach dressing sheds. Outside the footprint of the NPR.

None of the non-indigenous sites identified in **Table 6.8b** would be affected by the project.

6.8.3 Known Indigenous Sites and Places of Interest

Table 6.8c lists the degree of scientific significance attributed to the Indigenous sites and other items of interest located during the field surveys carried out in the study area.

Table 6.8c: Scientific Significance of Indigenous Sites.

Waypoint ID	Feature Description	Scientific Significance	Comments
016	Datum Tree	High	Essential to finding the location of LB: C69. Outside the footprint of the NPR project.
017	Isolated artefact	Low	Of little significance in isolation.
021	Isolated artefact	Low	Of interest, can provide some (limited) information.
022	Isolated artefact	Low	Of interest, can provide some (limited) information.
025	Isolated artefact	Low	Of little significance in isolation.
026	Isolated artefact	Low	Of little significance in isolation.
031	Isolated artefact	Low	Of interest, can provide some (limited) information.
088	Shell midden	Low-Moderate	Badly weathered, however, potential below the surface.

The survey reported here found Indigenous archaeological material at a number of locations but only along the south-eastern bank of the Kedron Brook Floodway, and only then in very low concentrations; so low as to attract no scientific significance. These sites are also located outside of the footprint of the NPR.

The only Indigenous site located within the NPR footprint is LB:N57 – Rafting Yards Serpentine Creek Camp. This site will be covered by sand fill required for surcharging the NPR site. As such, it is considered that the impact of the project on the site will be negligible as the site will remain in its current condition and be ‘preserved’ in situ.

6.8.4 Potential Indigenous Sites or Places of Interest

6.8.4.1 Serpentine Inlet Drain - Flowing Into Moreton Bay

This proposed drainage channel traverses a landscape already highly modified by the construction of the existing taxiway (14/32), a landscape of sand-fill taken from Moreton Bay previously and laid to a depth of approximately 1-1.5 m. Toward its outfall the environment changes to a littoral, silt-sand beach with a mangrove margin, all of which is modern in origin and because it is in the tidal zone, subject to seasonal alteration. The possibility of cultural material (regardless of age) existing in this environment is extremely low for three reasons:

- The relative age of the environment (judging by its location);
- It is subject to seasonal weather patterns and the changes they might bring; and
- It is not an environment where predictive modeling would suggest archaeological sites would exist.

It is therefore not anticipated that any potential Indigenous sites or places of interest would be uncovered as a result of construction works in this location.

6.8.4.2 Kedron Brook Floodway Drain - Flowing Into Kedron Brook Floodway

This drainage channel will be excavated in an environment that has been highly modified, with fill applied to the natural land surface prior to tree planting. The nature of the original landscape (that is, low-lying and prone to inundation by flood waters) suggests the probability of cultural material being exposed during drain construction is also very low. However, as the drain continues north-east toward Kedron Brook the probability of exposure rises as the landscape gradually increases in altitude. There is a moderate probability archaeological material will be exposed along the margin of the Kedron Brook Floodway, based upon the evidence exposed and reported on by Hall and Lilley (1987) to the south.

Due to the fill already present across the area, it would be impossible to determine if artefacts found within this material are in situ, or are part of the introduced fill, as such they lose all scientific significance but this does not reduce any degree of cultural significance that may be attributed by current Traditional Owners.

Considering the depth of fill applied as part of the ‘new airport’ construction in the 1980s and the depth of the Holocene deposits laid down over the last 6,500 years (amounting to a layer 3-4 m thick at Hall and Lilley’s (1987) New Brisbane Airport Site (LB:C69)) there is little probability the drain excavation will encroach on any Pleistocene deposits.

Similar to the drain outlets discussed in the preceding sections, the proposed tunnel will be excavated through an environment that has been highly modified. For the reasons outlined above, the possibility of cultural material in this environment is extremely low.

6.9 Mitigation Measures

6.9.1 Managing Aboriginal Heritage Issues

In the management and monitoring of Aboriginal Heritage Issues, the following are requirements agreed under the CHMP between BAC and the Jagera that would be adhered to during construction:

The basic measures established under the CHMP for minimising harm to Aboriginal cultural heritage involves the following processes:

- BAC will first give notice to the Jagera that it intends to conduct project activities within a nominated part of the project area;
- The Jagera will then have seven days to respond to such notice by advising whether or not they first wish to undertake a cultural heritage survey in the area to determine if there are any significant Aboriginal cultural heritage items in the area – if there are, then the Jagera will collect such items to avoid them being impacted upon by project activities;
- The survey and recovery process is to be complete within the nominated area within a period of two days;
- After completion of any survey and recovery activities, BAC may commence project activities in the area. BAC may also commence project activities in the area if the Jagera advised BAC they did not wish to conduct a prior survey of the area; and
- The CHMP provides that BAC may undertake project activities in 'excluded areas' without first having to go through a survey process with the Jagera. Excluded areas are areas to be agreed which, because of past disturbance, are unlikely to contain any existing Aboriginal cultural heritage items.

