TOWNSVILLE'S OLD GAOL: A STUDY OF PEOPLE AND STRUCTURES

Thesis submitted by

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ABSTRACT

Townsville's Old Gaol was the first major gaol of fixed structures in North Queensland. The Old Gaol was completed in March 1880, and was situated in North Ward, Townsville. The new gaol, at Stuart's Creek, was completed in 1891. In 1955, the Townsville Central State Primary School was erected on the Old Gaol's premises. The design incorporated the use of at least one of the original Old Gaol structures.

This thesis documents the history of the original structures of the Old Gaol, in regard to the way that people and structures interrelate. The re-use of the premises by other Government departments is another major topic of this thesis. Also included are discussions on the aspects involved in the design process, and effects that the original design have had on the use and re-use of the Old Gaol.

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PREFACE

In the past, there has sometimes been a desire to replace the old with the new. There have been many threats to demolish old buildings of intrinsic architectural, cultural or historical merit, and often it is only community pressure which saves them. Government-owned buildings are especially susceptible to a community's efforts and pressure to protect them from destruction or decay (Latrielle et al 1982:16).

What should be done with these buildings that create such interest that a community wishes to conserve them? Instead of demolishing old buildings, or simply leaving them stand as empty structures, one option is to re-use them. Re-use may give new vitality, not just to an old building, but to the whole environment in which it is built (Latrielle et al 1982:12).

This thesis documents the history of the original structures of Townsville's Old Gaol, the first major gaol of fixed structures in North Queensland, designed in 1875 by F.D.G. Stanley. In doing so, the primary aim is to consider the hypothesis that the Old Gaol is an example of the re-use of government buildings, with significance for the interdisciplinary study of people and structures.

Townsville's Old Gaol was designed by Francis Drummond Greville Stanley, Queensland's Colonial Architect, appointed in 1873. The construction of the Old Gaol was fully completed in March, 1880. In 1891, the new gaol at Stuart's Creek was erected on the outskirts of Townsville, and all male prisoners transferred.

By the late 1880s, the Old Gaol was no longer suitable for prisoner confinement. Criminal activity in Townsville and surrounding districts had increased dramatically and this, along with expansion of the city centre, required movement to larger and more distant quarters. Living conditions within the Old Gaol were not of a high standard. This may have been the result of ineffective planning for tropical conditions and for possible population growth.

Female prisoners were held at the Old Gaol until 1896, at which time the property was reallocated to the Police Department. It remained the major occupier of the premises until the mid-1950s, when the site was used as school grounds by the Education Department. During the time that the land was marked

as Police Reserve, the Old Gaol buildings and grounds underwent many alterations, additions and repairs.

At present, one complete building, the old gaoler's and turnkey's quarters, is extant. This was retained as the administration block of the new Townsville Central State Primary School, erected on the premises in 1955. Several other structural elements are still visible; for example, the foundation of the women's cell block. These are discussed in greater detail throughout the following chapters.

The major objectives of this thesis are:

1) to discuss the history of the Old Gaol from the conception of its design to its change in use as a primary school;

2) to illustrate the importance of the built environment in the study of history and anthropology;

3) to examine the issue of the re-use of old buildings, with particular reference to the Old Gaol; and,

4) to place emphasis on people, functions, and the spatial relationships required to suit changing needs, when designing the built environment.

In meeting these objectives, this thesis seeks to approach the subject from a material culture viewpoint rather than a purely historical or architectural one. However, this thesis contains technical information regarding architecture, definitions of which may be found in the glossary (Appendix A).

Definitions of other terms that are used throughout the text are discussed here.

Material culture is:

> ...the tangible phenomena of a human society that are the purposive products of learnt patterns that are not instinctive. These phenomena comprise portable objects, fixed structures, and features of the human habitat.
> (Reynolds 1984a:4).

The term *architecture* is used throughout in a broad sense to mean the material culture of industrial, commercial and domestic design; composed of physical entities that differentiate spaces to permit certain functions and activities to which people ascribe meaning, based on culturally transmitted ideas.

Lawrence and Low (1990:454) describe the *built environment* as:

> ... an abstract concept employed... to describe the products of human building activity. It refers in the broadest sense to any physical alteration of the natural environment, from hearths to cities, through construction by humans. Generally speaking, it includes *built forms*, which are defined as building types (such as dwellings, temples, or meeting houses) created by humans to shelter, define, and protect activity. Built forms also include, however, spaces that are defined and bounded, but not necessarily enclosed, such as the uncovered area in a compound, a plaza, or a street.

More simply, *built environment* is to be understood as the articulation of space, within geographical and cultural boundaries, by means of human activities or arrangements of materials.

Sources used for this thesis include both published and unpublished material relating to the history and theory of architecture, and to Australia's heritage. The main body of information was derived from primary source material in the Public Works and Police Department files, held at the Queensland State Archives, and the Education Department files, held at Lady Bowen House, Brisbane. Most of the information pertaining to the conditions within the Old Gaol was obtained from the *Queensland Legislative Assembly Votes and Proceedings*, 1887 Session Vol.1, pp. 675-1043 .

Other valuable information was obtained from two books by James Semple Kerr, entitled *Out of Sight, Out of Mind* (1988) and *Design for Convicts* (1984). Dorothy Gibson-Wilde's (1984) *Gateway to a Golden Land: Townsville to 1884* was most helpful in providing a historical setting.

Some difficulties were encountered while researching this thesis. The main problem was that the majority of archival research needed to be undertaken in Brisbane as the material was not held in Townsville. Permission to view the Education Department files had to be officially requested as certain information, pertaining to the construction of the school, was contained in files younger than thirty years, and hence not accessible to the general public.

In addition, approximately 20 years ago, the Public Works Department destroyed many plans and papers. As a result there was difficulty in obtaining original plans of the Old Gaol other than sketches, or half-completed plans. No difficulty was

encountered in obtaining plans for the school, including addition and alteration plans by the Government Architect of the time. I have therefore reconstructed the original plan using sketches, written descriptions and photographs, and from a plan found in the *Queensland Legislative Assembly Votes and Proceedings* (loc. cit.).

In this examination of the Old Gaol, the theoretical concepts behind the study of structures, for historical and anthropological purposes, as well as the importance of people in architectural design are discussed. The built environment can provide us with much information about the way in which people live, or have lived, as spaces often denote certain activities. Similarly, people may dictate the design of a building through their needs and wants and may determine how a building is used. A building's structure may also suggest the intended uses of various spaces, especially when it is a single architect who has made the design decisions. This thesis therefore presents a micro-study of the structures, incorporated into a macro-study of theoretical perspectives.

There are five chapters included in this thesis. Each chapter examines a different issue. The first chapter is an introduction, discussing theoretical perspectives and the different elements that affected the design of the Old Gaol. Chapter Two provides a historical setting, and concentrates on the Old Gaol structures between 1875-1890. The subject of the Old Gaol as a prison complex is carried into the third chapter which examines the administration, staff, and conditions of gaol life.

The use of the Old Gaol site while it was occupied by the Police Department and the subsequent alterations undertaken are of primary interest in Chapter Four. As a conclusion, Chapter Five deals with the building and grounds as part of the Townsville Central State Primary School. This chapter also outlines the concept of the re-use of old buildings, and discusses the importance of studying the Old Gaol, especially in relation to the way in which structures and people interrelate.

These chapters are then followed by Appendices A to E and a Bibliography. Illustrations, such as maps, sketches and photographs, are included throughout. Plans may be found held in a pocket attached to the inside back cover (Appendix F).

This thesis takes an interdisciplinary approach to the study of the Old Gaol in Townsville. It is hoped that this thesis will be of interest to architects, anthropologists, and historians, showing the relationship between people and the built environment. It should also be of use to people who are interested in the general history of Townsville, and members of the National Trust, both in Queensland and at a national level. The historical section of the Queensland Correctional Services, particularly the Townsville division, will also find relevant and useful information in this thesis.

ACKNOWLEDGEMENTS

There are many people who deserve thanks for the assistance that they have given me whilst I have been working on this thesis. Fiona Gardiner of the Queensland Department of Administrative Services, Historic Buildings Section, pointed me in the right direction at the very start and kindly provided many plans. Linda Bell, Research Officer, and Andrew the finder, at the Queensland State Archives lightened my spirits and searched with me for very hard-to-find files.

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There were times when I thought that I would never complete this thesis. I was very fortunate to have Helen Reeves Lawrence to support and guide my work and spend endless hours of her time improving upon my writing skills. I must not forget Professor Barrie Reynolds who has been most patient.

Special thanks must go to my aunt Charlessa and uncle Jim Walls, who allowed me to stay at their home for seven weeks. Finally, I must thank my dearest friend, Rob Pontifex, and my wonderful mother, Grace Williams, who showed me the love and understanding that I needed for emotional endurance.

LIST OF ABBREVIATIONS

CAR	Queensland Colonial Architect's Report
Dº	Ditto/As Above
LBH EDF	Lady Bowen House Education Department Files
LDRF	Lands Department Reserve Files
NWPS	North Ward Police Station
Q V&P	Queensland Legislative Assembly Votes and Proceedings
QDAS	Queensland Department of Administrative Services
QSA	Queensland State Archives
TCSS	Townsville Central State School
TOG	Townsville's Old Gaol
WOR	Queensland Works Department

CHAPTER ONE

INTRODUCTION: BUILT FORMS AND DESIGN

As an introduction to the thesis, this chapter provides background information that forms the basis of an understanding of the whole. The first section includes theoretical considerations of the relationship between people and structures. The second section gives an overview of the many influences on architecture during Australia's colonial years. It includes discussions on Georgian architecture, Australian gaol design, the Old Gaol's architect, the primary builders of the Old Gaol, and the availability of building materials in North Queensland.

THEORETICAL CONCEPTS

Built forms as artefacts, spatial relationships, and built forms as sources of information are all part of the discussion on the relationship between people and structures. The concepts are important in understanding the way that buildings are designed, the reasons why spaces may be used in a certain manner, the influence of culture on design and use, and the success or failure of a building to fulfil necessary functions.

Built Forms as Artefacts

Buildings are physical artefacts and as such are designed for certain intended users. Buildings are usually designed to fulfil certain functions at a particular time and in a particular place. A building, as an artefact, may satisfy the requirements of its intended users, yet may fail to satisfy those of some unintended users (Bamford 1986:1).

Involved in the human design of built environments are decisions and choices, often affected by cultural variables, to purposefully modify the world (Moos 1976:10). The creation of any architecture depends on a number of variables: client instructions, artistic expression, aesthetic quality, function, resource availability, technological ability, environmental conditions (geographical and climatic), and socio-cultural values and constructs.

When designing a building, an architect needs to consider not only the above criteria, but several other primary questions:

1) For whom is the building designed?

2) Who will use the building?

3) What is the anticipated period of time during which the building will be used for its original intended function/s?

Buildings are nowadays more frequently being re-used as they become older. They do not always remain under the control of the original owner. Buildings may change hands for many reasons, and therefore may be used for different purposes other than the original intended function/s. The architect needs to consider the permanence of structural elements and the possibility of alteration of internal and external spatial components, to allow for functional and behavioural changes.

The architect, therefore, must work with different elements of material culture. According to Rapoport (1982:88), these elements include: fixed-feature (permanent objects, eg. walls, ceilings, floors, streets or cities); semi-fixed feature (including semi-portable objects, eg. temporary housing or large furniture); and non-fixed feature elements (portable objects, eg. small ornaments and tools).

In the field of archaeology, each of the above-mentioned elements are used to make inferences about different societies (Rapoport 1982:90), though this may be conducted without ethnographical reference. However, generally speaking, material anthropologists have tended to concentrate on non-fixed feature and semi-fixed feature elements when studying socio-cultural constructs. These elements are under more direct control of the

user than fixed-feature elements, and are able to be transported more readily to a laboratory situation for further examination.

The study of buildings has largely been the domain of social and architectural historians. However, it is becoming increasingly obvious, within anthropological spheres, that buildings (as artefacts) communicate meanings and should therefore be investigated as valuable sources of information. The design, construction and use of space can provide insight to a culture's whole way of life (Waterson 1990:xv).

Spatial Relationships

Proxemics is 'the study of people's use of space as an aspect of culture' (Lawrence and Low 1990:478). Built environments are actively designed by humans to allow for differentiated social interaction. The study of spatial relationships in the built environment can provide much information about the behavioural patterns of people.

Many factors, such as the geographical or climatic environments, affect the design and making of any built environment. The geographical environment may play an important role in determining spatial behaviour by suggesting that building lines flow with the shape of the land, or by the availability of different building materials. Determining climatic factors may include heavy rains, or the subsequent suitability of using a certain space during the wet season. However, the built environment is also affected by people's perceptions and views

about the physical environment which is, in turn, affected by cultural values.

Personal space, the immediate area around an individual, is influenced by many factors, but primarily involves the way in which people expect that space to be used (Leibman 1970:211). Rapoport (1980:11) suggested:

> ...space is the three-dimensional extension of the world around us, the intervals, distances and relationships between people and people, people and things, and things and things. Space organization is, then, the way in which these separations occur and is central in understanding, analyzing, and comparing built environments.

Space is divided not only conceptually, but physically, and the segmenting of space may be compared to the partitioning of architecture (Kent 1991:442). Cross-culturally, people's actions in certain spaces are directly linked with cultural behaviour. A particular people's culture, its rules and value systems, affect the way that people behave within the built environment (Lang et al 1974:94). According to Kent (1991:467), 'culture influences behavior, whereas architecture merely reminds actors of that influence'.

Built Forms as Sources of Information

'Architecture is the most permanent and illuminating of unwritten records' (Gloag 1975:2). When structures lose their original form and become ruins, the separate building elements still hold a great deal of information. Perhaps only foundations and parts of walls remain, but the spaces outlined by these

elements may still depict different uses through time. The remains of a chimney stack and plumbing facilities in one room may be evidence of a kitchen area, contradicted or reinforced by information given from spatial relationships, dependent on socio-cultural variables.

For one social group, the kitchen (or place where food is prepared) may be a room located within the main building (eg. contemporary Australian domestic structures) but, for another group, it may be a separate structure adjacent to the main building (eg. early Australian timber and iron structures, see Bell 1984). Spaces may be attributed different meanings according to the experiences that people have within those spaces (Lawrence 1981:16). It is therefore advisable to gain some knowledge of the socio-cultural aspects, which may affect architectural planning, prior to making inferences about spatial relationships. This may be done through ethnographical and historical research, or by conceptualizing from oral accounts.

However, structural partitions and the spaces outlined may be the only sources of information. This may be pertinent to the built forms of a culture which no longer exists and for which there are no written records or oral accounts. In such cases it is possible to draw upon universal notions of the use of space. For example, in a domestic Australian structure, basic functional spatial differentiation tells us that it is more practicable to have the kitchen located closer to the eating area than the sleeping area. Indeed, 'rules about the uses of space provide one

of the most important ways by which the built environment can be imbued with meaning' (Waterson 1990:167).

When little more remains of a building other than a few structural elements, such as a brick wall with a wooden door and lintel (see Appendix A), then the technological processes involved at the time of construction have to be inferred. Design and construction decisions may be the result of aesthetic appeal, personal preference for style or because of the technical ability of the builder.

The design of a building for aesthetic reasons may directly influence the way that building is constructed. For example, if an arch is required above a doorway because it will add 'beauty' to an entrance, it may be converted to a lintel and hence have a dual purpose as a support element (see Appendix A). However, if a builder does not know how to construct this, an extra lintel may be added above the doorway, making the arch merely decorative. Thus, technological processes are affected by the structural knowledge and/or ability of the builder or designer.

Structural evidence such as cut marks (eg. from an axe), a certain type of nail (eg. iron), or the type of wood used may tell us something about the resource availability and/or about the methods employed in construction. These variables are important aspects to be considered when making inferences about any incomplete structure or individual material culture item.

Obviously, it is not only the ruins of a building which hold information. A well-cared for building may also yield much information about the way in which a society lives or has changed. The exterior of a building may be consciously conserved in its original state, yet temporary partitions may be erected. For example, an old school hall may be converted into a hospital during war time due to a lack of adequately enclosed and spacious buildings. Naturally, the most important point is the initial realisation from documentation, or other means, that the building was used as a hospital. If temporary partitions were erected during its use as a hospital, inferences may be drawn about the different uses of the additional spaces which remain within the old school hall. However, if there is no knowledge of its use as a hospital, the task of interpreting the differentiation of space, within the old school hall, becomes more difficult.

The temporal perspective must be taken into account when interpreting spatial organization. Major historical events may be reflected by the changes in use of buildings (Gloag 1975:8), as in the case of the old school hall mentioned above. However, social history may not always be the determining factor in the interpretation of the use of architectural space, which is 'strongly influenced by the lived and past experiences of people' (Lawrence 1981:15). Built forms, as artefacts, are consciously designed and used, and thus encode information about cultural and environmental processes and changes. As Davison and McConville (1991:74) explained:

> Viewing buildings as documents, therefore, alerts us to their significance, not only as evidence about the builder, architect and original owner, but also to the processes of cultural and social change which have subsequently altered, extended, truncated or refurbished them.

Since it is not only geographical and climatic factors which affect the built environment, people and cultural values must be taken into account when interpreting the design and use of any human-built form. Choices and decisions are made by any designer, and a building as an artefact may be used in many different ways. Ethnographical or historical research may be used to discover the ideologies behind spatial organization. Without understanding how behavioural patterns affect this organization, the study of buildings disregards the personal element which is so important to design in the first instance, and is sometimes neglected by many architects and historians.

In order to understand the choices made in the design of Townsville's Old Gaol, a background to the architect, availability of building materials, early Australian architecture and gaol design, are given here.

EARLY AUSTRALIAN ARCHITECTURE

During the time that it was a Colony of Great Britain, Australia saw two major periods of architecture: Early Colonial, from 1788 to the mid-19th century, and Late Colonial, ending with federation in 1901. The Georgian style of architecture followed trends in Britain, was primarily used in New South Wales and Tasmania, and is now generally regarded as Early Colonial. As

the other colonies (the present Commonwealth states) were founded later, architecture there became more reflective of the Late Colonial period (Herman 1963:3).

Georgian Architecture

The Georgian style of architecture follows quite strict guidelines in design. Basically, Georgian architecture is very symmetrically organized around a central feature, which is most often the main entrance door (Herman 1963:4). The buildings are generally two-storeyed and very proportionate, with an over-hanging hipped roof (Freeland 1968:5). All elements on one side must be balanced by an equal and opposite element. For example, if there are four sets of windows on the facade to the left of the main entrance, there must be four sets of windows in a mirrored position to the right. The windows themselves are characteristically 'rectangular twelve-paned double sash windows arranged with strict symmetry in the walls' (Freeland 1968:5).

Each element is a necessary part of the whole structure and ornamentation is minimal (Herman 1963:4), being restricted to 'stone quoins, stone window dressings classically moulded and a dentil course and simple cornice mouldings at the roof eaves line' (Freeland 1968:5) (see Appendix A). Chimneys are located in balancing positions on the roof, and a feature arch is often located above a generous main entrance (see Appendix A).

Australian Georgian architecture was predominant during the 1830s, relying upon uncomplicated design, brick walls, and beautiful detailing of the proportioned parts (Freeland 1968:5; Herman 1963:5). It was equivalent to the end of the popular European Classic Revival architecture (Herman 1963:5). The Georgian style, and Early Colonial architecture in general, began to decline in use after the 1850s, a time of political and social changes, affected by the great gold rushes (Herman 1963:6).

Townsville's Old Gaol was designed in the mid-1870s and is characteristic of the Georgian style. Consequently, it is misplaced within the Late Colonial period of architecture. This may be due to a number of factors, including the Edinburgh-training of the Colonial Architect of the time, F. D. G. Stanley, or the reluctance of the Government to move away from British influences. Stanley's description of his design (see Chapter Two), includes justifications for planning rather than style. However, these aspects may have been influenced by other gaol designs in Australia, Great Britain and the United States of America.

Australian Gaol Design

To design a gaol must be one of the most difficult tasks for any architect. Very few, if any, have proved to be entirely successful. To plan a space for confinement is complicated, as the cleverness of escapees may never be fully apprehended and one may never be prepared for every escape route or idea. Conversely, gaols are places of **accommodation** for prisoners, and hence must be comfortably liveable.

The Colonial architects were largely responsible for the design of gaols. The models for gaols were naturally based in Britain. Early architects in Australia no doubt incurred problems designing for a different climate and working within the limitations of local resources.

During the late 1820s and 1830s, Australian gaol design changed dramatically and became strongly influenced by American models (Kerr 1984:47). The major feature that was adopted from the American designs was the radial plan. At the time, this was seen to be most effective for functional purposes, 'including supervision and classification' (Kerr 1984:90).

In New South Wales, gaol design from the late 1830s to 1880, 'consisted of detached wings radiating from a central chapel and linked to it by an iron bridge' (Kerr 1988:113). The 1839 plan of Berrima Gaol (Figure 1.a), in New South Wales, is an example of a radial plan with three main elements extending from a central building. The exterior wall is of unusual shape, but is basically semi-circular, with internal corners of 90 and 135 degree angles, having straight margins parallel to the building's outer walls.

Victorian gaols, during the 1860s, featured a large internal surveillance hall as the central element (Kerr 1988:113). The central surveillance area was a feature influenced by Jebb's design for Pentonville Gaol, London (Figure 1.b), built in the early 1840s, consisting of four primary elements radiating from a central hall, with a surrounding security wall of a half-octagon (another semi-circular type of interior space) (Kerr 1988:63).

Fremantle Prison, currently being studied for conservation purposes, by the Building Management Authority of Western Australia, was a gaol whose first design, by Henderson in 1851, and based on Jebb's Pentonville design (Kerr 1992:35).

Most differences in gaol design between the colonies was due to the personal preferences of the individual Colonial architects. During the late 1870s and 1880s in Queensland, the Colonial architect, F. D. G. Stanley, worked on gaol design following the radial plan concept (Kerr 1988:113). Gaols of this type were built both in Rockhampton and Townsville, with only minor differences in their respective plans. In Stanley's designs (Figures 1.c & 1.d), the wings were grouped around a central open space rather than a building, and the security wall was indeed semi-circular, joining at right angles with a straight wall along the front.

Francis Drummond Greville Stanley

Francis Drummond Greville Stanley was an Edinburgh-born and trained architect. Consequently, his designs often reflect British influences. Stanley emigrated to Brisbane in 1862 and was Queensland's Colonial Architect from 1873-81 (Morrison 1888:423, Kerr 1988:113). During his time with the government, Stanley designed many substantial Queensland buildings, including the Brisbane Hospital, and several court houses and post offices throughout Queensland (Freeland 1968:156).

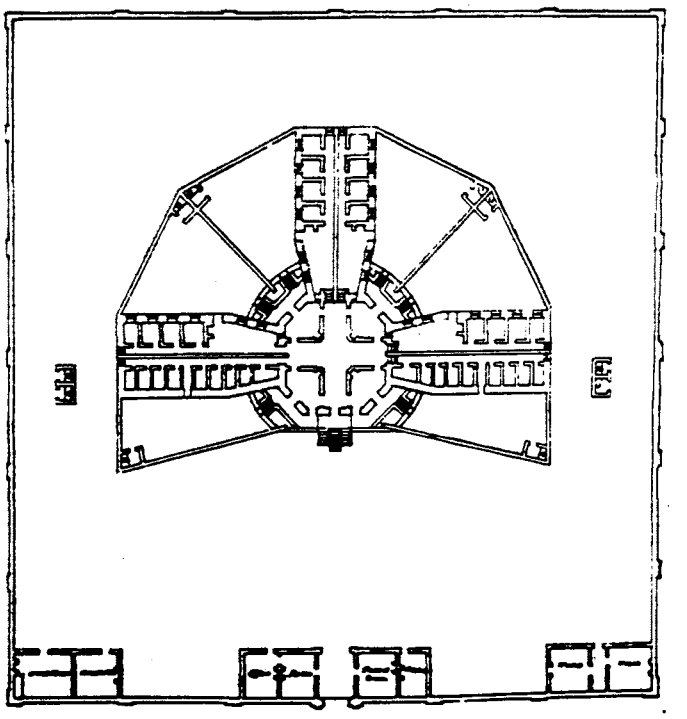


Figure 1.a: Berrima Gaol plan, 1939.
After Kerr (1984:95).

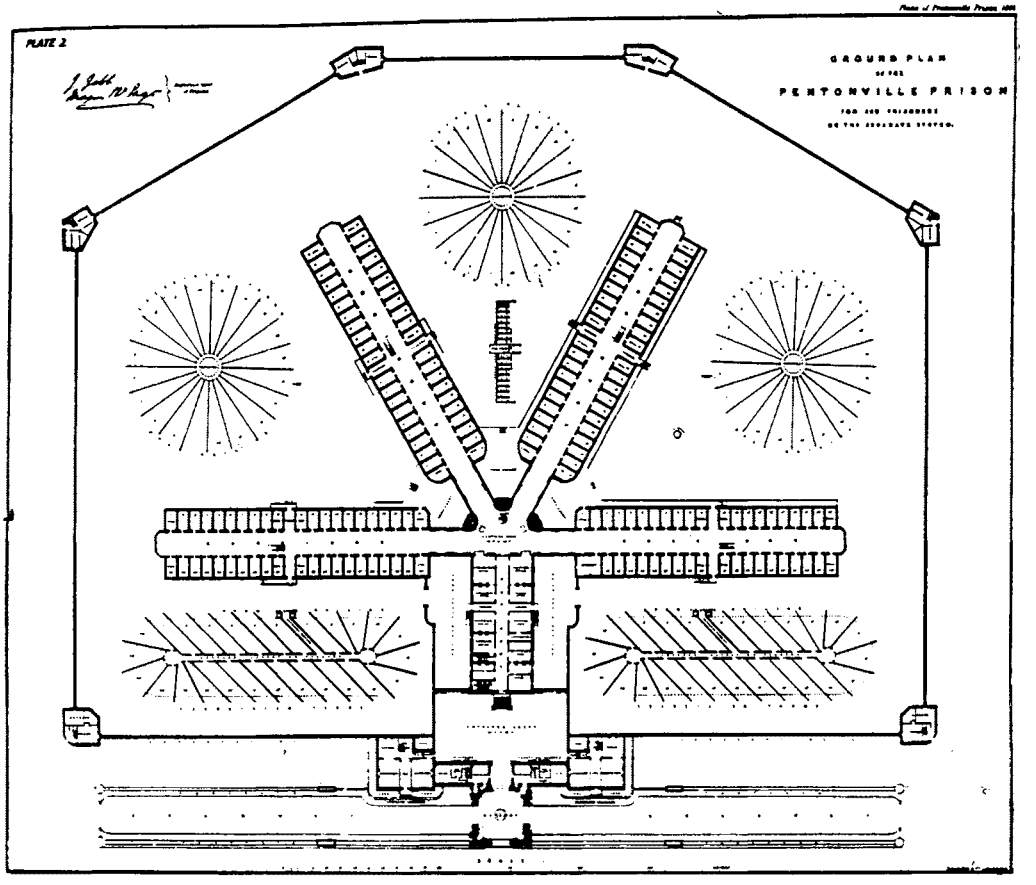


Figure 1.b: Pentonville Gaol plan, ground floor.
After Kerr (1984:159).

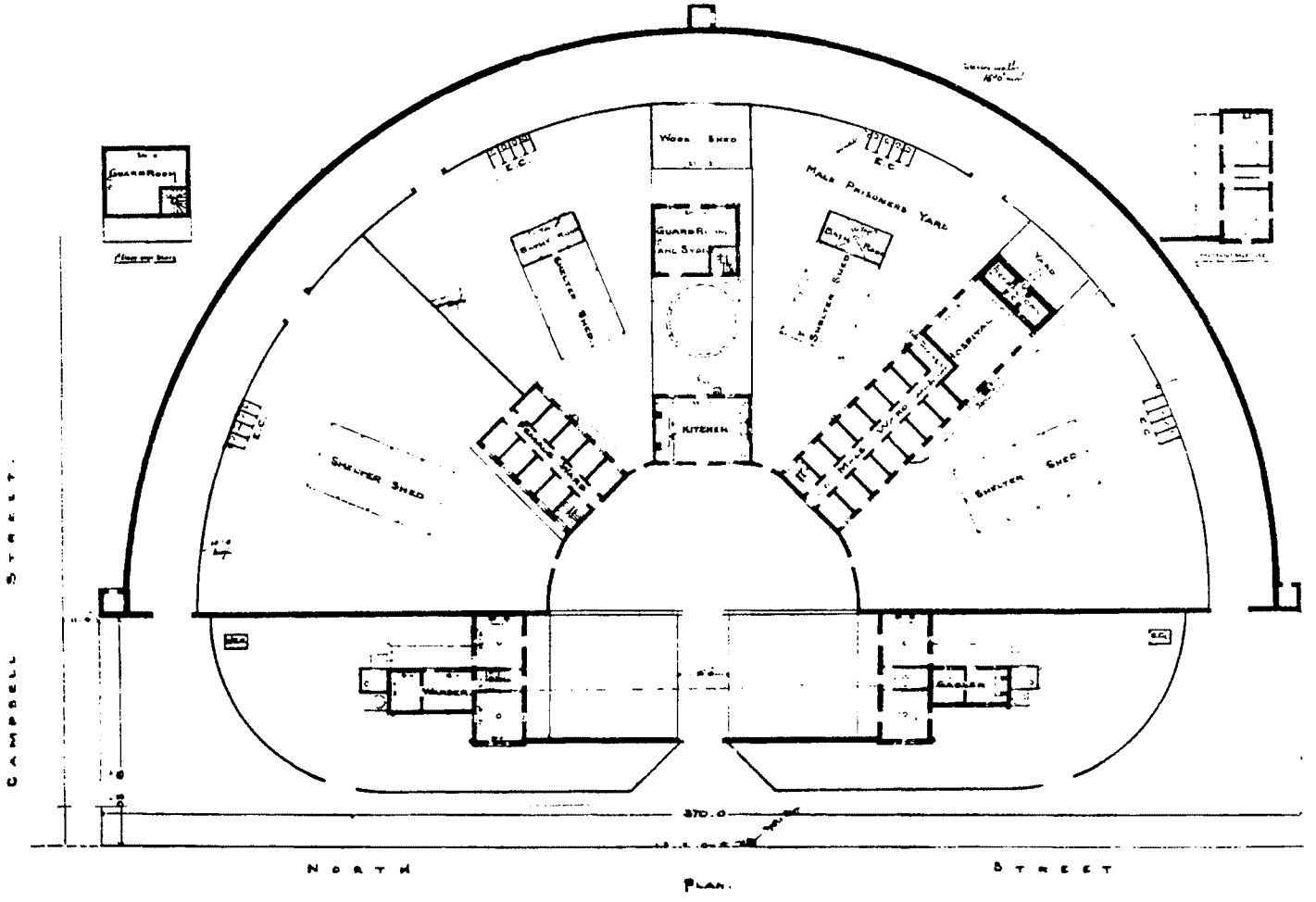


Figure 1.c: Plan of Rockhampton Gaol, designed by F.D.G. Stanley. After Kerr (1988:114).

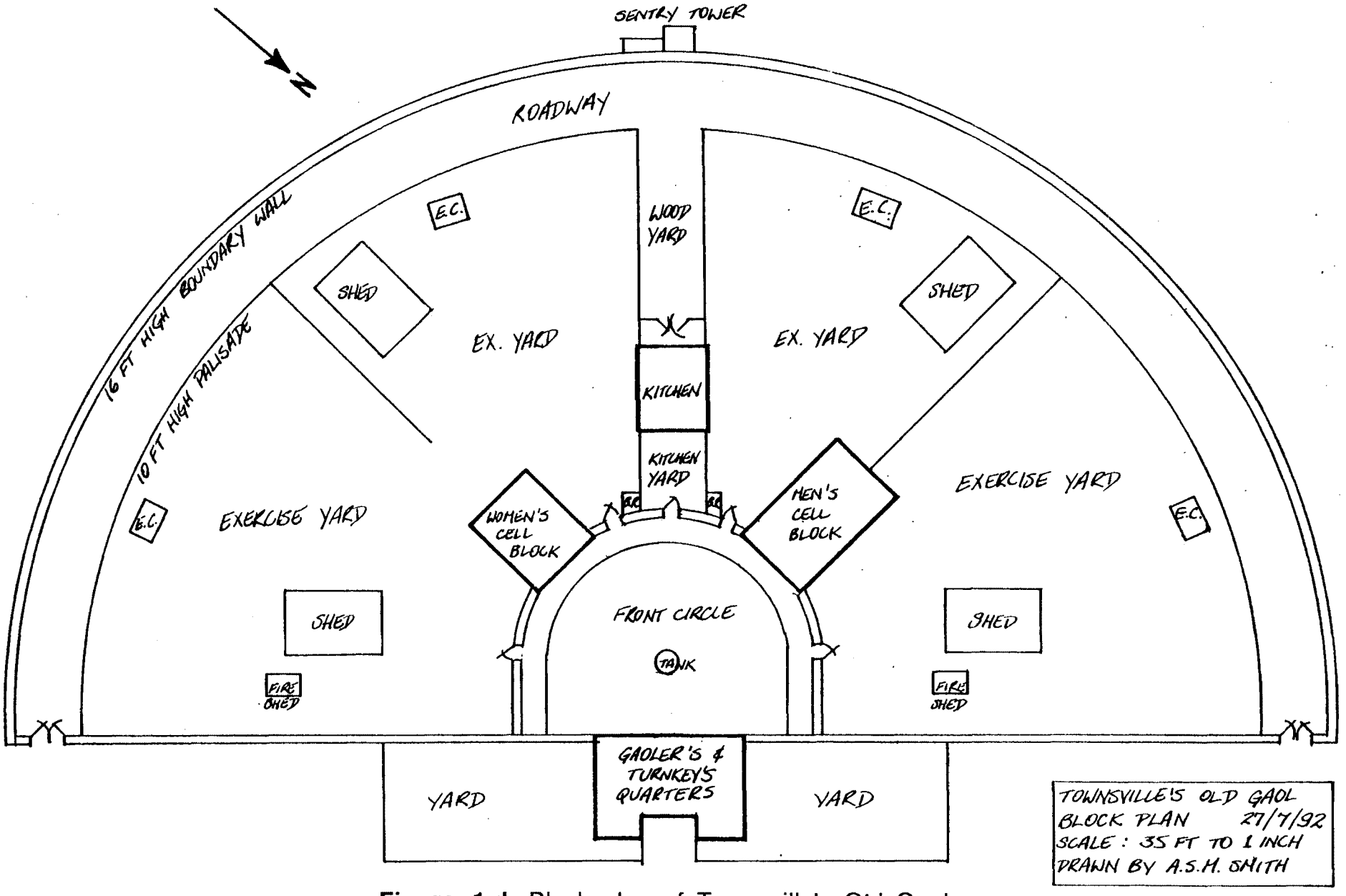


Figure 1.d: Block plan of Townsville's Old Gaol. Drawn by the author, July, 1992.

The present Perc Tucker Regional Gallery, located in Flinders Mall, Townsville, was previously a branch of the old Queensland National Bank. It is just one example of a building designed by Stanley, and was one of the earliest brick structures in Townsville. Other Townsville structures designed by Stanley include the first Post Office, Magistrates Court, 1879 Telegraph Office and the Hospital (Morrison 1888:423, Gibson-Wilde 1984:167).

Each of the above buildings served a different purpose. Therefore, each plan is quite different. Nevertheless, it seems as though Stanley particularly liked brick as a building material but this may be due to strong English influences and lack of experience with other materials, such as timber or iron.

Building Materials in North Queensland

Several historic buildings of Townsville were constructed of bricks during the late 1870s and 1880s; for example, the Customs House and the Old Gaol. The bricks used to construct such buildings were made locally, or transported from other areas of Australia to Townsville by land or sea. Builders often made their own bricks, forming them by hand from clay, allowing them to dry in the sun, and burning them in an excavation hole using local timber for fuel. Bricks fashioned in this manner were usually stamped with a common symbol (the personal mark of the maker) during the unburnt stage, were irregular in shape and size, and were quite porous (Smith 1975:7).

Timber and iron were, for a long time, the major building materials used in North Queensland. Although the Townsville district had a ready supply of local granite, stone was not used as a building material until after 1896 (Q V&P 1887:942). Today, because of the large white ant population in the area, concrete is used widely in Townsville. During the 1870s and 1880s, brick was used sparingly as the major material in a building. Its use was generally restricted to brick piers for timber houses to deter white ants, and concrete was sometimes used as a desirable material for foundations (Bell 1984:162).

According to Smith (1975:9), major brick production began in North Queensland during the gold rush days of the 1870s, specifically around Ravenswood and Charters Towers, to the west of Townsville. Bricks were made for building boilers and flues, the bases of the steam engines which drove ore crushers used for extracting the gold lodged in quartz (Smith 1975:9). Many of the bricks produced were used in the construction of public buildings in the Ravenswood and Charter Towers districts (Smith 1975:9). The first brickworks in Townsville were established in the late 1860s, in German Gardens, renamed Belgian Gardens during World War I.

More recently, in Townsville, during the 1970s, bricks were produced commercially and used by a number of builders. However, Smith (1975:19) suggested that a building boom during the 1970s also saw an increase in the use of concrete in its various forms: blocks, in situ, and precast, etc. Although bricks

were being produced and used by builders, concrete was often favoured in architectural designs because it was relatively inexpensive, less porous than brick and, in a pre-cast form, gave security against cyclones that brick veneer structures could not provide. However, improved building technology and the use of cyclone bolts in double cavity brick structures have seen a revival in the use of bricks in North Queensland today. Thus, there has been great development in the manufacture and use of bricks in Townsville since the Old Gaol was constructed.

The Rooney Brothers

The Rooney family were the major timber merchants and owners of the most prominent construction business in North Queensland during the 1870s and 1880s. Rooney & Co. mills successfully supplied the North with timber building materials. Rainforest timber was obtained locally, while other woods were often shipped on Rooney & Co. vessels from as far as Maryborough, Hobart and San Francisco (Taylor 1989:2). Innovative construction machinery was often imported from England, Europe and the United States (Taylor 1989:2).

In their construction business the Rooney Brothers, steadily and successfully tendered for government contracts. Rooney Brothers builders were responsible for the erection of several major public buildings in Townsville, including the Customs House, Courthouse, and Telegraph Office (Bell 1984:136). The company's architect, John Rooney (a partner) is credited with the design and construction of many substantial timber structures

throughout North Queensland. In 1878, the Rooney Brothers won the contract for the construction of the Old Gaol.

CONCLUSION

The availability of building materials is an important part of the design process. Early Australian architecture reflected design in Britain where materials were well known, and qualified tradespeople were readily available. During the colonial years, the difficulty involved in making bricks in North Queensland, the scarcity of brick-building technology in Townsville, and the architect's lack of knowledge of the North Queensland industrial and environmental climates, all had bearing upon problems in the design of the Old Gaol.

Brick and timber were the main building materials used in the construction of Townsville's Old Gaol (Q V&P 1887). Limestone masonry was used in other states for the construction of prisons, such as the Fremantle Prison in Western Australia (Kerr 1992:11), so why not in Townsville? Perhaps brick was Stanley's preferred building material, or its use was specified in the Government brief. Unfortunately, the original brief is no longer extant, and there appears to be no evidence in the available literature to explain why local stone was not used as a building material in Townsville.

Stanley did not design a particularly efficient gaol, and did not take into account the arrangement of spaces in relation to people. In the following chapters, we shall see how the spatial relationships, resulting from Stanley's design, had great bearing

on the effective running of the institution. However, in order to place Stanley's design within a historical context, the next chapter gives an account of early Townsville and the development of the Old Gaol structures.

CHAPTER TWO

TOWNSVILLE'S OLD GAOL STRUCTURES 1875-1890

This chapter deals with the founding and growth of Townsville, and the Old Gaol structures from the time of the conception of its design to the end of its use as a gaol. The information on design and materials, given in Chapter One, provides a background for this second chapter which deals directly with Townsville and the Old Gaol. Included here is a description of the plan and associated buildings. Of major consideration are the historical events that affected population growth in North Queensland, and the need for a secure place of confinement for the region's criminals.

EARLY TOWNSVILLE

The external influences on design are inevitable and may be numerous. The 1865 Townsville city plan was arranged schematically around a port at Cleveland Bay. This plan was to have a direct influence on the choice of location of the Old Gaol. However, the major historical influence on the construction of a permanent gaol in Townsville was population growth due to the gold rushes during the late 1860s and 1870s.

Founding and Growth of Townsville

Townsville is the largest city in tropical North Queensland, the northern third of the state, extending from just south of Mackay to the northern tip of Cape York and the Torres Strait Islands (Figure 2.a). Townsville is located beside the sea, on Cleveland Bay, set against a background of Castle Hill, with a view of Magnetic Island from the mainland. During the 1890s, Townsville was officially recognized as the administrative centre for the north (Lawson 1977:28).

In 1845, Dr Ludwig Leichhardt had explored the area to the north-west of Townsville, named by him as the Burdekin. George Elphinstone Dalrymple further explored the Burdekin Valley, reported tracings of gold, and suggested there might be provision for a port at the mouth of the Burdekin River. However, in 1860, the HMS *Spitfire* reported that they were unable to find a suitable outlet for navigation (Lawson 1977:4).

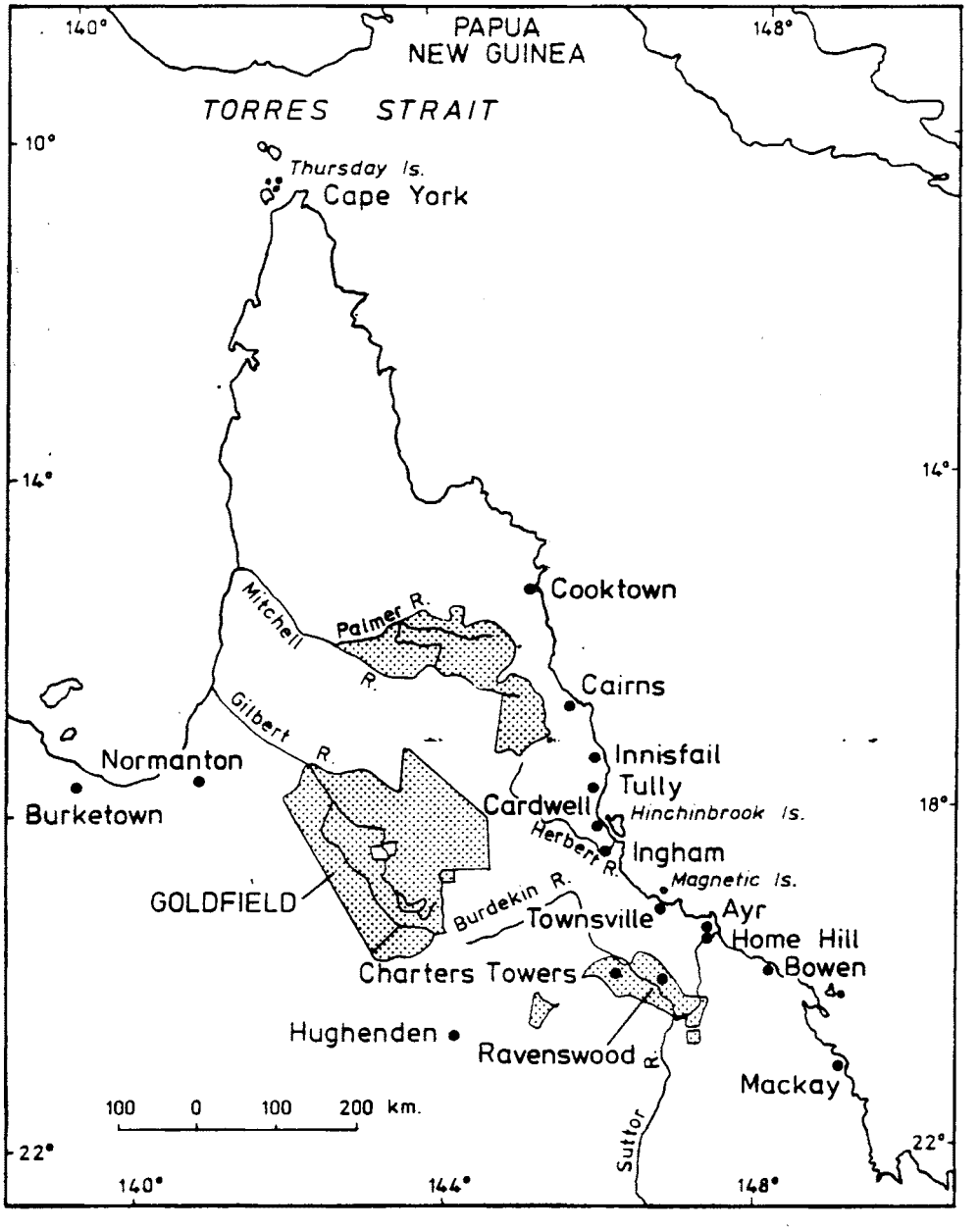


Figure 2.a: Map of North Queensland.
After Gibson-Wilde (1984:xvii).

Bowen, to the south of Townsville, was opened in 1861 as the first major port for the white settlers in the 'Burdekin and Flinders District' (Lawson 1977:4). During the 1860s, an increasing number of squatters and pastoralists in the 'upper Burdekin and to the west of Cleveland Bay' demanded better access to supplies (Lawson 1977:6). Since land travel was too long and hazardous between Bowen and the far north, another suitable port site was sought by several European entrepreneurs.