Further detail of these management measures are provided in Chapter B14 – Environmental Management Framework.

6.9.2 Managing Non-Aboriginal Heritage Issues

As no non-Indigenous heritage sites have been identified no mitigation is required.

6.10 Residual Effects

Based on what is known of the archaeological resources on-site overall, there would be a minor adverse to negligible effect on cultural heritage (**Tables 6.8b-c**). Two drainage channels are to be constructed at either end (north and south) of the proposed NPR, and there is a low probability that either (or both) of these excavations may disturb subsurface archaeological deposits. It is in these two locations, (potential is highest with the southern drain flowing into the Kedron Brook Floodway) that some residual effects may occur if archaeological material is encountered. **Table 6.10** lists firstly the probability that subsurface cultural heritage resources exist along the drain easements, and secondly provides an impact assessment (using categories of significance from **Table 6.8a**) at each of these locations.

Table 6.10: Probability and Impact Assessment of Cultural Heritage.

Location ID	Probability of Existence of Potential Cultural Heritage Sites/ Artifacts	Significance of Impact	Comments
Northern - Serpentine Inlet outfall.	Low	Minor adverse to negligible	A tidal mangrove environment not conducive to the preservation of archaeological material.
Southern - empties into Kedron Brook Floodway.	Low to the south, increasing to moderate toward Kedron Brook Floodway	Minor adverse to negligible	Low in the inundated mangrove swamp increasing with the lie of the land upward toward the Floodway.

In summary, and based upon the information provided in the Impact Assessment above:

- There is an extremely low probability any Pleistocene deposits will be disturbed by the excavation of the drains to be constructed at both the northern and southern ends of the proposed parallel runway;
- Archaeological predictive modeling suggests there is a low probability that any cultural material of Holocene age will be disturbed by the excavation of the Serpentine Inlet Drain;
- There is a low probability any cultural material of Holocene age will be disturbed by the excavation at the southern end of the Kedron Brook Floodway Drain; increasing to a moderate probability as the excavation approaches the 'higher' ground toward Kedron Brook Floodway to the west;
- All Indigenous cultural material located on the land surface is of questionable origin – it cannot be established conclusively whether or not that material is in situ, or whether it is actually part of the land fill brought in (in the 1980s) to stabilise the landscape.

Overall the potential for impact of the project upon known cultural heritage material is minor adverse to negligible, with a moderate probability of impact in the vicinity of Kedron Brook at the location of the Kedron Brook Floodway Drain excavation. Although there are known (and registered) sites in the study area, none of these were relocatable because of the sand fill placed over the area in the early 1980s. This fill should act as a buffer between the original landscape (and the sites that occur) and the current round of proposed earthworks for the NPR.

6.11 Assessment Summary Matrix

Table 6.11 lists an assessment summary matrix of all material and/or places found to be of cultural heritage interest.

Table 6.11: Cultural Heritage Assessment Summary Matrix

EIS Area: Cultural Heritage Feature/Description	Current Value + Substitutable Y:N	Description of Impact			Additional Compensation (Beyond Standard Practice)
		Impact	Mitigation Inherent in Design/Standard Practice Amelioration	Significance Criteria	
Non-Indigenous cultural heritage sites and features.	All sites identified located outside of NPR footprint.	Not applicable	Not applicable	Not applicable	Not applicable
Rafting Yards Serpentine Creek Camp (located within the NPR footprint).	Cultural significance to Jagera Aboriginal Group. Not substitutable.	Site located in NPR footprint and will be covered by sand during the surcharge period.	Site will remain in its current condition and will be 'preserved' in situ as sand covers the site.	Negligible, LT, D	Nil
Potential cultural heritage sites located at the site of Kedron Brook Floodway Drain and Serpentine Inlet Drain outfall.	Potential for cultural significance to Jagera Aboriginal group (considered low probability of occurrence).	Excavation of KBF drain and Serpentine Inlet drain outfall.	Requirements of the CHMP and included in the EMF as agreed between BAC and the Jagerra.	Minor Adverse to Negligible, -ve, LT, D	Nil

Key:

Significance Criteria: Major, High, Moderate, Minor Negligible

+ve positive; -ve negative

D – direct; I – indirect

C – cumulative; P – permanent; T – temporary

ST – short term; MT – medium term; LT long term

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