John Melton Black, a surveyor, and Robert Towns, a wealthy New South Wales businessman and parliamentarian (and supposed Blackbirder), convinced the Government in 1864 that there was a suitable site for a port in Cleveland Bay (Gibson-Wilde 1984:36; Lawson 1977:4-5). Townsville became the first major North Queensland settlement to meet the squatters' needs for the provision of supplies and a communication link with the Moreton Region of south-east Queensland.

With the arrival of building materials and ten South Sea Islander labourers, aboard the vessel *Uncle Tom* on 17 January 1865, the town began to grow rapidly (Gibson-Wilde 1984:40,45; Lawson 1977:10-11). Timber and iron were the prominent building materials, as a brickworks had not yet been established, and the local granite had not yet been identified as a suitable building resource (Gibson-Wilde 1984:45-46).

The layout of the town was largely determined by J.M. Black, who, anxious to secure as much land as possible, ordered the erection of 'buildings on corner blocks and on property boundary lines between every two allotments so that improvements might

be claimed on every block'. However, Black's planning was apparently limited to the section of the town nearest the creek mouth (Gibson-Wilde 1984:46-47).

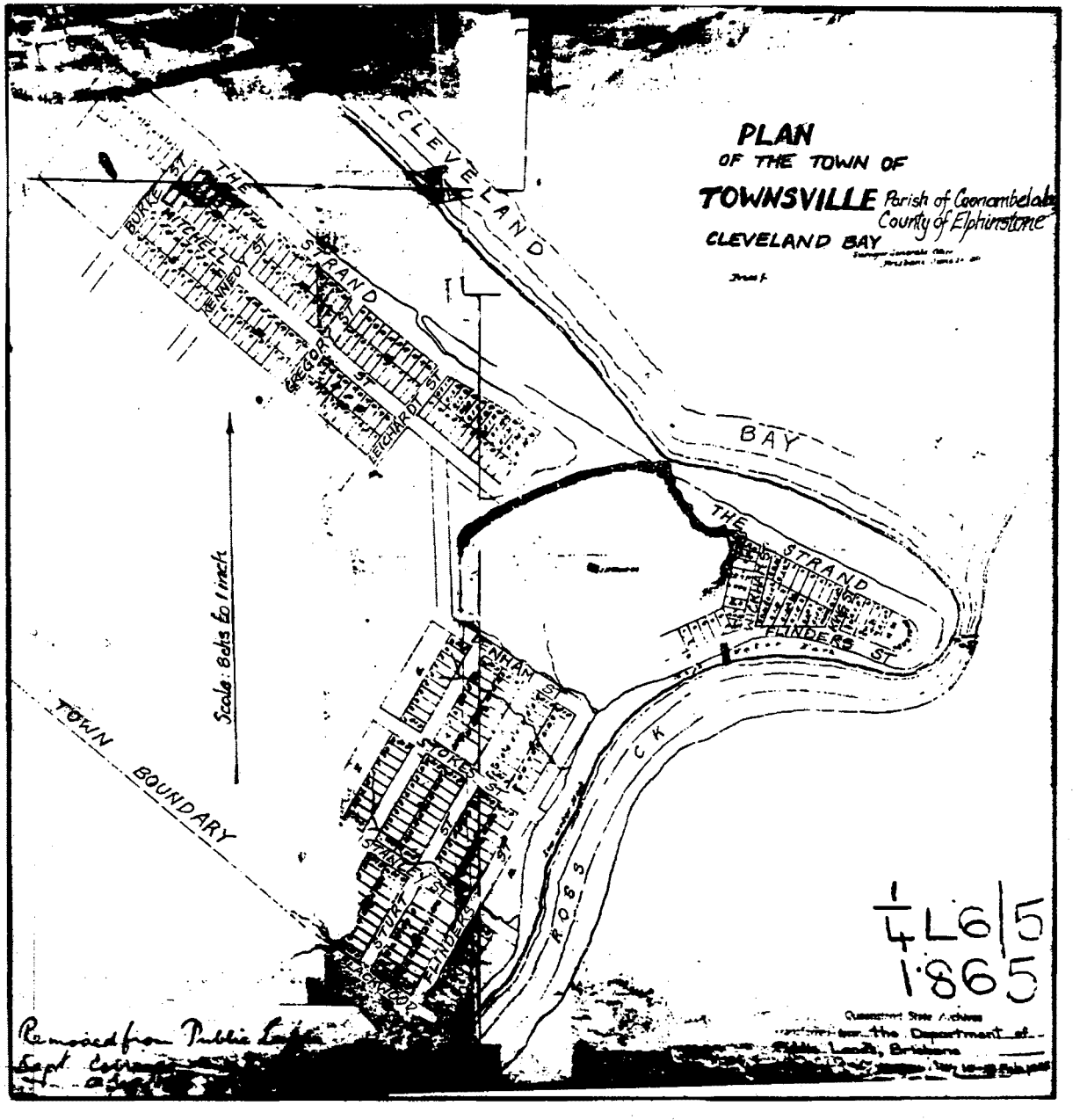


Figure 2.b: Stuart's 1865 plan of Townsville.
After Gibson-Wilde (1984:48).

According to Lawson (1977:11), 'the Government had no official knowledge of a settlement at Cleveland Bay'. Clarendon Stuart, the Government surveyor, had no option but to incorporate Black's plan into his own, which was the Government regulated 'grid pattern with streets 2 chains (40 metres) wide' (Gibson-Wilde 1984:47). The first town plan consisted primarily of rectangular blocks on flat lands, between Melton Hill and Kissing Point (along North Ward from the Strand to Eyre Street) on one side, and in the city centre from Denham Street to Blackwood Street on the other side (Gibson-Wilde 1984:47) (Figure 2.b).

Townsville's Earliest Major Buildings

In 1865, Townsville was proclaimed a municipality and its population was estimated at 100 (Lawson 1977:11,15). By 1866, Townsville was well settled and major buildings were being constructed, though the standard of building was somewhat mixed. The structures varied from temporary tents or humpies, to timber and iron stores and houses (Gibson-Wilde 1984:68).

Life in North Queensland was by no means easy, though it may have appeared a tropical paradise to a new and unsuspecting settler. There had been talk of gold in the surrounding districts, which oftentimes proved to be misleading (Gibson-Wilde 1984:61). An influx of miners and squatters into the area showed an increasing recognition of Townsville as a meeting place and provider of supplies (Gibson-Wilde 1984:61).

By the end of 1866, the Criterion and Exchange Hotels had been erected in the city centre as the demand for places of leisure

increased. Both hotels offered bathing facilities and billiard saloons. Seven hotels had been erected by 1867, and the demand for more substantial building materials was increased owing to the effects of a cyclone that hit the region early in that year. The first telegraph office was built in 1869, on the corner of Wickham Street and the Strand. One of the earliest brick structures was the Court House on the corner of Sturt and Stokes Streets, designed by Stanley and built in 1874-75 by Rooney Bros.. The first prison, or 'lock-up' and Police station was a '"timber and tin" structure, apparently L-shaped, on low blocks', situated in Stanley Street and completed in 1876 (Gibson-Wilde 1984:66-68; Lawson 1977:18-22).

Increased Criminal Activity

Increased activity in the goldfields saw a rise in criminal activity such as 'drunkenness, violence and vagrancy' (Gibson-Wilde 1984:109). The criminal activities of the goldfields steadily flowed into the town, especially when the gold resources began to decline and people moved from the fields to the city in search of work. Townsville steadily increased in size and soon 'became a legal and medical centre for the surrounding districts' (Gibson-Wilde 1984:84). By 1870, Townsville had become a major port in North Queensland, overtaking Bowen which was an earlier port and fierce rival.

It soon became obvious that, with the population explosion of the 1870s, the Police lock-up would quickly become overcrowded as a gaol for the area's convicted criminals. As early as 1872, the

original timber and iron gaol had become inadequate. According to Gibson-Wilde (1984:146-147):

> Not only was it overcrowded, but criminals had discovered it was by no means escape proof. At least two escapes were made by sawing holes in the timber floor and crawling out between the stumps below, but it was not until 1875 that tenders were called for a new building. The site chosen was on part of the Botanical Gardens Reserve, already occupied by the cricket ground. Despite complaints, the Government refused to pay compensation to the Cricket Club; the Government Architect laid out the site in May 1877, and the new gaol was occupied by October 1878.

The "new gaol" mentioned above was located on the Botanic Gardens site in North Ward probably because it was a reasonable distance from the city centre and residential areas at that time. This gaol, the first permanent prison in North Queensland, is now referred to as the Old Gaol by some residents of Townsville, and is no longer used for prisoner confinement. Several buildings of the Old Gaol have been destroyed, and the Townsville Central State Primary School is now located on the premises. The residents of Townsville now call the gaol at Stuart's Creek 'the new gaol' because it was the second major gaol built in Townsville and was occupied by 1891.

THE OLD GAOL STRUCTURES

F. D. G. Stanley was given the task of designing a gaol for Townsville, a major regional centre outside Brisbane and Moreton Bay. This was the gaol to be built on the Botanic Gardens Reserve. According to a report written by Colonial Architect Stanley for the Under-Secretary of Public Works on May 8, 1875

(QSA WOR/A 369 1875:#1), 'the object in view has been to provide a complete establishment which would be sufficient for the Gaol requirements of the North, for say the next ten or twelve years without material alteration'.

The abovementioned report contained Stanley's description (loc. cit.) of the plan and reasons for certain design decisions:

> The general arrangement of Plan adopted is that of the radiating principle as great facility is afforded under this system for the economical working of the whole establishment.
>
> The accommodation of the Gaol when completed and as shown on Plan consists of...
>
> 1 One Prison Ward for 140 Male Prisoners forty in single cells and 100 in Associated dº. [ditto=cells].
> 2 Prison Ward for 60 Female Prisoners. Twenty in Single Cells and 40 in Associated.
>
> These buildings are designed in Blocks two stories [sic] in height as being in the first place more economical in cost than one storey buildings and secondly as occupying less ground area within the Boundary Wall, so leaving more Yard space for exercise, Work Sheds etc.
>
> 3 Prisoners Kitchen with Store etc. attached.
> 4 Quarters for Gaoler with Offices.
> 5 Dº Turnkeys placed on each side of Entrance Court and having Check Gate at inner side of same.
>
> 6 Underground Tanks with sufficient supply for full complement of Prisoners.
>
> The whole of the Prison portion of the Gaol is surrounded by brick Boundary Wall 16ft [4877mm] in height and the Yards in which the Prison Wards stand are divided from each other by brick walls 10 ft [3048mm] in height and from the outer Boundary Wall by a strong open Stockade Fence. Between this Fence and the Wall a roadway 20ft [6096mm] wide

is carried which will serve to give additional security and provide a space which can be used as a means of inspection over Yards and also for Drays and cleaning Earth Closets etc.

A portion of the Gaol sufficient to accommodate 60 prisoners providing also Boundary Wall, Exercising Yards, Kitchen Tanks and necessary Offices with a timber building for Gaolers and Turnkeys Quarters can I estimate be erected [sic] for £7.500 [$15 000] and I would beg to suggest that the sum of £4000 [$8000] now available might be devoted towards carrying out this portion of the Gaol. Tenders might if approved be invited for works, Estimated as under viz.

Male Prison Ward	£1481	[$2962]
Female Dº Dº	£1116	[$2232]
Boundary Wall	1614	[$3228]
	£4211	[$8422]

For the remainder of the necessary works under the above Estimate of £7.500 [$15 000] Tenders could if approved be called and the same carried out after the Main building so as to complete the whole Gaol at the same time. I have the honor to append herewith Abstract Estimate showing cost of Entire Gaol [Appendix B].

F. D. G. Stanley
Colonial Architect

The major problem, already obvious from Stanley's description of his design, is the lack of humanization of the complex. During the Colonial years, prisoners seem to have been regarded as people to be held in a confined and closed institution, rather than people to be securely accommodated in a liveable environment. The difference here is that the second place allows a person to live within the establishment, rather than merely work and exist. This concept has only been employed in gaol design in more recent decades.

Stanley, like many other architects of his time, regarded gaols as places of confinement with functional work places, rather than environments to provide employment and secure habitable spaces. The Townsville Herald (2 October, 1879) reiterated the dull conditions when it reported 'the architect has succeeded in designing a building which combines all requisites necessary to make up regulation gloominess' (Gibson-Wilde 1984:201).

Construction

The original plans prepared by Stanley were, for the most part, followed closely. However, several alterations were made, including the change of materials for the gaoler's and turnkey's quarters from timber to brick. Stanley estimated that the total cost for construction of the whole complex would amount to £17.100 (QSA WOR/A 369 1875:#1) (Appendix B).

Tenders were called for the construction of the Townsville Gaol by a newspaper advertisement placed by the Department of Public Works, Brisbane, 13th May, 1875 (QSA WOR/A 369 1875) (Appendix B). The contract, for £9,731, was won by J. Rooney (QDAS CAR 1877).

In January, 1878, Stanley reported that the construction of the Gaol had been 'much delayed by the difficulty of obtaining skilled bricklayers', but 'the boundary walls, main prison, and considerable part of the fences' were complete (QSA WOR/A 369 1878:#2). On April 18, 1878, tenders were called for the construction of the 'Gaoler's Quarters and Sentry Sheds, Townsville Gaol' (QSA WOR/A 369 1878) (Appendix B). The

tender of Messrs J. and J. Rooney was accepted at the sum of £3443 [$6886], in September 1878 (QSA WOR/A 369 1878:#3).

According to Charles S. Dicken, of the Townsville Court House, the Gaol was occupied by July 1879, and at the end of that month, there were 19 male and 3 female prisoners (QSA WOR/A 369 1879:#2786). The first portion of the contract was, after more than three years, completed by March, 1880 (QDAS CAR 1880). Additions, including shelter sheds, bathrooms and outbuildings, were completed in 1884 for £707 [$1414] by contractor J. Miller (QDAS CAR 1884).

The Gaol Complex

As the whole of the original Gaol complex is no longer intact, there may be no better description of the site and buildings, accommodation, sanitation and administration, than that provided by a "Report with Minutes of Evidence Taken Before The Board of Inquiry Appointed to Inquire into the General Management of the Gaols, Penal Establishments, and Lockups of the Colony of Queensland" (Q V&P 1887:675-1043).

The report included 66 pages on the Townsville Gaol, part of which is reproduced in Appendix C. The following is a description of the plan (see Appendix F and Figure 1.d), noted by Kerr (1988:113), and written with reference to the Q V&P report.

The north-east facing plan of Townsville's Old Gaol was worked within a semi-circular 16ft [4877mm] high x 600mm thick brick boundary wall (Plate 1). The gaoler's and turnkey's quarters were

situated mid-way along the straight margin, and to the exterior of the boundary wall (Figure 1.d). At the centre of this building was a covered court where prisoners (and, for some time, so-called lunatics) were accepted through main entrance gates, into a large circulation and distribution space, called the front circle. A verandah, connected to a 10ft [3048mm] high wall, followed the arc of the front circle from which three main elements radiated (Q V&P 1887:729). These elements were the women's cell block to the left, the men's cell block to the right, with the kitchen and wood shed in the middle. A large water tank was situated in the centre of the front circle, a guard room was located in the southern corner, and a kitchen for the principal gaoler was in the northern corner (loc. cit.).

The women's cell block was a brick and cement structure, 33ft x 26ft [10058mm x 7925mm], with seven single cells on the ground floor, and an associated cell (a dormitory situation) on the upper floor (Q V&P 1887:730). The concrete foundation of this wing remains today, showing 9ft x 7ft [2743mm x 2134mm] outlines of the single cells. Instead of an eighth cell, stairs led to the associated cell. The men's block was similar, yet larger, being 49ft x 26 1/4 ft [14935mm x 8001mm] on the ground floor (Q V&P 1887:730). There were 11 single cells on the ground floor, with the same dimensions as those of the female prisoners' wing. On the ground floor, the twelfth cell space was converted to a stairwell which led to the upper associated cell.

Plate 1: Townsville's Old Gaol, courtesy of Townsville Central State Primary School (c.1885, source unknown).

The single cells of both wings lined the outer walls, and were ventilated by gratings at the top and perforated iron ventilators at the bottom of the walls (Q V&P 1887:730). A 4ft [1219mm] wide corridor ran the length of the ground floor, dividing each wing in half. The associated wards were poorly ventilated, contained no corridors, and were accessed through doorways at the top of the stairs.

The kitchen was a single storey building, 20 1/2ft x 31ft [6248mm x 9449mm], accessed from the kitchen yard which was entered through a door in the centre of the front circle's verandah. Bathrooms were located to the left and right of the kitchen yard against the wall of the front circle. The wood shed was adjacent to the kitchen. A 10ft [3048mm] high palisade of open battens, 20ft [6096mm] from the boundary wall, allowed visual access to the inner yards (Q V&P 1887:730) (for definition of terms see Appendix A). The space between the palisade and the boundary wall was used as a roadway, and contained gates at the far ends to give access to the carts which transported woodstocks, food supplies, and so on.

Four yards were divided by the three main buildings, with separating timber walls extending from the centre of the wings for men and women, and from the outer edges of the kitchen and wood yard, to the palisade. Sheds with incorporated bathrooms were located in each yard, and earth closets were located towards the sterile zone nearest the palisade. Each yard was accessed by a door in the verandah of the front circle. At the exterior radial point running from the gaoler's and turnkey's

quarters, through the kitchen and wood yard, a sentry tower was located against the exterior of the boundary wall. Sheds and associated buildings were constructed primarily of timber and iron (QSA WOR/A 369, #4) (Appendix B). There is no record of the type of building material used for the kitchen, but it is presumed that since it was not used for night confinement, then it may have been of timber.

The size of the prison cells was quite large, as described earlier. However, there appears to have been a necessity to provide more individual cells to avoid the mixing of different classes of prisoners, as shall be seen in the next chapter. This is another example of the need for considering the human impact when defining spaces.

Structural Aspects of the Gaoler's and Turnkey's Quarters

The gaoler's and turnkey's quarters were in a two-storeyed brick building, of Georgian style, with balancing room organization to the left and right of the covered court (Plates 2 & 3, Figure 2.b). Large outer and inner cast iron gates at either end of the covered court guarded the entrance to the gaol (Plate 4).

Owing to the inconsistency in size of bricks, and their porous nature, the walls were plastered or kalsomined over (see Appendix A). I believe bricks used in the Charters Towers goldfields were imported as ballast. However, the origin of the bricks used in the construction of the Old Gaol is unknown but, as there are no records of them being imported, and because a large

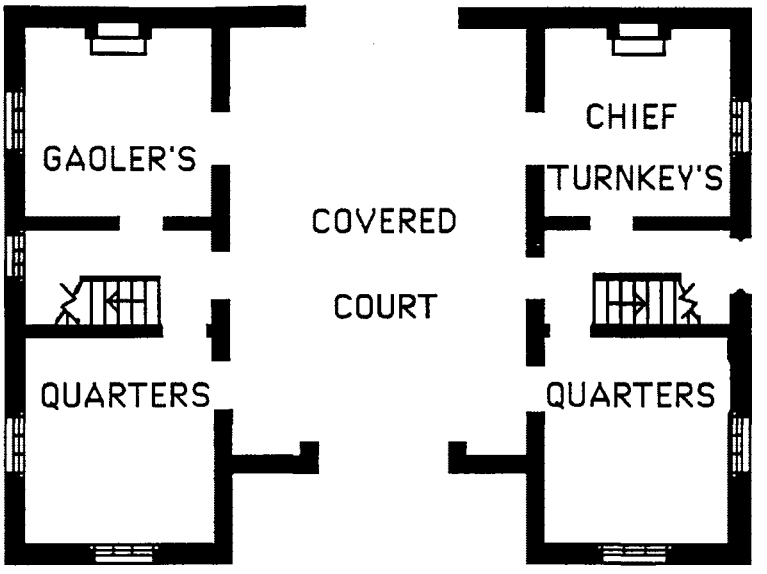
quantity was required, it is possible that they were made locally. Each side of the building contained a brick chimney stack carried up through the first floor. The hipped roof was constructed of pine rafters covered with galvanised corrugated iron, and had protruding eaves.

According to Gibson-Wilde (1984:168), 'Stanley's original touches were the windows of the ground floor, which are arched rather than rectangular, and shaded by shutters carefully shaped to fit the arches'.

The double-sashed windows were of glass, with timber frames. Stairwells, containing timber staircases were situated between the two major rooms on each floor, linking the ground and first floors on either side of the covered court (Plate 5). The ground floor had concrete foundations overlaid with timber, while the upper floor was of suspended timber (Plate 4b; see Appendix A). It seems logical, though not noted on plan, that the office spaces were located on the ground floor, while the first floor was occupied as living quarters.

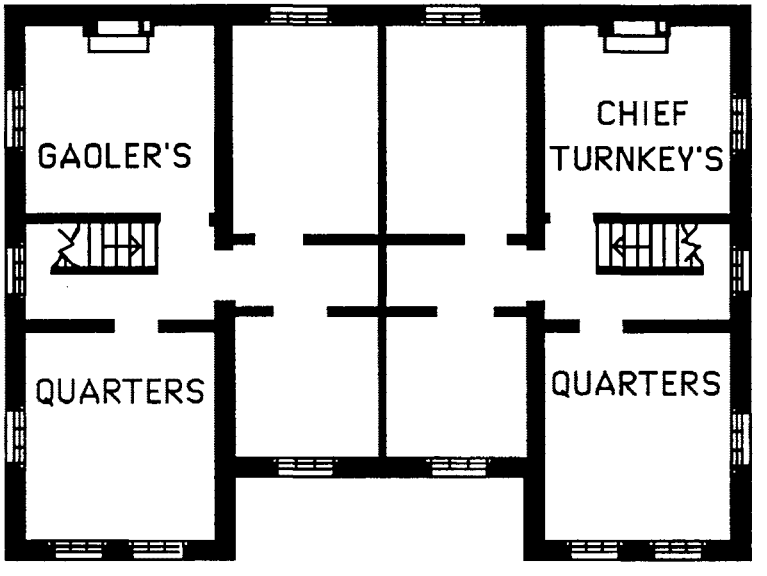
CONCLUSION

All aspects of the Old Gaol building were affected by the planning, both of the gaol itself and of Townsville as a city. The requirement for a permanent gaol in Townsville was necessitated by population growth. The building materials may have been selected for prisoner security and endurance against cyclones.



GROUND FLOOR

GAOLER'S AND TURNKEY'S QUARTERS



FIRST FLOOR

GAOLER'S AND TURNKEY'S QUARTERS

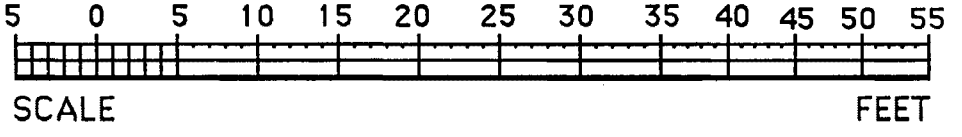


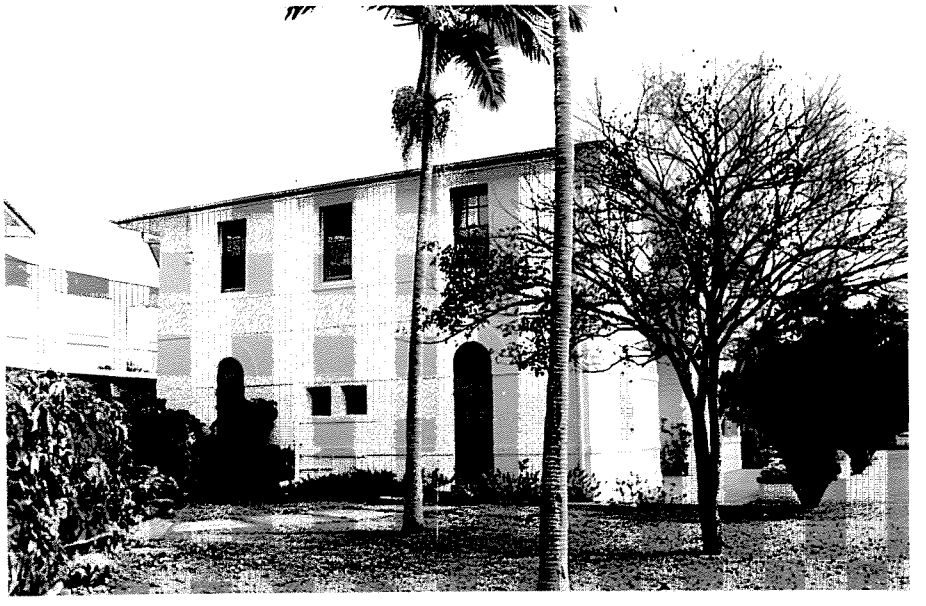
Figure 2.b: Plan of gaoler's and turnkey's quarters. Computer drawing by the author, June 1992.

a) North-east elevation.

b) North-west elevation

Plate 2: The former gaoler's and turnkey's quarters. Photographs by the author, 25 June, 1992.

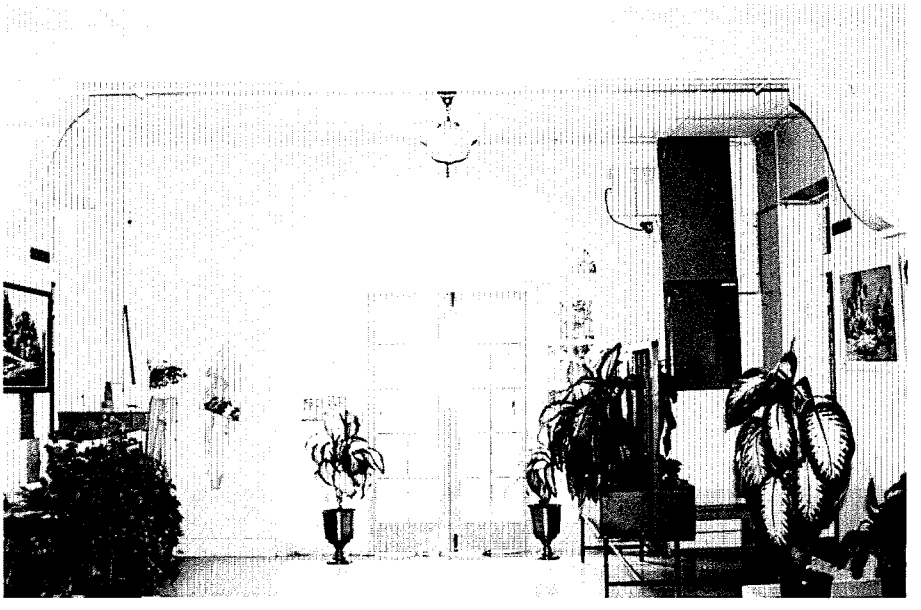
a) South-east elevation.



b) South-west elevation.

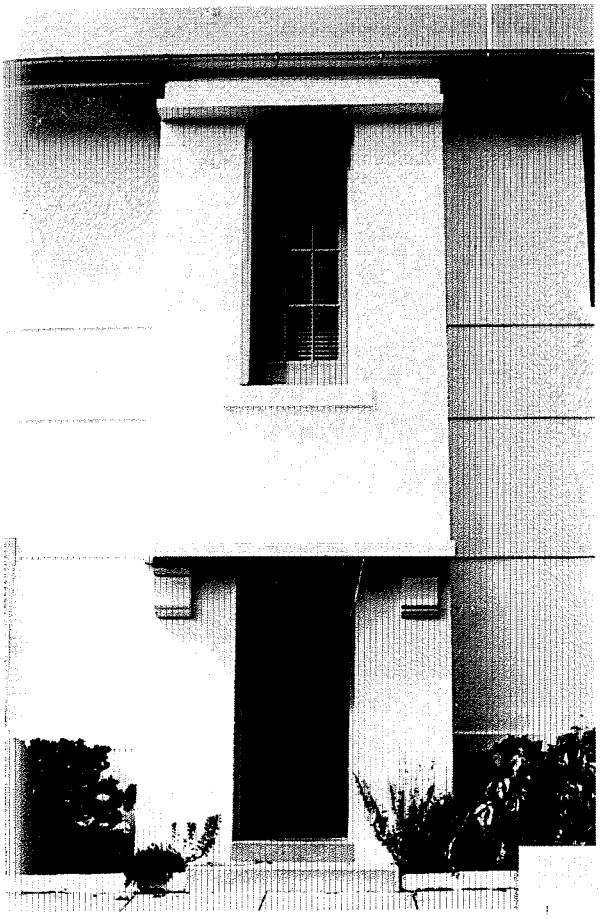
Plate 3: The former gaoler's and turnkey's quarters. Photographs by the author, 25 June, 1992.

a) Entrance to the covered court, exterior view.



b) Entrance to the covered court, interior view, showing support beams to upper suspended timber floor.

Plate 4: Entrance to the former gaoler's and turnkey's quarters, showing timber and glass doors which replaced the original iron gates, after the buildings use for gaol purposes was discontinued.
Photographs by the author, 25 June, 1992.



a) Exterior view, north-west elevation.

b) Interior view of the stairs, looking from below and above, respectively (note the different shapes in door frames).

Plate 5: Stairwell of the former gaoler's and turnkey's quarters. Photographs by the author, 25 June, 1992.

The design of the gaol was expected to define the way that the spaces were to be used. Unfortunately, due to overcrowding and lack of storage space, much of the gaol complex was used for other than the original intended purposes proposed by Stanley. Health and maintenance problems were largely a product of poor planning and structural decisions that did not take the tropical climate into account. Population growth was to be expected, and provision was made in the design for additions to be made to the cell blocks. However, even if the gaol were only to be used for approximately twelve years, the number of cells initially provided were inadequate for the increasing number of inmates sent from as far away as Cairns. These issues, and the associated administration of the gaol, living conditions, and certain design problems, are discussed in the following chapter.

CHAPTER THREE

OLD GAOL CONDITIONS 1875-1890

The living conditions, administration, design problems, and reasons for discontinuing the use of the Old Gaol are discussed in this chapter. The design of the gaol, as outlined in the previous chapter, greatly affected the way in which it was used and the conditions that prevailed within the gaol. This chapter therefore examines both the negative and positive aspects of the functioning of the gaol in relation to individual structures and the overall design.

Administration

In 1887, it was reported that there were ten staff members working at the Townsville Gaol: one gaoler, seven male turnkeys, one of whom was the head turnkey, one female turnkey, and a matron (Q V&P 1887:732). A medical practitioner was employed to take care of any prisoner health problems. Though it was regulation procedure for the doctor to inspect prisoners when they were admitted, he would only call at the gaol, on average, every four days (Q V&P 1887:732).

The day duty comprised one female turnkey and the matron who supervised the female prisoners, and four male turnkeys: one who controlled the gates and the front circle; another in the yards; the third in the wood yard, and the fourth in the sentry tower (Q V&P 1887:732). Two turnkeys took half the night watch each, moving about the whole gaol and, when there were night disturbances in the associated cells, the head turnkey was called (Q V&P 1887:732). The matron lived on the premises, and so no female turnkey was employed for night duty (Q V&P 1887:935).

The cells were opened at 6 a.m. in Summer, and 6.30 a.m. during winter, and the silence bells were sounded at 9 p.m. in summer, and 8 p.m. during winter (Q V&P 1887:935). An "all's well!" night cry was required to be called every half hour by the turnkey on duty , although this was not strictly practised, due to the lack of timepieces on the warders and around the gaol (Q V&P 1887:935).

The principal turnkey accepted new prisoners into the gaol, searched them, and assessed their health and hygiene before

distribution to the cells, be it during the day or at night (Q V&P 1887:935). The gaoler's position was primarily administrative. He had responsibility for hiring and dismissing other staff members, and for the effective running of the whole gaol. In addition, he dealt with both staff and prisoner complaints. In 1887, at the time of the Queensland Government inquiry, the gaoler was Thomas Smyth. Previously connected with the Police Department, Smyth had been gaoler at Townsville Gaol for eight years and eight months at the time of his testimony (Q V&P 1887:934). Gaoler Smyth's testimony is particularly relevant as it contained information pertaining to the administration and living conditions of the staff and prisoners of the Old Gaol.

Accommodation

Accommodation was comfortable for 68 prisoners: 41 males and 27 females. However, two of the single cells were used as storerooms, thus reducing the maximum available accommodation to 66 prisoners (Q V&P 1887:730). By 1887, the largest number of prisoners that had been accommodated at one time was 135, over twice the recommended number (Q V&P 1887:731). It is understandable, then, that living conditions when the gaol was overcrowded were not entirely satisfactory. At those times, three men were accommodated in each single cell and eight or ten were placed in the corridor of the male wing; the females were kept in the single cells of their own wing, while males were housed in the women's associated ward (Q V&P 1887:731).

No bed boards were provided in the women's block, but the single cells for the males had one board each (Q V&P 1887:731). At one stage, the women's cells had boards but evidently they were sometimes used to stand upon so the women could reach the ventilator gratings to signal outside and show themselves to the men in the opposite cell block (Q V&P 1887:731). After those happenings, the boards were removed and the women forced to sleep on the concrete floor (Q V&P 1887:731). When the gaol was overcrowded, as many as 70 men slept in the associated ward of the men's block, 30 on bed boards, and 40 on the floor (Q V&P 1887:731).

The associated wards had poor ventilation and had a 'close fœtid smell' but the single cells were well ventilated and were 'cool, airy, and sweet' (Q V&P 1887:731). Generally, there was no classification of prisoners other than an attempt at separation between committed and sentenced prisoners (Q V&P 1887:731). For some time the gaol was also used as a "Lunatic Reception House", where mentally ill patients were confined with sentenced prisoners. The mixing of all types of criminals made for great disruption within the associated wards, where 'filthy language' and 'the vilest and most obscene practices' were reportedly conducted (Q V&P 1887:731).

Living Conditions

As early as 1885, the gaol had become greatly overcrowded. However, the sanitary condition was good and the prisoners were reported to be quite healthy (QSA A/4799 1885:#1). Many problems were caused by the combination of the establishment

as a gaol and as a Reception House. During 1884, there were six deaths within the gaol. According to the Sheriff of Queensland and Inspector of Prisons, Arthur E. Halloran (loc. cit.), those who died 'were lunatics, and so weak and low when received that they had to be carried into the gaol, and one of them was in such a weak state that he died within twelve hours after being received into the prison'. The reasons for their illness and the origin of the mentally ill patients were not stated in Halloran's report.

Generally, the prisoners were in a fair state of health compared with the same number of people in the town (Q V&P 1887:732). Influenza was the most common complaint, most likely contracted from 'sleeping on the bare concrete floors' (Q V&P 1887:732). Ringworm was thought to have been brought into the gaol by Malay prisoners, and passed on through communal use of towels, combs, and basins (Q V&P 1887:732). There was no hospital provided for the gaol, and sick prisoners were not isolated. Prisoners were therefore treated in the single cells or associated wards, making it possible for infections to be passed on to other prisoners.

Covered night-buckets were used for sanitation in the single cells and associated wards (Q V&P 1887:731). In the mornings, the night-buckets and pans of the earth-closets were emptied outside into large tubs, which were removed daily by a contractor, and replaced with clean tubs (Q V&P 1887:731). The cells and walls were very clean, whitewashed and painted freely (Q V&P 1887:731). The gaoler stated that he was very particular about the personal hygiene of the prisoners, insisting that the

blankets were washed and examined regularly, and that the men washed and dried themselves every morning. The towels used were then washed and hung out for use the next morning (Q V&P 1887:938). The number of towels and combs placed in each yard for use by the prisoners was apparently inadequate, but this had evidently been remedied by the gaoler after the inquiry (Q V&P 1887:731-732).

The blankets used by the prisoners were reportedly not cleaned frequently enough. Complaints were made about the condition of the blankets, which many prisoners said were tattered, filthy and full of lice (Q V&P 1887:927-933). 'One prisoner alleged that his blankets were so foul that for ten days he preferred to sleep on the bare concrete in his ordinary wearing clothes to covering himself with the blankets' (Q V&P 1887:731). The blankets, and indeed the whole gaol, appeared satisfactorily clean at the time of investigation, in 1887. However, it was suggested that this may have been due to the amount of cleaning and scrubbing that was undertaken just weeks before the inspection (Q V&P 1887:731).

Labour, Rations and Punishment

During the year 1887, the female prisoners were 'employed in washing for the inmates of the Reception House, scrubbing and cleaning that establishment, and washing and mending the prison clothes' (QSA A/4799 1888:#2). In 1888, the women were also engaged in sewing for the Orphanage, and cleaning their own cell block (QSA A/4799 1889:#3).

According to the Board of Inquiry (Q V&P 1887:733):

> A gang of sentenced prisoners is employed in cleaning up the yards, the front approaches, and doing work for the gaoler - such as driving in and milking the cows and washing the buggy. Another gang acts as cooks and scullions, but the principal labour executed in the gaol is in cutting up wood. Logs are purchased at 12s. per ton [$1.20 per 1016kg] and cut up into firewood. The price obtained for the firewood is 18s. and 20s. per ton [$1.80 and $2.00 per 1016kg].

The firewood supplied the gaol and Reception House with fuel, and was sold to the public (QSA A/4799 1888:#2). Sheriff Halloran believed that the result of the sale was not satisfactory, but the exercise provided the male prisoners with a type of hard labour (QSA A/4799 1888:#2).

During the year 1888, the male prisoners' other duties included clearing the Queens Park, making a road to the Reception House, and cleaning and whitewashing the gaol (QSA A/4799 1889:#3). There were two deaths in that year, 'one from the effects of intemperance and the other from asthma: both these prisoners were received into the gaol in a weak state of health' (loc. cit.).

Although the overall health of the prisoners was evidently satisfactory at the time, the food was often bad and the diet poor. Gaol rations were given on four levels. The exact contents of each level of rations is not known, and there is no mention of any part of No.3 ration. However, one prisoner reported that No.1 ration consisted of 'one or two potatoes and a grain of salt', No.2 probably contained soup which was 'like dirty water', and No.4 ration included 'one pound of bread' (Q V&P 1887:930).

Gaoler Smyth explained the apportioning of rations (Q V&P 1887:939):

> When a man comes in first he gets No. 1 rations for the first few days to let him know what it is like. According to the old rule he should be one month on No. 1 rations. If he goes to work and seems inclined to earn his tucker I put him on No. 2 for a couple of days, and he may reach No. 4 before he is here six weeks. Then we have men who are handy at sharpening saws and men who are handy at shaving. We have to give the cooks No. 4 rations to prevent them from robbing the prisoners... If a man works well and I can trust him to go and do fencing and roll those heavy logs about he gets tea and tobacco after a couple of months. If he begins to get lazy after that he loses his tea and then his tobacco. If he continues his bad conduct he will go back to No. 2 rations; he will lose by gradation. There is no other punishment here. I can regulate everything by judiciously apportioning the diet.

Supper took place at 4 p.m., when each person was handed a plate. Prisoners then lined up and were counted, after which they received their meals (Q V&P 1887:943). There are two different reports on the way in which the meals were served. One is from the testimony of Thomas Smyth, and the other is from the report written after the inquiry. Gaoler Smyth said that the kitchen window was opened and through this the men were served one by one (Q V&P 1887:943). However, it was also reported that the meals were taken 'from the kitchen by prisoners in hand-barrows to the different yards' (Q V&P 1887:733). There was no mention of the women being served. Perhaps the gaoler was referring to everyone when he said 'men'. Perhaps elected men were served at the kitchen after which they transported the meals to the

women's yard for individual serving. There appear to be no accounts which clearly explain the meal-time situation.

Each person sat where they chose on a log stool and, as no tables or cutlery were provided, one's plate was balanced on the knees (Q V&P 1887:943). It was suggested that 'the system is that of feeding in its grossest form' (Q V&P 1887:733). Leftovers of each prisoner's meal were placed in a small bag, the plate was handed back, and the bag hung up along the shelter sheds (Q V&P 1887:943). Screens had been put up to protect the bags from the weather but this did not serve to protect them from petty thefts (Q V&P 1887:733, 943).

Evidently, there were several complaints made about the food: beef was only neck cuts and often bad; bread was frequently sour; the meat was poorly cooked, and the hominy was often filled with maggots (Q V&P 1887:733). Both tea and tobacco were regarded as privileged rations, though the tea was referred to as 'compound' and was 'like a cake of blacking' (Q V&P 1887:930). Tea, tobacco and sugar were given to all prisoners at hard labour (Q V&P 1887:939). Even though the food was of poor quality, it was all that the prisoners received, so curtailment of diet, and change in ration level were the ways in which prisoners were punished or rewarded.

One other form of punishment, though not always intended as such, was the removal of 'tails of hair worn by Chinese' (Q V&P 1887:733). Gaoler Smyth had them cut off for hygienic reasons after other prisoners complained that some Chinese men had nits in their hair (Q V&P 1887:938). According to Smyth (Q V&P

1887:939), there was no other form of punishment at the Old Gaol, as there were no cells set aside for that particular purpose. Smyth even went so far as to say that he had never flogged a prisoner, and did 'not think it ought to come to that in one case in a thousand' (Q V&P 1887:941).

Problems with the Gaoler's and Turnkey's Quarters

The Townsville Old Gaol had several problems in its design. A major problem with the gaoler's and turnkey's quarters was the weathering effects of rain. This two-storeyed brick building quickly became damaged owing to the very porous nature of the bricks, unprotected by a balcony or a verandah (QSA WOR/A 369 1884:#6228). There was a slight overhang on the roof but this barely served to protect the first floor, while the ground floor had no shade or weather protection at all.

As a result, the walls became discoloured during the wet season, and remained 'damp and slimy' long after (loc. cit.). Gaoler Thomas Smyth also complained of large cracks in the walls, breaking up the plaster which appeared likely to collapse in places, thus causing the building to be unpleasant to live in during the wet season (QSA WOR/A 369 1885:#5). According to Smyth, the building was most unwholesome to live in and had caused much sickness (QSA WOR/A 369 1884: #6228).

In 1885, the Gaol Foreman, Smith, suggested the construction of a balcony and verandah to be an appropriate means of rain-damage prevention (QSA WOR/A 369 1885:#6). However, the Colonial Architect of the time decided that a cheaper method

would be to render the walls with cement, costing £96 [$192] as opposed to £390 [$780] (loc. cit.).

Nevertheless, by 1887, no precautionary steps had been taken, and Smyth (QSA WOR/A 369:#3002) reported that the erosive effect of rain on the foundations allowed a passage for white ants which destroyed the floor boards in the office and the turnkey's kitchen and worked their way up the staircase to the first floor, and through the plastering to the ceiling and roof.

There was also an ironic problem of security within the gaoler's and turnkey's quarters. In 1888, Gaoler Smyth reported that there were several burglaries committed on the Old Gaol premises (QSA WOR/A 369 1887:#0060). It seems that access was obtained through a glass window, at the front of the gaoler's quarters, into an office space where most valuables were kept, including prison records, jewellery and money. The arms were kept in a pine case between the front gates, thus having no better protection, and in any case were not cared for properly (QSA WOR/A 369 1887:#0060; Q V&P 1887:732). Smyth suggested that iron bars be placed across the windows on the ground floor to prevent interference from outside parties (QSA WOR/A 369 1887:#0060).

There were also accommodation problems as the quarters were originally designed only for the chief turnkey and the gaoler. However, the matron also resided on the premises in the same building, and the female turnkey was obliged to stay if circumstances required it (Q V&P 1887:935). There were no

quarters provided for the female turnkey which, according to Gaoler Smyth, made it very awkward (loc. cit.).

Other Design Problems

Overcrowding appeared to be the major problem with the Old Gaol. As mentioned above, two cells of the women's block were used for storage space. There was no punishment cell or a condemned cell, and no hospital ward. The earth closets had to be shifted at one stage so that they were under the view of the turnkey in the watch tower (QSA A/4799 1889:#3).

The position of the gaol allowed a view of it from the slopes of Castle Hill, giving outsiders the opportunity to signal to prisoners from above (Q V&P 1887:730). Another weak point in security was the verandah of the front circle, 'which could be easily mounted', and from which there was 'only 4 feet [1220mm] to the top of the boundary-wall' (loc. cit.). The kitchen and guard room also offered facilities for escape, as did the decayed condition of the palisade from which boards could be removed. The angle of connection, between the half circle of the boundary wall and the front wall (Plate 6a), was also dangerous. This could have provided a means of escape for an 'active prisoner', who may have been able to grip the plaster divisions between the bricks of the two walls with his/her hands and feet and scale its height (loc. cit.).

The turnkeys on night duty were supposed to inspect the associated wards through a window in the staircase every half hour. However, the window was small, allowing only part of the

ward to be seen and, as noted previously, there was no clock and no certainty that the turnkey regularly performed this duty. Evidently, the turnkeys themselves were not always of high character, and their own practices included drunkenness and immorality whilst on duty. As the pay was minimal, the hours long, and the job an unpleasant one, respectable and trustworthy men were difficult to procure for the position (Q V&P 1887:732).

According to Gaoler Smyth, every year since the gaol was opened he had requested additional accommodation including a store, solitary cell, condemned cell, and hospital ward (Q V&P 1887:941). Sheriff Halloran's recommendations included: the erection of a store room, hospital ward and surgery, plus two additional towers, and discontinuing the use of the gaol as a 'Lunatic Reception House' (QSA WOR/A 369 1884:#1921). An extra gate, he stated, would also have been useful to help prevent prisoners attempting to escape when drays loaded with wood came in (QSA WOR/A 369 1890:#655). The fences between the yards were made of timber, and the male and female prisoners could speak to each other through the slats, and pass things over the top. Therefore, Sheriff Halloran suggested that a dividing wall between the male and female areas was also a necessary addition (QSA A/4799 1889:#3).

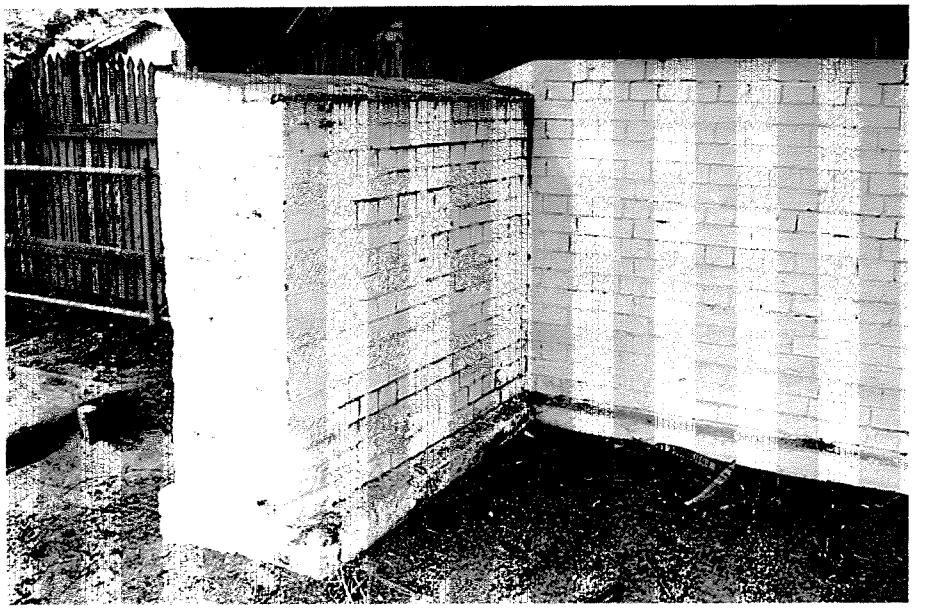
As early as 1885, the Colonial Architect, Clark, proposed the construction of a new wing, giving the same accommodation as the women's block, with a hospital ward and surgery (QSA WOR/A 369 1885:#614). At the same time the women's block was to be expanded by twelve cells on the ground floor, with the

associated ward extended above and made into the men's block (loc. cit.). In 1889, Colonial Architect Connolly also proposed additional prisoner accommodation in the form of a three storey building (QSA WOR/A 369 1889:#2817).

Although Stanley had left room for expansion in his original plan, no extra accommodation or a hospital ward was provided. The only additions made to the complex were the erection of a small tool house, placement of boilers in the kitchen and wash sheds, laying on of gas to the gaol and to the offices, and placement of twelve ventilators in the cells (QSA A/4799 1885:#1; 1889: #3). The opening of a new Reception House, just behind the Old Gaol, by 1887 would have considerably lessened some of the problems linked to holding different classes of prisoners in the associated wards (Plate 6b). Maintenance, such as the replacement of fence posts and treating for termites, was presumably carried out otherwise there would have been many escapes and the gaoler's and turnkey's quarters would not be standing today.

CONCLUSION

The prisoner accommodation was by no means comfortable, and the Old Gaol was not an entirely successful institution. Bare necessities were frequently disregarded and, in some instances, prisoners were not even afforded the basic privilege of bed boards or clean blankets. The problems were varied, and involved not only the design, but the way in which the gaol was operated, including the lack of hard-labour activities, and the poor quality of food provided.



a) Brick security wall, now lowered in height, showing interior junction of semi-circular and front straight walls, south-eastern corner.

b) View of shed of the former Reception House, relocated behind the gaol. A similar construction was used for the sheds of the Old Gaol.

Plate 6: Structures associated with Townsville's Old Gaol. Photographs by the author, 25 June, 1992.

By 1890, it was obvious that the Old Gaol design was inadequate for the needs of the Townsville district. The new gaol at Stuart's Creek was opened in 1891, and it became the major gaol for the region. With the deterioration of buildings, and expansion of the city centre towards the Old Gaol, it was logical to construct a new facility which could better provide for the steadily increasing criminal population in North Queensland.

Many factors may have influenced Stanley's planning decisions and, as noted earlier, the exact conditions of the Government brief are not known. Nevertheless, we can see that the design of the gaol influenced the working and living conditions of the prisoners and staff. Design problems, such as spatial relationships or building materials used, are discussed further in Chapter Five. The use of the Old Gaol while the Police Department was the major occupier of the premises forms the subject of the next chapter.

CHAPTER FOUR

INSPECTOR OF POLICE QUARTERS AND NORTH WARD POLICE STATION

When the Stuart Creek Gaol was built in 1891, the male prisoners were transferred there from the Old Gaol in North Ward. The female prisoners were held for several more years at the Old Gaol. In August 1893, Inspector Isley of the Townsville Police was informed that the Old Gaol at Townsville would shortly be handed over to the Police Department for the accommodation of the police (QSA A/41702 1893:#1). This chapter concentrates on the use of the Old Gaol while it was under the Police Department's control as the North Ward Police Station and Police Inspector's Quarters. Alterations, additions

and repairs, and different uses of the buildings and grounds between 1891 and 1955, are also discussed.

NORTH WARD POLICE STATION

When the Old Gaol was handed over to the police, it was not used strictly as a Police Station. From 1891-1896, the premises were used for the confinement of female prisoners until accommodation was made available for them at the Stuart Creek Gaol. At this time, the Old Gaol became known as the Police Gaol. All original gaol staff had left or been transferred, and the premises were under the control of the police by 1893.

The gaoler's and turnkey's quarters were originally intended to accommodate the Inspector of Police (Insp. Isley), as well as one Senior Constable (Sr Const. Brett). However, in 1893, Inspector Isley noted that accommodation was also necessary for the Constable in charge of the Police Gaol, and that part of the quarters needed to be retained as an office to keep the gaol books (QSA A/41702 1893:#2). It was then suggested that the Police Gaol could be used as the Police Station for North Ward (loc. cit.) (Figure 4.a).

From 1891-1955, the Old Gaol was used for many purposes: as a prison for females, a lock-up, a Police Station, and living quarters for North Ward police constables and Inspectors. Later, in this chapter, other uses of the buildings and grounds by organizations, such as the Defence Department and the Benevolent Society, are described.

ALTERATIONS, ADDITIONS AND REPAIRS

When handed over to the police, the Old Gaol underwent several alterations. The premises were used by the police primarily as living quarters. The gaoler's and turnkey's quarters and the men's block were the two buildings used for the accommodation of the police. The women's block was used to secure female prisoners for some time but, after 1896, it was used as a police lock-up and storehouse.

The major problem inherent in converting the Old Gaol to a Police Gaol was the dilapidated state of the buildings, and this was one of the main reasons for discontinuing its use as a gaol. The gaoler's and turnkey's quarters were badly infested with white ants. The floor boards were rotting, the roof timbers had been invaded and, in some rooms, the floors were extensively destroyed (QSA A/41702 1901:#2135). There were other problems associated with the weathering effects of the rain. For example, the handmade bricks were, as previously mentioned, of very porous nature, and were strongly impregnated with saline matter (loc. cit.). Therefore, the walls of the gaoler's and turnkey's quarters were constantly in need of kalsomining.

In October 1893, a recommendation was made to allow Const. Halligan, in charge of the Police Gaol, to reside on the premises in one half of the Old Gaol quarters, and to permit Sr. Const. Brett to occupy the other half (QSA A/41702 1893:#3 &#4). By November of the same year, the two Senior Constables were occupying the gaoler's and turnkey's quarters. However, space

was limited as Halligan had a large family, so it was suggested that the associated cell of the men's block be 'divided into five rooms, each 10 by 15 feet [3048 x 4572mm] and one room to adjoin stairtop enclosure 8 by 10 feet [2438 x 3048mm] allowing 3 feet 6 inches [1067mm] for a passage lengthways' (QSA A/41702 1893:#5 & #6).

The Old Gaol was being used as a temporary lock-up by November, 1897 (QSA A/41702 1897:#17). The lower floor of the constable's quarters was used as the lock-up for North Ward and, when the Circuit and District Courts were sitting and the cells in town were full, the prisoners were taken there (QSA WOR/A 1900, 1898:#1). On December 22, 1898, tenders were called for the construction of a new lock-up and stockade at Townsville (QSA A/41705 1898:#2).

Police Constable's Quarters

The upper associated cell in the men's block was able to be converted into quarters for police constables and their families. The cell was divided by pine partitions, though not to the original specifications mentioned above, to make a bathroom, a kitchen, and five rooms each measuring 14 x 12 x 9 feet [4267 x 3658 x 2743mm] with cement floors (QSA A/41702 1907:#008345).

When dividing one large room into several smaller rooms, problems may occur with ventilation. This was the case when, after converting the men's block into living quarters, four rooms had two windows each, and the fifth room had one window. A

major problem was caused by the gaol's 16ft [4877mm] high security wall, which was close to the quarters and 'prevented any breeze from entering the enclosure' (loc. cit.). When the cell was one large space, cross ventilation might have been effective. However, although the wall was a minor cause of poor ventilation, the erection of partitions no doubt stifled the cross-ventilation process. After all, the upper floor was not originally designed for general accommodation purposes.

In January1896, Cyclone Sigma struck Townsville and extensively damaged the gaol. Inspector Fitzgerald reported that the ridge capping had blown off, windows were broken, the paddock fence had been destroyed in certain places, and gas fittings and a shed used as a forage room were destroyed. The place badly needed painting inside and out, the well or cistern had fallen in, the work sheds were completely destroyed, and the earth closets were damaged. In addition, the dividing wall was levelled (QSA A/41702 1896:#12, #13 & #14). In 1903, Cyclone Leonta caused damage to the buildings and grounds when it destroyed fences, blew down trees and shrubs, and shattered glass panes (QSA A/41702 1903: #19).

In July, 1898, Senior Inspector Alex Douglas recommended the removal of the Old Gaol walls and buildings not required for prisoners (QSA WOR/A 443 1900:502-696 1898:#3561). Therefore, by 1913, the 16ft [4877mm] high brick security wall had been lowered to a maximum height of 5ft [1524mm] (Plate 7), and an offer of 10/- [$1.00] per 1000 bricks was accepted for

the removal of bricks from a Mr Smith (QSA WOR/A 1869 1917:14263-14495 1913: #1).

Constable F.S. Tapsall wrote a letter to the Commissioner on November 30, 1939 (QSA A/41702 653S 1939:#7), concerning the 'Condition of North Ward Police Station, and alterations required to District Inspector's Residence to convert as a Police Office and Residence at North Ward'. In this letter, Constable Tapsall described the police constables quarters as:

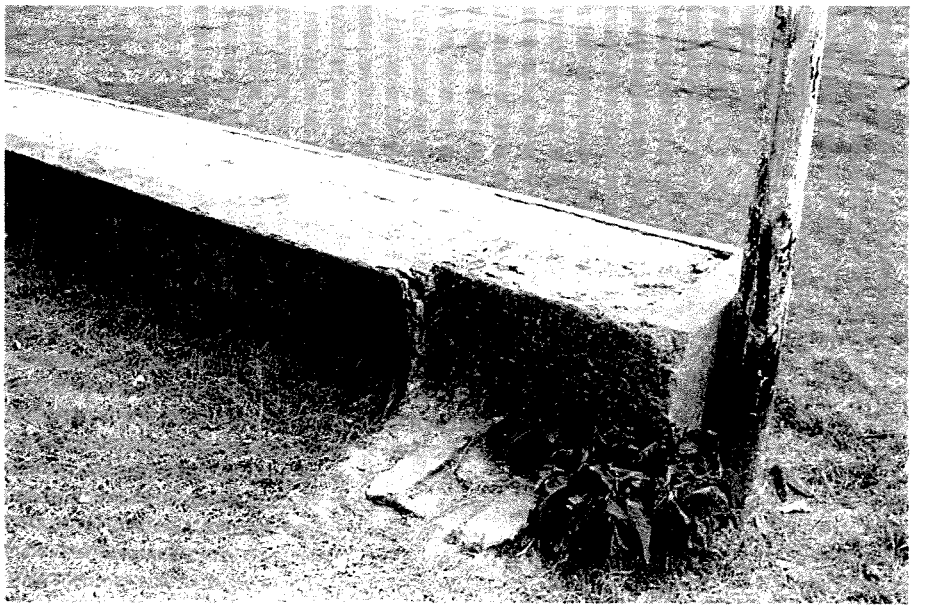
> ... a very old structure... enclosed by a brick wall five feet high, this being portion of the wall that surrounded the premises when utilised as a Gail [sic.]. The building a two storied structure is built of brick, wood, and cement.
>
> The bottom portion consists of two rows of six Cells on each side of the passageway, one which I use as an Office. This Office has only one window, and has no ventilation. During the summer months this Office being on the western side of the building gets very hot and it is practically unbearable to remain in the Office during the summer afternoons.
>
> The top portion of the building which is used as a residence, was originally Cells similar to the bottom portion, but the interior brick walls have been taken out, and wooden partitions have been built.[1] These partitions do not extend to the ceiling, and the air vents still remain in the brick wall surrounding the building, and together with the iron bars which still remain at both ends of the hallway make the top portion very draughty. The floors are concrete, and since residing here my wife complains of pains in the joints of her Legs, and has been informed by Doctors that this is due to standing continually on concrete floors. During rainy weather and for days after, the brick walls

[1] In fact, the top portion never had interior brick walls; this was the associated cell, one large dormitory room.

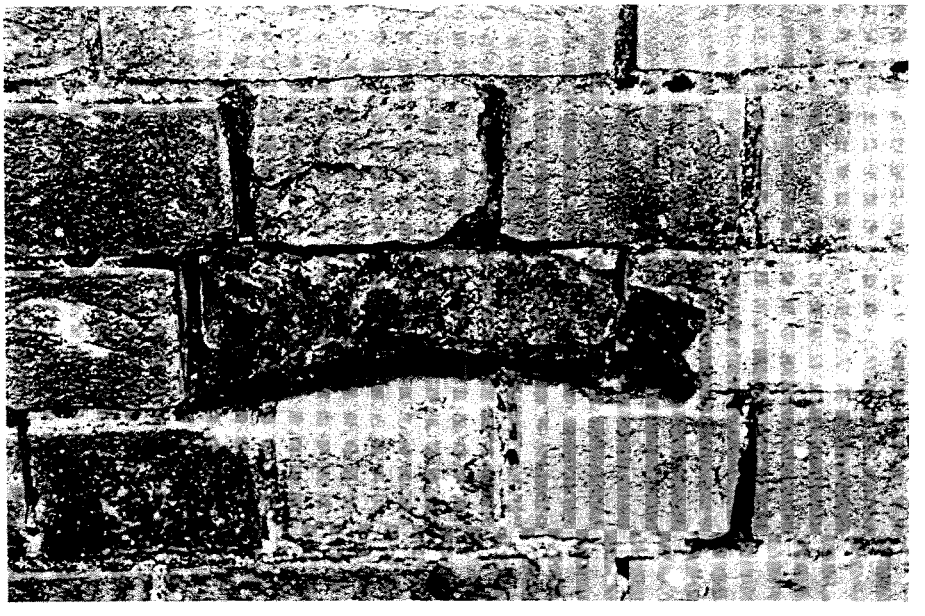
> become very damp, also the floors under the Linoleum which makes the place very unhealthy.
>
> This building described above is not suitable to reside in, and to put the whole building in a good state of repair the costs would not be warranted.

At one stage, it appears as though there were plans to add verandahs, or balconies, to two sides of the constable's quarters. The poor condition of this building made it unsuitable as living quarters. In 1897, there was mention of withdrawing the application for a balcony, in favour of converting the ground room into an office (QSA A/41702 1897:#16). However, in 1901, a medical health officer explained that the lack of verandahs meant the walls were exposed to rain in the wet season, and suggested 'the heat of the sun on the bare walls in summer' rendered some rooms 'uninhabitable' (QSA A/41702 1901:#2135).

A block plan (dated 17.11.07) was sketched showing the proposed addition of new balconies along the northern and southern sides of the constable's quarters (QSA WOR/A 19741 1913:3985-4162) (Appendix F). The 1913 specifications for alterations at the Old Gaol included making good the two (2) ends of verandahs at the Police Station where they were exposed by the lowering of the brick wall (QSA WOR P15 1913:#1). Therefore, it may be assumed that the proposed verandahs were actually added to the constable's quarters, as the same specifications made separate reference (loc. cit.) to the removal of the verandah which went around the front circle (see Chapter 2).



a) North-west corner of the wall.



b) Detail of the wall's hand-made bricks.

Plate 7: Lowered brick security wall.
Photographs by the author, 25 June, 1992.

By 1942, new police quarters had been built off the premises and the men's cell block was used for the occupation of the Black Tracker and his family (QSA A/41702 653S 1942:#4). The tracker's quarters were demolished in October 1954, and temporary accommodation was found for the tracker and his family in the downstairs portion of the Inspector's quarters (QSA A/41702 653S 1954:#2).

Police Inspector's Quarters

The gaoler's and turnkey's quarters were used for occupation by Inspectors until 1955. According to a letter written in February, 1896 (QSA A/41702 1896:#14), the quarters previously occupied by Inspector Murray were converted into a plague hospital, referred to as a lazarette. However, a sketch plan of the premises drawn in 1896, shows the portion of the land used as a lazarette as the inspection yard, formerly used for drying clothes and as a forage store and stable, but initially used for the exercise of female prisoners (QSA WOR/A 406 1898 4403-4691:#01583) (Figure 4.a).

Inspector Douglas wrote a letter to the Commissioner of Police, in July 1898, concerning repairs required to the Inspector's quarters at 10 Warburton Street, North Ward (QSA WOR/A 443 1900:502-696 1898:#3450). The problems were listed as: 'the interior of the house being very dirty, four globes deficient from the gas jets, several doors without keys, one door lock broken', the flooring of one downstairs room in need of repair, the interior needed painting, the walls were 'badly stained, pencil marked and full of holes, the plaster having in consequence

crumbled away in several places', and the drains were blocked. Inspector Douglas also requested that a lattice and plaster partition between two rooms upstairs be removed so as to convert four small rooms into two large, airy bedrooms with two windows each.

Alterations were made to the Inspector's quarters in 1899, when one staircase was removed, and the hall was converted into one room with three french lights (QSA A/41702 1899:#18). In 1901, a medical health officer reported that the 'rooms strike one as dark, damp, dismal and depressing, the ventilations everywhere by sash windows being quite inadequate in this climate' (QSA A/41702 1901:#2135). In 1904, it was noted that most of the doors in the Inspector's quarters were unable to be locked; the mortar was falling off the walls; the fences, outhouses, water taps were out of repair and, in fact, the whole surroundings had a 'neglected look' (QSA A/41702 1904:#23).

It seems that the requests for a balcony to be added to the quarters were made not only by administrators of the Old Gaol, but also by the police Inspectors who resided there afterwards. In June 1907, a reference was made to the lack of a verandah causing the sun to shine directly on the brick walls, making the interior very hot, both day and night (QSA A/41702 1907:#24). One medical report declared that the living conditions of the building were not 'advantageous for a woman with a young family' (loc. cit.). During 1910, the quarters appeared to be in a very poor state. The floors were much eaten by white ants, the house was infested with rats, the gas pipes were leaking badly,

and the building was reported to be 'quite unfit for habitation' (QSA A/41702 1910:#26).

Finally, on April 22, 1914, tenders were called for the construction of a new balcony at the Townsville Inspector's quarters (Appendix D) (QSA A/41702 1914). However, the exact date of construction and the contractor who made the additions are not known.

Constable Tapsall, as previously mentioned, wrote a letter to the Commissioner of Police regarding the condition of the buildings at the North Ward Police Station (QSA A/41702 653S 1939:#7). This letter contained a brief description of the Inspector's quarters:

> This building is a two storied structure. The bottom portion consists of four rooms and a kitchen, and the top portion consists of six rooms, one bath room, and front verandah, partly louvered [sic.]. All the top portion has wooden floors.

In the same letter, Const. Tapsall mentioned that the quarters were, at the time, unoccupied. He then proceeded to make suggestions for alterations and additions to the Inspector's residence, which would probably have benefited him should he have been allowed to occupy those premises. Const. Tapsall thought this building would be quite suitable as a residence and an office for the North Ward Police Station, if such alterations and additions were carried out. Some of the suggested alterations, such as a private entrance and two french doors leading onto the verandah, appear to have been disregarded. Const. Tapsall also recommended the removal of two mango

trees. There is no documentation or evidence that suggests that any of the alterations or additions were carried out at all during that time or, indeed, over the next few years. However, basic repairs, such as replacing rotten floor boards, would probably have been made for safety reasons.

In 1945, a letter was written by Sub-Inspector D. MacDonald concerning alterations and additions to the quarters by means of converting the building into two flats, on separate floors (QSA A/41702 653S 1945:#3). However, on the same letter was a note, written in a different hand, stating that the residence was not made into two flats, and was later occupied by Insp. Mahony and family, and was not considered too large.

OTHER USES OF BUILDINGS AND GROUNDS

The Benevolent Society requested the use of certain buildings and grounds for a period in 1896. The portion made available for the use of the Benevolent Society included the men's cell block and the women's cell block, comprising 19 cells and two large dormitories, and the kitchen (QSA WOR/A 406 1898 4403-4691:#01583) (Figure 4.a). At the time, the top floor of the men's block was being used by Constable Halligan and his family (loc. cit.). The president of the Benevolent Society, Mrs Ellen Macarthur, was sent a telegraph (dated 30.4.96) informing her that Inspector Fitzgerald has been instructed to hand over a portion of the Old Gaol buildings (QSA WOR/A 406 1898 4403-4691:#4). However, there is no indication of the reasons for the use of the buildings and grounds, the length of time for which

they were used by the Benevolent Society, nor where Constable Halligan was accommodated during that period.

In June 1903, the Defence Force (Commonwealth Military Department) was in possession of two rows of cells (women's cell block) and one building (kitchen) at the North Ward Police Station (QSA A/41702 1904:#20). One of the cells was 'full of cartridges and marked on the door "Ammunition"', and the kitchen was used to store a 'few loads of camp baggage' (QSA A/41702 1904:#20, #21 & #22).

It is not known if the Defence Force kept stores at the Old Gaol between 1904 and 1940. However, during World War II, the Old Gaol premises were used again by the Defence Force and for purposes other than those of the Police Department. In December 1942, the cells of the Old Gaol contained emergency hospital stores of bedding, beds, and other requirements (QSA A/41702 653S 1042:#4). In February 1943, permission was granted for the premises to be used for slit trenches only, provided the Inspector of Police, Townsville, was consulted on the placing of such trenches so that they would not be a menace to occupants of premises erected on the Reserve (LDRF Res.4068 1943:#4).

It appears that, after 1943, the Defence Force was trying to gain control of the Police Reserve (R.198, the Old Gaol premises) through the Land Administration Board. However, Police Inspector N.J. Carseldine submitted that it would not be in the best interests of the Police Department to allow the Police Reserve to be handed over for any purpose (QSA A/41702 653S 1942:#4). Evidently the land on which the Old Gaol had been

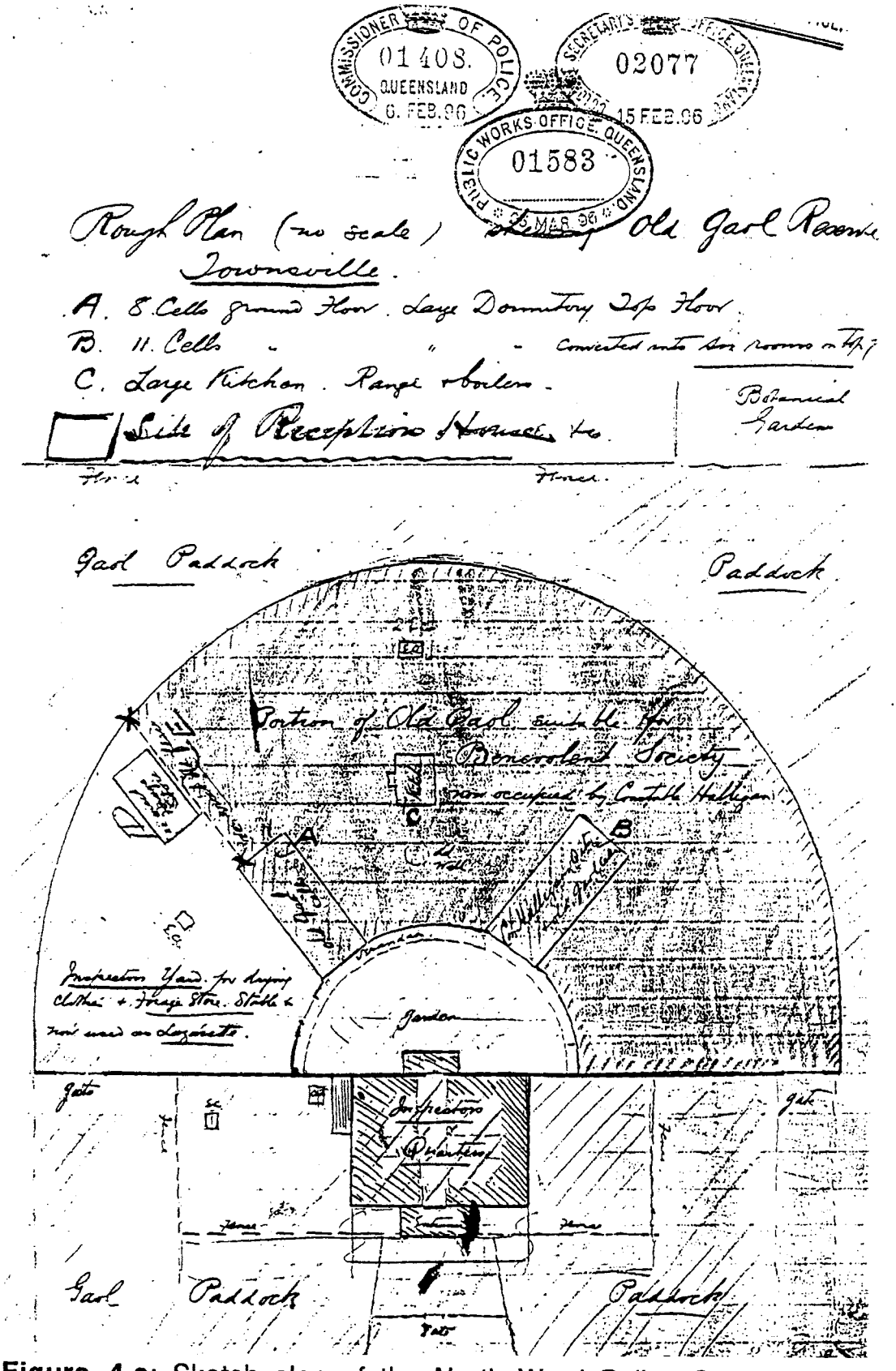


Figure 4.a: Sketch plan of the North Ward Police Station (not to scale), showing the portion used by the Benevolent Society and the yard used as a lazarette.
After QSA (WOR/A 406 1898 4403-4691 1896:#01583).

situated had become quite valuable, and its use was requested by more than one Government department.

The last Police Inspector to live in the quarters at 10 Warburton Street, the old gaoler's and turnkey's quarters, was Inspector E. Hird who made a complaint about the poor condition of the building. In his letter of February 24, 1955, to the Commissioner of Police, (QSA A/41702 653S 1955:#1), he asserted:

> I occupied the present Inspector's residence at 10 Warburton Street on Friday night, 18th instant, and on seeing the condition of the house (brought about by alterations which had already commenced, but had been stopped) I seriously considered taking my wife elsewhere. However, I decided to occupy the residence as it would probably only be for a short period.
>
> Two brick partitions have been demolished, the verandah ceiling taken out and the house ceiling breached in places where the partitions have been removed. There is no copper in which to boil clothes - a very necessary convenience in this climate. The floors were covered with brick and mortar dust. Although efforts had been made to clean this up, much of it still remained, and my wife had considerable cleaning to do to make the house habitable.
>
> The foregoing are only a few of the drawbacks associated with the occupation of the house. Household effects had to be hoisted up to the first floor by ropes, there being no rooms on the ground floor which could be occupied. The kitchen, bathroom and living room are situated on the first floor. The toilet, which is in a bad state of repair, is situated on the ground floor...
>
> I have not had any linoleum laid... In any case, portion of the floor where the partitions existed is white ant eaten...

> To add to my wife's discomfort, there is a seven foot carpet snake somewhere about the building, believed to be in the ceiling...

Obviously, Inspector Hird dearly wished to leave the premises and pointed out these problems as part of an application for rental assistance. This building, originally used as the gaoler's and turnkey's quarters and thereafter used as police Inspector's quarters, was in great need of repair and therefore no longer suitable for accommodation.

CONCLUSION

The Old Gaol, when transferred to the Police Department's control, did not seem to fulfil the functional requirements needed for a Police Station and living quarters. Design problems irritated almost all of the Police Constables and Inspectors who lived there. The partitioning of the associated cell of the men's block was poorly designed, and the use of the ground floor cells as offices was inefficient. The Government designers, or those in charge, appeared to be unaware of the special design needs for tropical climates. As was the case with the Old Gaol, the Police Station might have only been regarded as a place of employment rather than as a place of accommodation for police workers and their families.

It is apparent that the methods of requesting work done on the premises entailed many bureaucratic procedures. Letters were passed from the Police Inspectors to the Commissioner of Police, to the Colonial Secretary and Government Architect's offices, and this meant that alterations, additions and repairs

would have sometimes taken months to be approved and completed. However, the Government seemed more likely to disapprove most requests, unless they were absolutely vital. Perhaps, alterations to a Police Station in North Queensland could not be justified financially.

The changing use of the premises continued when, during the early 1950s, the then Department of Public Instruction, Department of Health and Home Affairs and the Police Department, discussed the exchange of areas marked as Police Reserve (R.198) and used for Mental Hospital purposes (R.199) (the Reception House which was located behind the Old Gaol), for school land fronting Oxley Street marked Reserve R.193 (LDRF Res.8504 1978:#2) (Figure 4.b). In other words, the land used by the Police and Health Departments were exchanged for school land, the main purpose of which was to allow for the construction of a new brick school to replace the existing buildings at the State School Townsville, originally constructed in 1869 (LDRF RE:51/1912 Lands 1951:#3). The new school, built on the Old Gaol premises in 1955, was named the Townsville Central State Primary School and the students and staff from the previous State School Townsville, were transferred there.

Only some of the major changes, and requests for changes, have been discussed in this chapter. There were many more alterations, additions and repairs conducted at the North Ward Police Station and Inspector's quarters.[2] The following chapter

2 Further specifications and lists of repairs may be found in Appendix C at the end of this thesis.

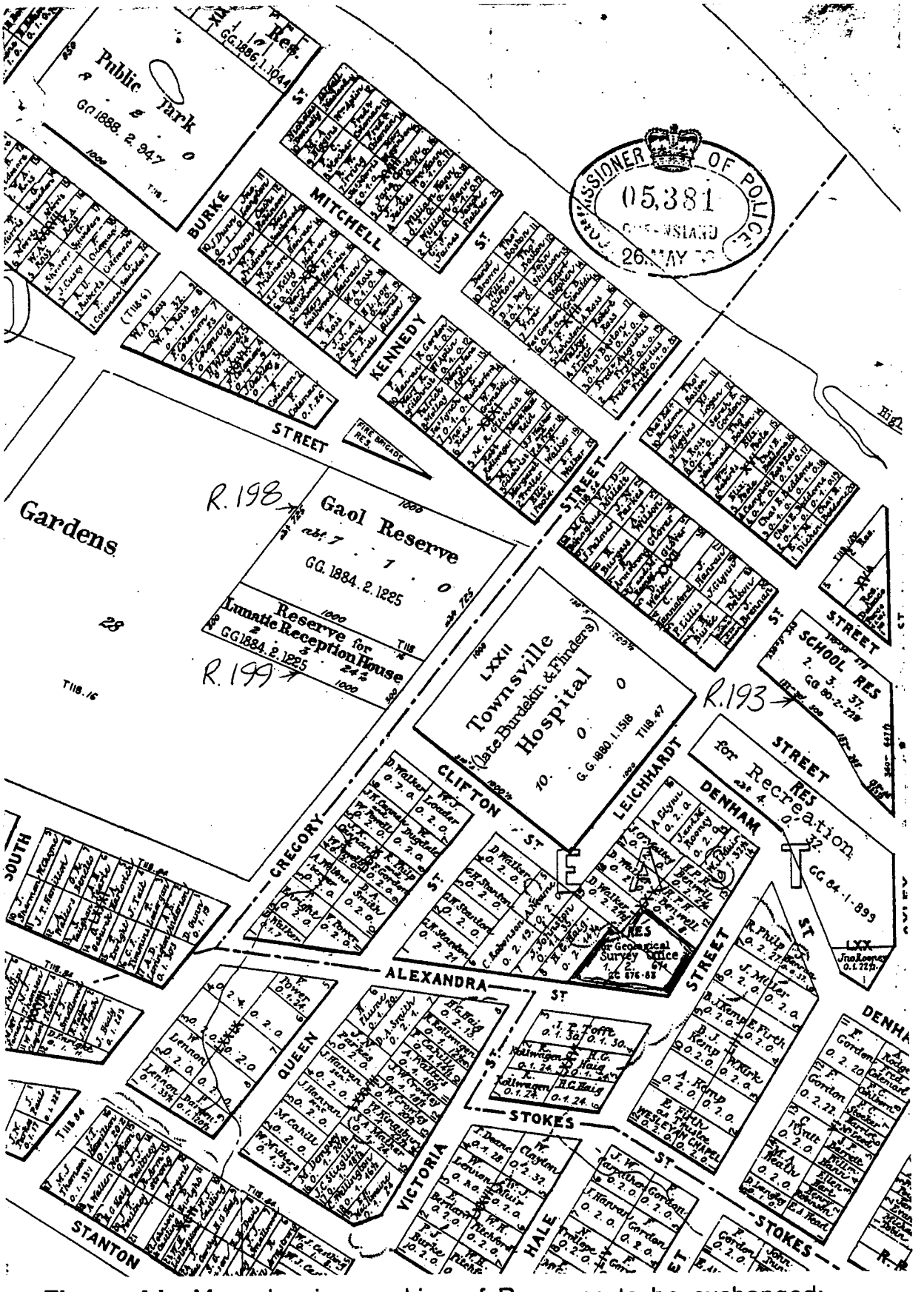


Figure 4.b: Map showing marking of Reserves to be exchanged: R.199, R.198 & R. 193.
After QSA (A/41702 653: #05381).

leals with the exchange of lands and alterations made to the premises during the construction of the new Townsville Central State Primary School.

CHAPTER FIVE

CONCLUSION

This chapter begins with a brief description of the work carried out during the design and erection of the new Townsville Central State Primary School, on the former Old Gaol premises, from 1949 to 1958. Following this, the re-use of old buildings, particularly in Australia, is discussed in relation to Townsville's Old Gaol fabrics and area. Other important aspects discussed include design problems, and the significance of Townsville's Old Gaol to the interdisciplinary study of people and structures.

Townsville Central State Primary School

The first school at Townsville Central, known by the Education Department as the State School Townsville, was opened on 11 March 1869 (LBH EDF 113 TCSS, 69 Box #1, 1968:#1). The original school buildings were primarily made of timber and were subject to rapid deterioration, especially because of white ant infestation inherent in the Townsville region. During the late 1940s, the school was in a dilapidated state, and was too small for the number of students enrolled at the institution. Therefore, new premises were required for the erection of a new Townsville Central State Primary School. The Old Gaol premises were considered to be the most suitable for school purposes.

A decision was made by the Queensland Cabinet, in 1950, regarding the re-allocation of reserves held by the Department of Public Instruction and the Department of Health and Home Affairs (QSA C368 1950:#1). The letter of advice sent by Under Secretary Townsley included:

> (a) That Reserve 198 be transferred from Police Reserve to the Education Department, to enable new State School and new State School Residence to be built thereon, this transfer to be subject to the Department of Health and Home Affairs for a Doctor's Residence and any other use that may be decided.
>
> (b) That Reserve 199 be transferred to the Education Department from the Department of Health and Home Affairs.
>
> (c) That Reserve 193 and building present thereon, be transferred to the Police Department for use for a Residence of Inspector of Police.

As described on page 78 and shown in Figure 4.b, Reserve 198 was the Old Gaol premises, Reserve 199 had been used for Mental Hospital purposes, and Reserve 193 was school land.

On September 30, 1952 (LBH EDF 113 TCSS, 68 Box#1, 1952:#4) instructions were given for the design of:

> ...a new fourteen classroom brick school incorporating:
> a) The existing Police Inspector's residence as the Administration Block...
> f) Black Tracker's accommodation elsewhere
> g) Demolition of existing cell buildings and general improvements to the grounds...

Included in the instructions for erection of the school, listed by the Department of Public Works were[3] :

> Re: (a) - Administration Block is an existing two-storey brick residence to house Head Teacher, male and female staff rooms and staff lavatories, medical inspection, visual education and library.
>
> Work involved includes the removal of three brick partitions, new paving to entrance and new balcony for ventilation and covered way entry to building...
>
> Re: (g) - Ground Improvements include the removal of existing buildings, walls and unsuited concrete pathway, and the provision of new paths and brick front fence allowed for.

Theeuf Bros. tendered in 1949, to the Department of Public Works, for the removal of concrete floors and clearing of land ready for the construction of the new school, for the sum of £74.10.0 ($118) (QSA C368 1949:#2).

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[3] For further details of specifications for the school, see plans in Appendix F.

Building was expected to be completed by September 30, 1955 (LBH EDF 113 TCSS, 68 Box#1 1955:#3). In May, 1954, an inspection by C.L. Searle, of the Queensland Department of Public Instruction, showed the accommodation at the old school to be 'far from satisfactory' and reported that the infants block at the new premises, the site of the Old Gaol, had been completed (TCSS Files 1954:#2). A similar inspection conducted on November 28, 1955, reported occupation of the new building which:

> ...from the points of view of attractiveness, light and ventilation, is almost ideal but, unfortunately, shortage of staff and the consequent increase in the sizes of classes taught by one teacher, leads to uncomfortable crowding in some class rooms.
>
> (TCSS Files 1955:#3).

However, District Inspector Searle also reported that the teachers and children were very proud of their school, and were doing everything they could to preserve its beauty.

The walls of the cell blocks of the Old Gaol were demolished in 1955. However, the foundations remained for several more years (LBH EDF 113 TCSS - 1968, 1955:00343). By September 1956, two classroom blocks of brick and concrete had been built on either side of the administration block and were linked by a covered access way (LBH EDF 113 TCSS 1968, 48980/56). The school was designed to suit tropical conditions, providing excellent light and ventilation, and to complement the existing gaol building, the former gaoler's and turnkey's quarters (see Plate 2.a). This building was subsequently used as the administration block for the school.

After 1956, several other buildings were erected and many alterations made to the grounds. Nevertheless, the administration block was kept largely intact, although some partitions have been erected and the uses of the spaces changed. The member for Townsville, N.R. Scott-Young, wrote to the Minister for Education and Cultural Activities in 1976, commenting that the old Police Inspector's residence was 'an object of Architectural beauty', but did 'not lend itself to alterations' (LBH EDF 113 TCSS - 76, 1976:113/w/133). This was mentioned in relation to the library being housed in the building at the time and a request for a new library building to be constructed on the premises.

The foundation of the men's cell block was demolished with great difficulty, but the foundations of the sentry tower (Plate 8a) and women's cell block (Plates 8b & 9b) remain to this day, as does most of the lowered brick security wall (Plates 7 & 9a), which had openings cut through it to allow for easier access. The foundation of the women's block still clearly shows the lines of demarcation for the cells, although handball lines have since been painted on the concrete.

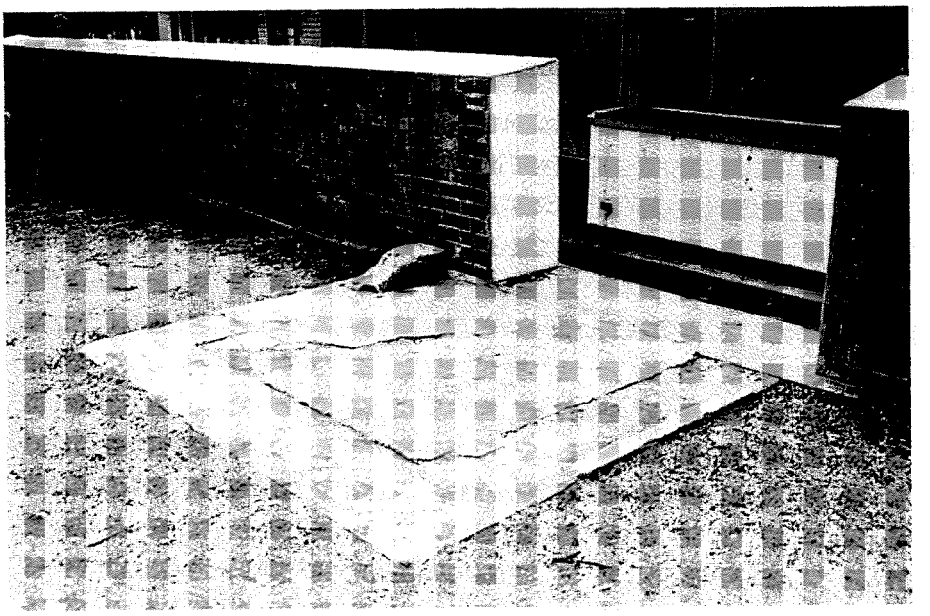
In an endeavour to save the semi-circular brick wall from demolition in 1969, the Townsville Historical Trust wrote a letter to Perc Tucker, Member for Townsville North, describing some of the elements of the Old Gaol that were incorporated into the new school:

> The Gaol Commandant's house, a building of great charm and architectural merit, was tastefully incorporated into the school complex when it was erected comparatively recently: it appears to be in an excellent state of repair. Extending in a semicircle around the back of the school is the original gaol wall. Although its height has been reduced, and openings made to give access to the grounds, it is intact in other respects, and appears as substantial as when it was built. Its mellow bricks are of very pleasing appearance. The house and wall date from 1878 and, as far as we know, there are no older buildings in North Ward: certainly there are none that are structurally so sound, and so attractive.
>
> (LBH EDF 113 TCSS - 1968, Bundle 2, 1969:#1).

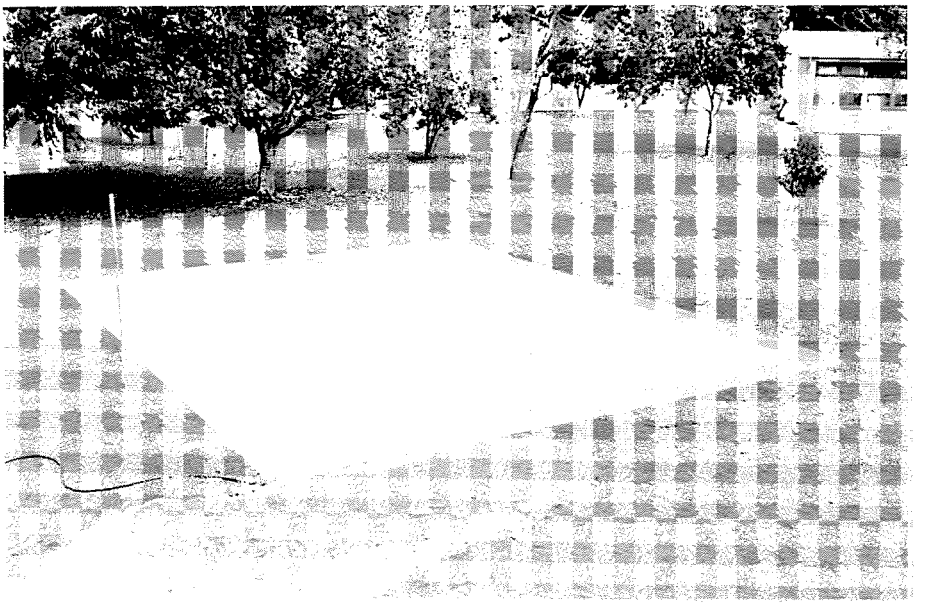
The society's application was successful and, in 1990 some two decades later, the Townsville Central State Primary School was presented with a plaque, from the Townsville City Council and the Townsville Branch of the National Trust, noting the Old Gaol site as a place of historic and cultural interest (Figure 5.a). The features of interest noted on the plaque include the old gaoler's quarters and extant elements of the original brick wall.

Re-use of Old Buildings

The re-use of the gaoler's and turnkey's quarters for police accommodation and for school administration purposes leads to a discussion on the re-use of buildings generally. If a building has been designed to fulfil one particular function, and has outlived the requirements for that function, it may no longer be an economically viable structure, especially if it needs a great deal of repair (Smeallie & Smith 1990:37). Conversely, the option of re-using a building, as opposed to constructing a new one, may be

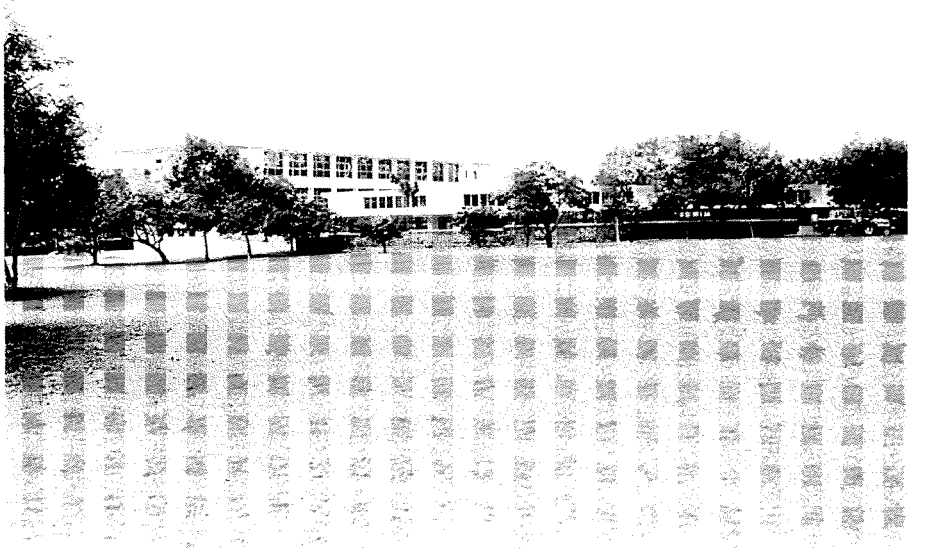


a) Foundation of the sentry tower, showing a portion of the original brick security wall.

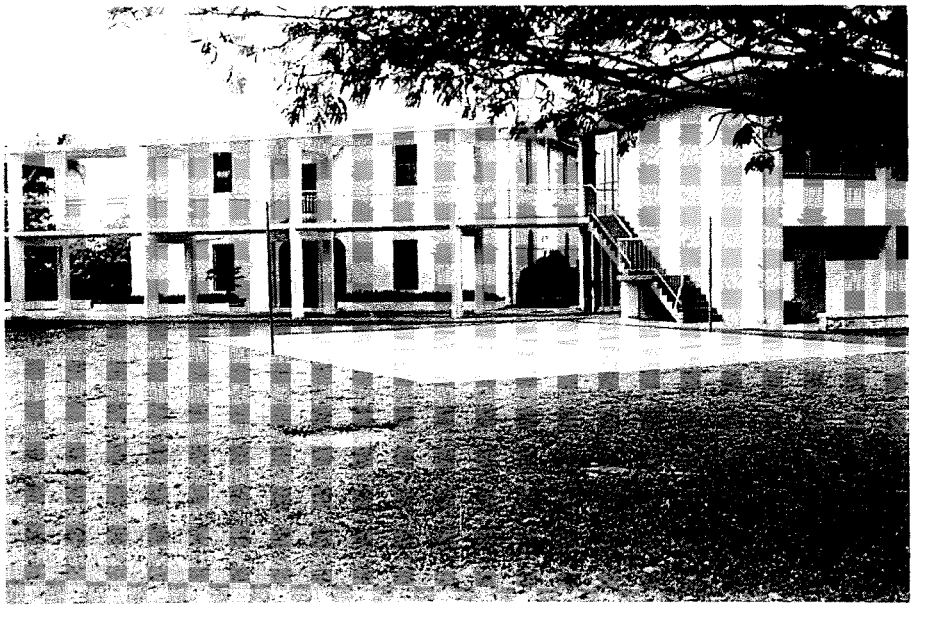


b) Foundation of women's cell block.

Plate 8: Remaining foundations of the Old Gaol. Photographs by the author, 25 June, 1992.



a) Western view of Townsville Central State Primary School showing some associated buildings and portion of the lowered brick wall.



b) View of the foundation of the women's cell block in relation to the old gaoler's and turnkey's quarters (left).

Plate 9: Some remaining elements of the Old Gaol. Photographs by the author, 25 June, 1992.

NATIONAL TRUST
Townsville Branch

Presentation of National Trust plaque

1991

Each year it is the custom of the Townsville City Council,
in co-operation with the National Trust of Queensland, Townsville Branch,
to present plaques to the owners of a number of Townsville buildings.

Central State School (incorporating the former Townsville Gaol)

was awarded a plaque
by the Townsville City Council
and the National Trust of Queensland, Townsville Branch
in 1991

Built as the first major gaol in north Queensland, the walls and cells were completed in 1878.

The gatehouse and Gaoler's house, now the Administration Building of Central State School, was not completed until 1880.

This building and the remains of the walls are the only known remnants of a gaol designed by the eminent Colonial architect Francis Drummond Greville Stanley remaining in Queensland.

Dorothy Gibson-Wilde

D. M. Gibson-Wilde
Branch Chairman

H. Cassells
Branch Secretary

Figure 5.a: Copy of the National Trust, Townsville Branch plaque presented to Townsville Central State Primary School in 1991.

a way of easing the financial burden on a new building project. Generally, it costs less to convert an old building to fit new functions than it does to build anew (Smeallie & Smith 1990:38). This is usually the case with buildings which have basic facilities already in place, such as water or sewage. Re-use may give new vitality not just to an old building but to the whole environment in which it is built (Latrielle et al 1982:12).

The buildings of an area may be familiar landmarks to the people of that area's community. When those buildings become old and dilapidated, and are consequently demolished, their disappearance and changes in the surroundings 'can lead to a sense of insecurity' (Tanner & Cox 1975:11). The construction of new buildings, in an area where there are still a number of functional old buildings, may be quite discordant with the streetscape. As Latrielle, Latrielle and Lovell (1982:14) argued: 'an old building often provides an image and atmosphere which cannot be convincingly re-created in a new one'. However, new construction may enliven the area. According to Tanner and Cox (1975:11):

> 'a "built" environment should give a feeling of continuity and maintain a balance between the old and the new. A living community must possess visible reminders of the past as a stable and relevant backdrop to the activities of the present'.

Tanner and Cox (1975:11-12) also believed that, in Australia:

> ... we are now coming to a point where we can see ourselves in a truer perspective; where we can recognise our buildings as reminders of our beginnings and direct links with the history of the community. The buildings of the nineteenth century document

> Australian architectural and social development from the earliest settlements to an era of an assured and established independence.

The conservation of old buildings may be a very important issue to the people of a community. The older buildings of an area convey meaning and, as visual resources, give an identity to their users (Smeallie & Smith 1990:94). Therefore, it may be more beneficial for an owner or developer to re-use and care for an older building, than to create a new one.

Many aspects are involved in the re-use of old buildings. If a building is particularly significant to the people of a community, issues such as restoration, or retaining significant fabrics, must be taken into account when adapting a building for a new purpose. As Tanner and Cox (1975:177) explained, 'great care must be taken to ensure that alterations and additions do not detract from the original work'. Nowadays, people involved with the re-use and care of old Australian buildings are aware of the guidelines for the conservation of buildings of considerable architectural and/or historical merit. These guidelines are incorporated in the Australian *ICOMOS Guidelines for the Conservation of Places of Cultural Significance*, known as the *Burra Charter* (see Appendix E).

The major elements of Townsville's Old Gaol that are extant on the school premises include: the brick security wall (altered and lowered in height) the foundations of the sentry tower and the women's cell block, and the old gaoler's and turnkey's quarters, now used as the school's administration block. Most of the external features of the old gaoler's and turnkey's quarters have

been well conserved, and adapted to suit the building's new use, with the exceptions of the chimney stacks which were destroyed by Cylcone Althea in 1971. The fanlights above the main entrance doors are still aesthetically pleasing, and suit the Georgian style of architecture. Balconies were added when the school was constructed (Plate 10a), but these do not appear to detract from the building. The main feature which is inconsistent with the Georgian style is the addition of a door which leads onto the front balcony (Plate 10b). This door is not constructed in the familiar twelve-paned, double sashed style, like the windows. Nevertheless, the door does have a total of nine panes and does not look out of place from the exterior.

The interior spaces have been changed by the removal of one set of stairs, and the addition of partitions to allow for the installation of a single toilet, a cleaner's room, and separate male and female toilets. The elaborate ceiling vents have all been removed, apart from one in a first floor female toilet (Plate 11a). There are still problems with the walls becoming damp in wet weather, and there are several places where the paint has peeled away to reveal the original plaster materials underneath (Plate 11b).

Significance of Townsville's Old Gaol

In spite of the alterations, additions and demolitions that have taken place over the years, this is still a site of architectural, cultural and historic interest. Townsville's Old Gaol is particularly significant to the interdisciplinary study of people and structures because:

a) it is an example of the material culture of nineteenth century Australian society;

b) it contains major surviving structures from Townsville's early years and the period of expansion in North Queensland;

c) it is an example of the re-use of buildings and sites in Australia;

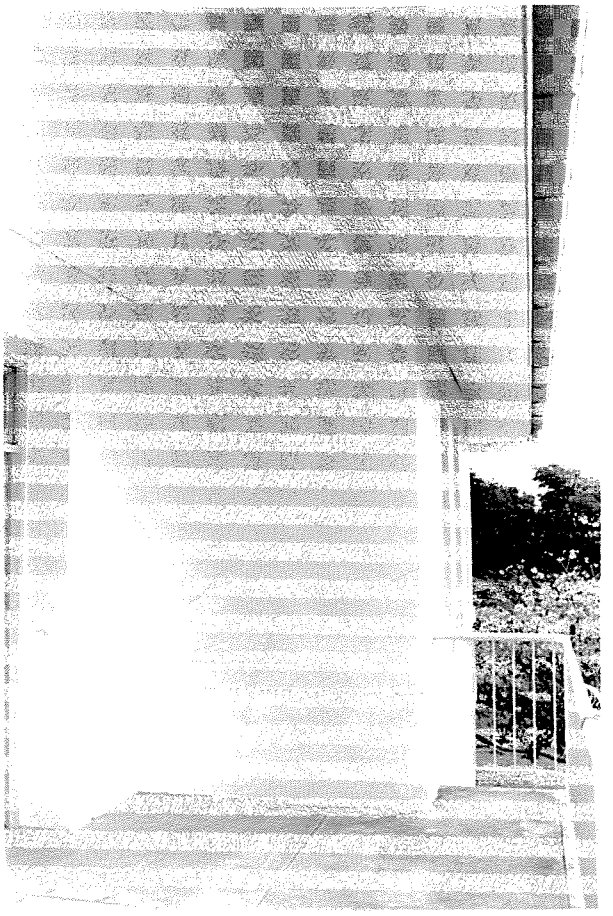
d) the old gaoler's and turnkey's quarters were one of the earliest brick buildings constructed in North Queensland, where the bricks were handmade locally and the complex erected by local builders;

e) the old gaoler's and turnkey's quarters are surviving examples of a Queensland prison structure designed by the Colonial architect, Francis Drummond Greville Stanley;

f) the extant building, the old gaoler's and turnkey's quarters, is a rare example of the Georgian style of architecture used in North Queensland during the late nineteenth century; and

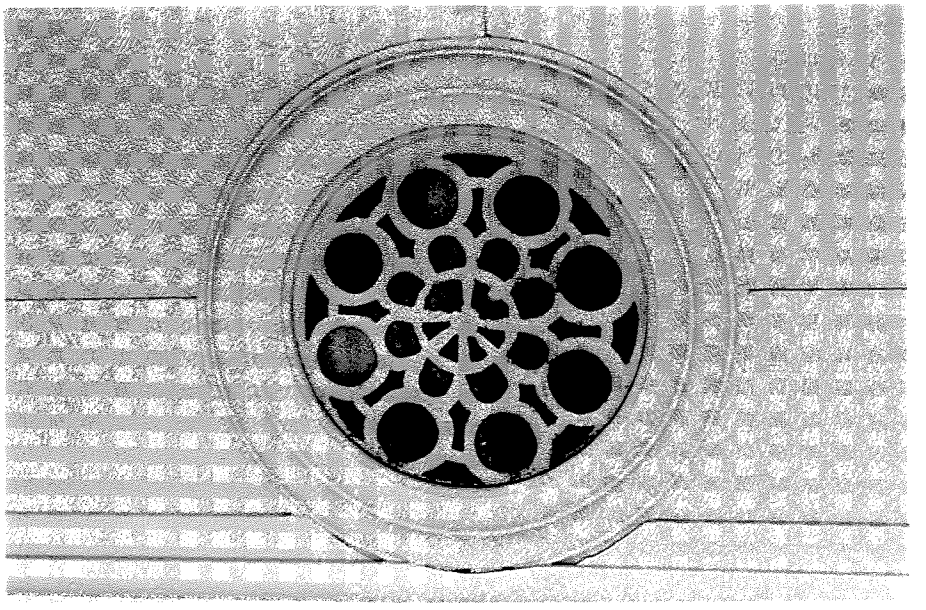
g) the remaining elements outline the radial design concept, adopted from American prisons and adapted to suit Australian demographic and environmental conditions, 'an explicit architectural demonstration of the penal philosophy adopted by the English Inspectors of Prisons about 1840' (Kerr 1990:9-10).

a) Exterior view showing the width of the balcony and the eaves of the overhanging hipped roof.

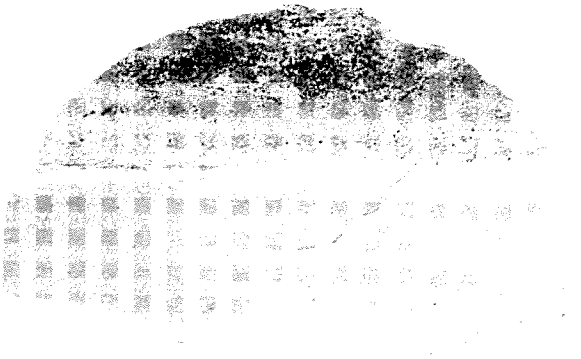


b) Interior view of the door added to lead onto the balcony.

Plate 10: Elements associated with the front balcony of the administration block.
Photographs by the author, 25 June, 1992.



a) Ceiling vent in a first floor female toilet.



b) Peeling wall paint revealing plaster underneath.

Plate 11: Details of interior elements of the administration block.
Photographs by the author, 25 June, 1992.

CONCLUSION

Reynolds (1991:11) suggested that it is important to show the real difficulties of the life of the time when interpreting our historic buildings and their contents. There were many difficulties in the life of the occupants of the Old Gaol, relating to social and design problems which this thesis has described. This thesis has outlined the different aspects associated with the design of the Old Gaol and has taken an interdisciplinary approach to the study of the relationships between people and structures. In interpreting the history of the Old Gaol, it has been shown how its design and fabric have affected the living and working conditions of the occupants of the premises until 1955 when it was converted to the Townsville Central State Primary School.

According to Smeallie and Smith (1990:111), the interior environment is the most important part of any building, and 'interior design and space planning require the most attention to produce attractive and livable space' (Smeallie & Smith 1990:4). However, the planning of spaces in and around a group of structures, and the relationships that the spaces have with one another, ultimately determines the success or failure of a built environment.

As mentioned in previous chapters, there were basic design problems associated with the use of bricks in the gaoler's and turnkey's quarters. Weather protection should have been provided for the ground floor, and rising damp still causes problems in that building. The lack of rain barriers, such as

balconies, for the ground floor, was a mistake that Stanley made when compensating functional requirements for aesthetic appeal associated with the Georgian style of architecture. Repair costs, owing to rain damage, may have proved to be more expensive than the cost of a balcony, which the Government was obviously reluctant to provide.

Other design problems that were associated with the Old Gaol included: the weak security points of the front circle's verandah, and the angle of connection between the semi-circular and front brick security walls. These were problems that stemmed from the use of the radial design concept used in many prisons but could have been avoided if Stanley had taken a more three-dimensional view of the complex. Spatial relationships between the men's and women's areas could also have been more carefully designed. The cell blocks virtually faced each other, allowing visual and verbal contact between the two sexes, as did the small openings between the slats of the yards' timber fences. However, the small windows at the end of the associated cell blocks did not allow adequate visual access for the turnkeys on night duty. It is because of the spatial layout, in the first instance, that the women were not afforded the basic privilege of bed boards.

As Townsville was a relatively new city, the increase in population could not have been fully anticipated but was, nevertheless, expected. Stanley certainly allowed for this in his design, but the prisoners of the time were treated quite poorly and were not regarded as worthwhile receivers of Government

funds. Unfortunately, this also meant poorer conditions for the people who worked within the institution.

It may be said that the Government and Stanley were both to blame for some of the problems associated with the Old Gaol structures. Neither living nor working conditions were favourable when the complex was used as a gaol, nor when it was occupied by the Police Department. Many design decisions would have been affected by the Government's budget. The absence of documentation and the lack of evidence to support many of Stanley's design decisions mean that it is difficult to understand the problems encountered by the Government and the architects of Colonial times.

It is important to remember that the mistakes made by the designers of the Old Gaol may not have been recognised as such until more recent years. Nowadays, designers are more aware of human behaviour in the built environment, and designers of institutions are generally attempting to provide more humanitarian living and working conditions for the occupants. The only way to really understand the spatial relationships required in design is through experimentation.

The Government designers, of those times, appeared unaware of the spatial and functional requirements needed to forge a good relationship between people and structures. However, the basic alterations, additions and repairs that were undertaken subsequently would have given those who worked and lived there a more comfortable life.

The design of the present-day Townsville Central State Primary School complements the old gaoler's and turnkey's quarters, and part of the fabric of the Old Gaol still remains on the premises. The designers of the school were aware that the users of the premises would spend a good part of their lives in the buildings. Largely a product of their time, the designers of the Old Gaol and Police quarters sadly lacked concern for the users.

Cultural systems affect behaviour and the design of built forms. However, once built, forms conversely affect behaviour. The continued re-use of the old gaoler's and turnkey's quarters, over the last 100 years, has shown symmetrical planning, exemplified in Georgian design, as relatively easy to adapt to different uses. Perhaps, because he was aware that the building would only be used for gaol purposes for ten or twelve years, Stanley used this style of architecture to serve that purpose.

It is hoped that this thesis provides a framework for the anthropological study of historical buildings and architectural design. Studies by historians and architects often place buildings within a stylistic framework, using the form and design of buildings as documents of the changes in periods of architectural style. Architectural historians and historical architects have sometimes disregarded buildings as having a relationship with the people who use, have used or will use them. On the other hand, anthropologists need to be encouraged to study buildings as items of material culture and as evidence of the past lives of people.

Buildings are documents, not only of architectural changes, but of the characters of their designers, of technological innovation in the building and design industries, and of changes in the behavioural patterns of people. There is much to be learnt from the study of buildings, whether they be historic or contemporary. The cultural use of contemporary buildings must also be taken into account in the study of architectural design, as the mistakes of today are the problems of tomorrow. Through an interdisciplinary study of people and structures, we can learn from our mistakes of the past and therefore plan better for the future. Townsville's Old Gaol is a prime example of the problems associated with the design, use and re-use of buildings.

APPENDIX A

GLOSSARY

AF	arc-shaped feature or support structure
BALCONY	platform projected from raised floor of a building
CANTILEVER	projecting bracket, supporting a cornice, balcony or similar structure
CAP	coverage for upper or top surface
CHIMNEY	space through which smoke from a fireplace is carried
CONCRETE	solidified mixture of sand and cement used as a building material
CORNICE MOULDING	ornamental moulding around the top of a wall
CORRUGATED IRON	sheet-iron folded into alternate furrows to increase its rigidity
COURSE	continuous masonry line at one level of a building
CRUSHER	machine used to crush ore or other rock material
DENTIL	notched or tooth-like
EAVES	the lower, overhanging edges of a sloping roof
FEATURE	part not needed for support and used as an attraction
FLUE	chimney shaft
FOUNDATION	substructure or base of a building
FRAME	the fabric which supports a structure

VANISED	zinc-coated
GRATING	cross or parallel bars formed as a partition
KALSOMINE	see 'whitewash'
LINTEL	horizontal support beam over a window or door
MASONRY	building material of stone, concrete or brick
PALISADE	paling or staked fence
PANE	glass sheet in a window
PIER	solid, upright masonry support pillar
PRECAST	formed or moulded before being moved into position
RAFTERS	solid beams extending from the ridge to the eaves
RENDER	to cover masonry with plaster-like substance
RIDGE	horizontal line at top of roof where rafters join
SASH	frame for window glass
SIZE	glue-like gelatinous substance
STAIRCASE	flight of steps with supporting railings
STAIRWELL	space used to contain a flight of steps
SUSPENDED FLOOR	floor under which there is no solid foundation (eg. concrete); it is supported on beams, columns or walls
VENTILATOR	small opening used for access to fresh air
WHITEWASH	coating for walls made of whiting, size and water
WHITING	pulverised chalk or lime

APPENDIX B

INVITATIONS TO TENDERS, ESTIMATES AND SPECIFICATIONS FOR WORK AT TOWNSVILLE'S OLD GAOL

Extract showing probable Amounts required for the Erection of each Building, Townsville Gaol.

Main Boundary Wall	1614	10	4
Small do do	539	1	–
Dwarf Wall	138	12	–
Boundary Fence to Yards	176	10	–
do Wall to Outer Court	2084	2	8
Male Ward	2962	5	4
Female Ward	3350	8	6
Kitchen	480	19	–
Vault to do	184	1	–
4 Closets	457	12	–
Tower	269	3	8
Two Vaults	213	10	–
Gaolers Quarters	1736	11	2
Vault to do	184	1	–
Wardens Quarters	2144	18	10
Two Vaults	200	–	–
Work Shop Shelter Sheds Drainage &c	358	13	6
Total Cost £	17.100	–	–

After QSA WOR/A 369 1875:#1.

Department of Public Works,

Brisbane, 13th May, 1875.

TO BUILDERS AND OTHERS.

GAOL, TOWNSVILLE.

TENDERS will be received at this Office, and at the Court Houses, Townsville, Rockhampton, and Maryborough, until Four o'clock p.m. on FRIDAY, the 18th June next, from persons willing to contract for the erection of a Gaol at Townsville.

Tenders to be endorsed "*Tender for Gaol, Townsville.*"

Plan, Specification, and form of Tender may be seen, and further particulars obtained, at this Office, and at the Court Houses, Townsville, Rockhampton, and Marybborough.

Tenders must be on proper printed forms, and must state the time within which it is proposed to complete the work, and at the foot of every Tender there must be a memorandum signed by the party tendering, agreeing to deposit the sum of ten per cent. on amount of Tender, as security for the due performance of the Contract in the event of the Tender being accepted, and undertaking in that event to execute and deliver, at the Office of the Crown Solicitor, Brisbane, within fourteen days from the usual notification of acceptance, a Bond to Her Majesty for securing such performance; otherwise the Tender will not be taken into consideration.

The lowest or any Tender will not necessarily be accepted.

H. E. KING.

Department of Public Works,
Brisbane, 18th April, 1878.

TO CONTRACTORS AND OTHERS.

GAOLER'S QUARTERS AND SENTRY SHEDS, TOWNSVILLE GAOL.

TENDERS will be received at this Office, and at the Court House, Townsville, until Four o'clock p.m. on FRIDAY, the 31st May, from persons willing to contract for the erection of Gaoler's Quarters and Sentry Sheds at the Gaol, Townsville.

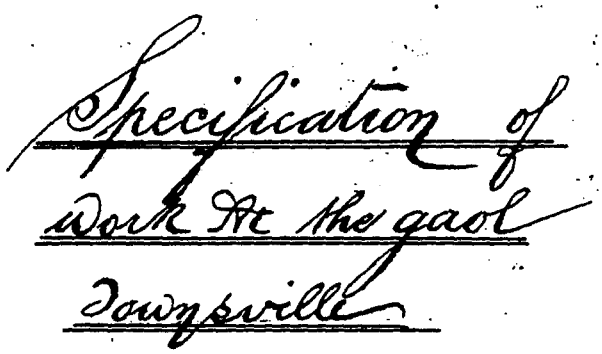
Tenders to be endorsed "*Tender for Gaoler's Quarters, &c., Townsville Gaol.*"

Plan, Specification, and form of Tender may be seen, and further particulars obtained, at this Office, and at the Court House, Townsville.

Tenders must be on proper printed form, and state the time within which it is proposed to complete the work, and at the foot of every Tender there must be a memorandum signed by the party tendering, agreeing to deposit the sum of ten per cent. on amount of Tender as security for the due performance of the Contract in the event of the Tender being accepted, and undertaking in that event to execute and deliver, at the Office of the Crown Solicitor, in Brisbane, within fourteen days from the usual notification of acceptance, a Bond to Her Majesty for securing such performance; otherwise the Tender will not be taken into consideration.

The lowest or any Tender will not necessarily be accepted.

WM. MILES.



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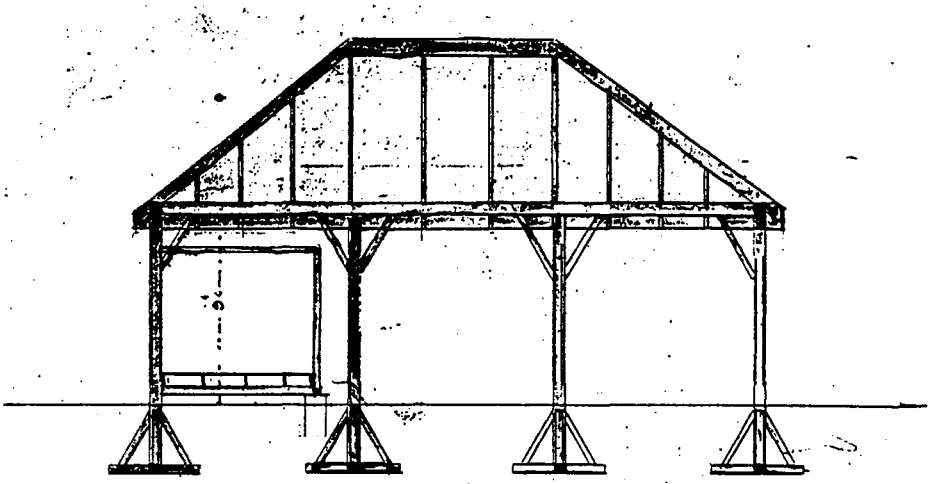

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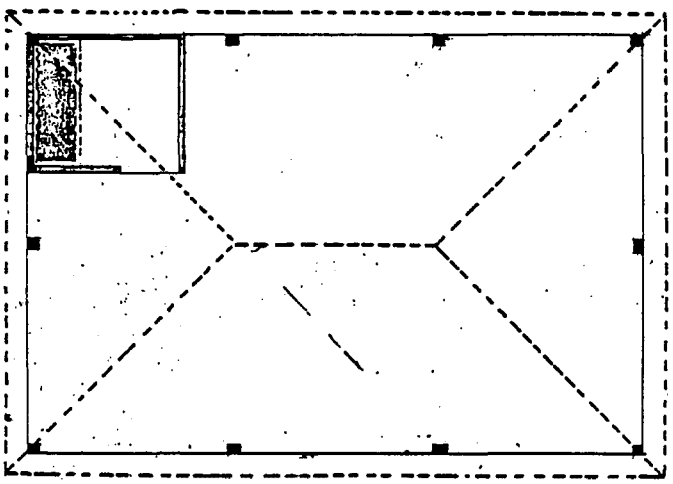

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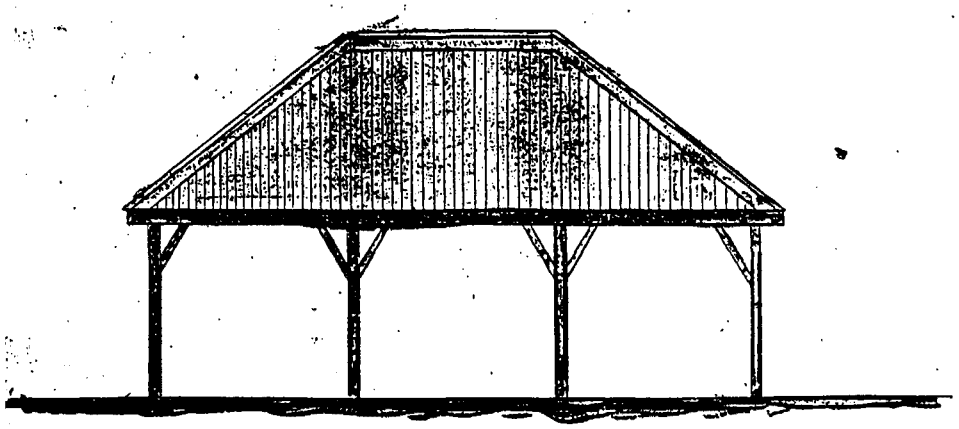
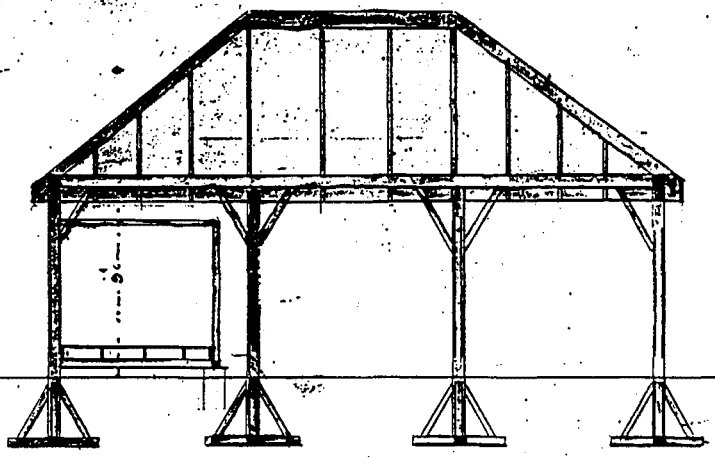


Elevation

PLAN OF

SHEDS AT THE GAOL. TOWNSVILLE.

SCALE 8 FEET TO ONE INCH



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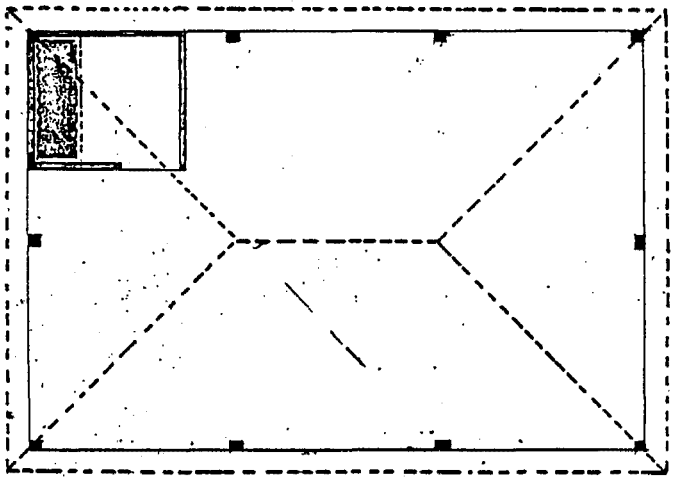

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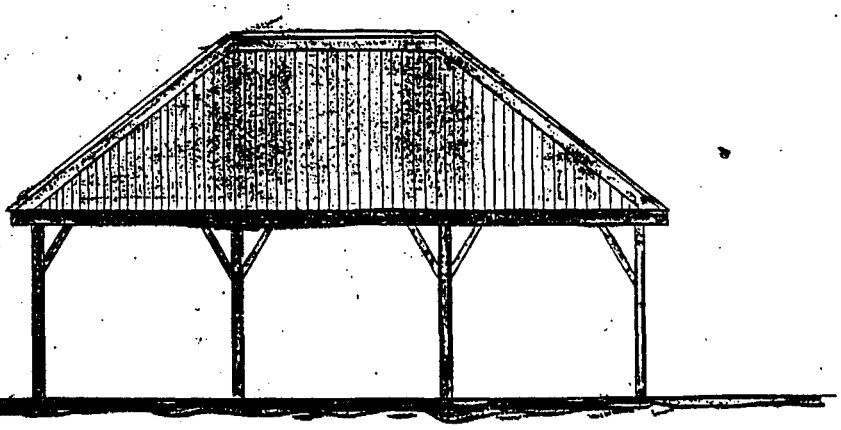


ELEVATION

PLAN OF

SHEDS AT THE GAOL. TOWNSVILLE.

SCALE 8 FEET TO ONE INCH.

GENERAL CONDITIONS.

CONDITIONS to be observed by Contractors for erecting Sheds in Towns where Piers & Landing in water at the Gaol

1. Each Tender must be accompanied with the preliminary deposit required by the *Gazette* advertisement calling for tenders, and any Tender that does not comply with the above condition will be liable to be rejected. In the event of the Contractor furnishing the security and executing the bond provided for in the Tender, the preliminary deposit will be returned; but in the event of his failing so to do, such preliminary deposit will be forfeited as liquidated damages, and the Contractor will be disqualified from successfully tendering for public works for a period of not less than twelve months.

2. The Drawings and Specifications must be taken together to explain each other, but should there be any Works or Materials necessary to complete the Works which are not shown on the Drawings or described in the Specification, or that may be mentioned or implied in one only, the same must be considered as included in this Contract as if the said Works and Materials had been more particularly described or delineated, and the Contractor must find and supply whatever may be necessary and wanting to complete the different Works according to the true intent and meaning of the Specification and Drawings. All disputed questions arising on this or any other subject are to be decided by the Secretary for Works, whose decision shall be final and conclusive.

3. All damage or injury that may happen to the Works during their progress must be made good by the Contractor at his own expense, and the whole of the Works must be delivered up complete in every respect according to the Drawings and Specification.

4. The Government reserves to itself the power of making any deviation from or addition to the several Works as they proceed without invalidating the Contract. The value of such deviations, alterations, or additions shall be ascertained or allowed for by the Superintending Officer at such rate as he shall consider to bear a due proportion to the other Works in this Contract, and the total value thereof shall be added to or deducted from the amount to be paid to the Contractor, as the case may be.

It is to be distinctly understood that no deviation from the Drawings or Specifications will be sanctioned or permitted, nor claims for any extra Works entertained, unless an order in writing, signed by the Superintending Officer authorising such deviation or extras, be produced, and no Work is to be sublet without the written consent of the Superintending Officer.

5. The Superintending Officer shall have the power to reject, and cause to be removed the whole or any part of the Materials or Workmanship of which he may disapprove; and should the Contractor neglect to alter or amend such objectionable Materials or Workmanship, or in case the Works do not proceed with that despatch which the Superintending Officer may consider necessary, then the Superintending Officer shall have the power to suspend the further progress of the Works, and entirely take them out of the Contractor's hands, and employ any other persons to complete the same, and all additional charges so incurred shall be defrayed by the Contractor.

6. The Contractor to find all Materials, Tackle, Scaffolding, Sheds, Tools, Labour, and all other matters necessary for the due performance of the Works, and any, each, and all of the above are to be considered the property of the Government until the whole of the said Works shall have been completed to the satisfaction of the Superintending Officer, and no Material which may be from time to time brought to the site of the Works shall on any account be removed without the sanction of the Superintending Officer.

7. The Works are to be commenced within seven days after the signing of the Contract, and the whole are to be entirely finished and delivered up complete, within _____ months of the date of the Contract; and should the completion of the said Works be delayed beyond the said date, then, in such case, the Contractor shall pay to the Government the sum of _____ pound ____, per week, as and for liquidated damages for every week beyond the said _____ months from the date of the Contract.

8. The Government reserves to itself, in case the Works shall not be commenced at the time agreed upon, power to construct the same at the expense of the Contractor, such expenses (as also the expenses of completing the Works in case of the power for that purpose reserved by the 4th paragraph thereof being acted upon) to be recoverable as liquidated damages, and may be deducted from the amount deposited by the Contractor.

9. Payments will be made by cheque on Brisbane at the rate of ninety per cent. upon the value of the Works actually performed, it proceeding to the satisfaction of the Superintending Officer as ascertained by him, and the balance on the final and satisfactory completion of the Works.

10. The Contractor shall be responsible for all wages for work done on the within Contract, and upon satisfactory proof being adduced to the Secretary for Public Works that such wages are due and unpaid for work done on the contract, he may cause the same to be paid out of moneys due or becoming due to the Contractor on account of the Contract, and the receipt for such payment shall be a good discharge for such amount, and shall be a complete answer to any action by the Contractor in respect thereof.

Simon Miller

Specification to be observed in the erection of Sheds Bath and Wash houses at the Gaol Townsville

Dec 9th 1882

Wash houses — No 2. wash houses to be erected where directed. Size 12 x 8 feet.

The posts to be 4 x 4 hardwood sunk 2 ft in the ground and strutted as directed. The wall-plate 4" x 3" moulded for posts hardwood. Rafters 5" x 2" pine battens 3" x 1½" fascias 8" x 1" wrot pine. ———

Cover the roof one side and both ends with 24 gauge galvanized "G.O. Anchor brand" corrugated iron, secured to rails and battens with lead headed nails.

Copper & furnace — Set in brickwork to each wash-house one thirty gallon galvanized boiler with suitable furnace and fire bars Complete.

Sheds

Sheds — Erect four sheds as per plan one in each yard as shown on ground plan of Gaol.

Posts 6" x 6" hardwood strutted

In

both ways, sill 6 x 4, struts 2" x 5" well fixed and spiked together, thrice tarred and sunk thru Jet in the ground, spaced as shown on the Drawing. Tenoned into top plate of 6 x 4 hardwood scarfed together at Joinings as directed.

Roof. Roof to be as shown, out of Pine, rafters 5 x 2" spaced 3 ft apart cut over plates and proped at eaves 9" cut to 8" x 1/2" ridge and hip. Collar ties halved onto rafters and spiked, secure to ends of rafter 8 x 1 wrot fascia with 7/8" quad on lower edge and mitred at angles.

Batten the roof with 3" x 2" pine spaced 2' 6" apart.

Plumbing. Iron to be as before specified for wash-houses, laid two corrugations lap at sides and 6" at tail secured with 2 1/2" lead headed nails and washers. Close in the hips and ridges with 18" ridge capping 24 gauge.

Bath room. Close in one corner of shed as shown for bath-house.

Sleeper plates 4" x 4" hardwood Joist 4" x 2" spaced 2' apart and covered with 3" x 1" hardwood battens spaced 1" apart.

Iron

Studs 3"x2" spaced 2'6" apart tenoned in plates. Top plate 3"x3" hand rail for iron 3"x2" pine spaced 2'6" apart.

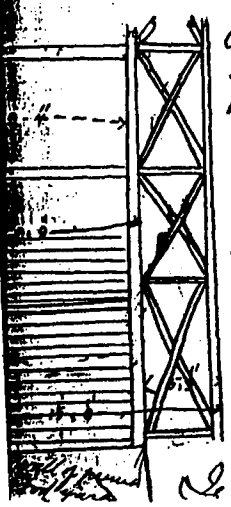
Baths — Provide one galvanized iron bath to all bath rooms of approved quality.

Bath houses

Bath houses — Two bath houses as shown on plan. One for sailor and 1 head turnkey. Supported on 6.9" brick piers, sleeper plates 4"x4" joist 4"x3" spaced 2'6" apart, studs 3"x2" spaced 2.9" apart tenoned into plates, rafters 4"x2" ridge 6"x1" battens for iron 3"x2" iron as before specified. Floor 3"x1" hardwood. Doors hung on 16" T hinges and fitted with Carpenters iron lock.

Wood Yard

Wood yard — Roof the present woodyard size 21' wide by 60' long. The fence, which forms walls are 9'-9" high, the posts to be tenoned for 5"x4" top plate. Mortice plate for short studs of 5"x4" hardwood tenoned into top plate 4"x4" hardwood and brace in between as in sketch. with 4"x 3" to make wall 15ft high.



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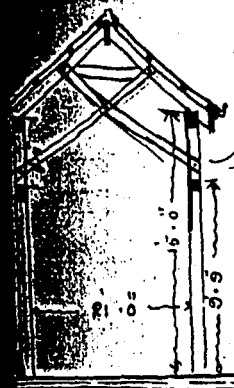

SECTION OF WOODYARD SHED SKETCH

Roof rafters 5"x2" pine, cut to 8"x1½ ridge and over wall plate 9" Collar ties for roof 5"x2" thus. Batten the roof as before, Fascias 8"x1" wrot pine.

Spout the eaves with 5" o.g. spouting, supported on strong iron brackets spaced 3'6" apart fixing in the ends of rafters and fix about thirty feet of down pipes.

Water

Lay on the water as shown on ground plan of shed with ¾" pipe having a tap and shower to each bath room, also a tap for hose in wash-houses and kitchens and providing 30 feet of hose as will be directed.

Painting

Paint the whole of the fascias, spouting and down pipes, posts and struts of sheds in three coats of the best oil colors of approved tints.

Lamp — Provide and fix one lamp and post out of 6"x6" hardwood, strutted at bottom and in every respect similar to those fixed in the gaol.

Drain — Lay down about eighty feet of brick open drain set and grouted in cement mortar.

James Miller

APPENDIX C

OFFICERS OF THE TOWNSVILLE GAOL AND A PORTION OF THE Q V&P REPORT

Queensland Legislative Assembly Votes and Proceedings, 1887 Session, Vol. 1, pp. 671, 673, 675, 729-733.

1887.

QUEENSLAND.

Legislative Assembly.

OFFICERS OF THE TOWNSVILLE GAOL.

Ordered by the Legislative Assembly to be Printed, 25th August, 1887.

RETURN to an Order made by the Honourable the Legislative Assembly of Queensland, dated 11th August, 1887, That there be laid upon the Table of this House,—

"A Return of all Officers Resigned and Dismissed from the Townsville "Gaol since its Establishment, with the Causes for such dismissals and "resignations."

(*Mr. Jessop.*)

OFFICERS

OFFICERS OF THE TOWNSVILLE GAOL.

RETURN of Officers Resigned and Dismissed from Townsville Gaol since its Establishment in September, 1878, with the Causes for such dismissals and resignations.

Name of Officer.	Resigned or Dismissed.	Cause of Dismissal or Resignation.	Date of Resignation or Dismissal.	Remarks.
Eusebius Blackall ...	Resigned ...	Having been appointed Sheriff's Bailiff at Townsville	18 November, 1880.	
Henry Williams ...	Resigned ...	To go to England ...	31 March, 1879.	
James Forbes ...	Resigned ...	On account of ill-health...	March, 1879.	
W. H. Spode ...	Dismissed	Drunkenness	18 June, 1880 ...	This man appeared at times not to be in his right mind, and was afterwards, I believe, in the Lunatic Reception House, Brisbane.
Richard Saddler ...	Dismissed	Drunkenness and abusive language to Medical Officer	May, 1879.	
John Morgan ...	Dismissed	Insolent and insubordinate language to Gaoler	July, 1882 ...	This man had been reported on several previous occasions, and the offence for which he was dismissed was committed in the Sheriff's presence.
Sarah Morgan ...	Resigned ...	To get married	December, 1880.	
William Pottaway ...	Resigned ...	To take charge of Townsville Hospital	February, 1882.	
George Lee	Resigned ...	To better his position by entering the service of Burns, Philp and Co.	June, 1882.	
Kate Carter	Resigned ...	To accompany her husband, who was transferred to Rockhampton Gaol	July, 1882.	
Mortimer Kelly ...	Dismissed	Irregular conduct and drunkenness	April, 1884.	
Neal McGroghan ...	Resigned ...	This man was sent for by his brother to better his position at Herberton	April, 1882.	
James Brosnan ...	Resigned ...	To enter Railway Department	April, 1886.	
Bridget Ryan ...	Resigned ...	To get married	March, 1885.	
Patrick Kenny... ...	Resigned ...	To join his wife in Brisbane and work at his trade	July, 1882.	
Timothy McCarthy...	Dismissed	Disobedience of orders ...	6 May, 1887 ...	These men were brought before Mr. Justice Cooper at the last Townsville Assizes, charged with contempt of Court in intimidating a Crown witness, and severely reprimanded by His Honor.
J. A. Morris... ...	Dismissed	Asleep on his post ...	6 May, 1887 ...	
Andrew Hegarty ...	Dismissed	Drunkenness, neglect of duty, and taking spirits into Gaol	6 May, 1887 ...	
Michael Minnis ...	Resigned ...	To take situation of Superintendent of the Reception-house, Townsville	18 January, 1887.	

[Price 3d.]

By Authority: James C. Beal, Government Printer, William street, Brisbane.

1887.

QUEENSLAND.

REPORT

WITH

MINUTES OF EVIDENCE

TAKEN BEFORE

THE BOARD OF INQUIRY

APPOINTED TO

INQUIRE INTO THE GENERAL MANAGEMENT OF THE GAOLS, PENAL ESTABLISHMENTS, AND LOCKUPS OF THE COLONY OF QUEENSLAND.

PRESENTED TO BOTH HOUSES OF PARLIAMENT BY COMMAND.

BRISBANE:
BY AUTHORITY: JAMES C. BRAL, GOVERNMENT PRINTER, WILLIAM STREET.

1887.

lv.

HEALTH.—The general health of the gaol is good. There have been five deaths during the past two and a-half years, but in three cases the prisoners were hopelessly ill before being sent to gaol. The prevailing complaints are diarrhœa and dysentery. A large airy ward is set apart as an hospital. The average number of prisoners in it is only two, although sometimes for a month at a time there is no patient. The surgeon visits the gaol every day. The regulation enjoining the examination of prisoners on admission, and before being sent into the wards or yards with the other inmates of the gaol is not carried out, and cases of fever have occurred which the prisoners brought into gaol with them. It is said to be impossible to carry out the regulation, as prisoners arrive at all hours of the night; but a cell or cells should be set apart as reception cells into which prisoners should be put and kept till passed by the doctor. Inquests are not invariably held when prisoners die.

ADMINISTRATION.—The staff consists of a principal gaoler, a head turnkey, five male turnkeys and a female turnkey. Taking the daily average number of prisoners during the last two years at 32, the staff of officers would give one to each four prisoners, which is absurdly disproportionate. With the same staff double the number of prisoners could be supervised; and were the associated system done away with and the separate system introduced, the gaoler admits that he could work the establishment effectually with at least one turnkey fewer than the present staff. The general character of the turnkeys is good, although during the past twenty years ten have been dismissed for misconduct. Four male turnkeys and one female are on duty during the day—one armed on the main gate, one in the inner court, and one in each of the yards. The female turnkey is employed in the female yard, but as the average number of female prisoners is only two her duties are nominal. Two turnkeys are on duty at night—one on the gates, and the other in making the round of the gaol. He visits the associated ward periodically during the night. There are three sentry towers on the outer boundary wall but they are not used, supervision of the yards being ineffectual from them on account of the shelter-sheds which obstruct the view. The prisoners are unlocked from their cells at seven and sent into the yards. Meals are served in the yards, and are partaken of in the shelter-sheds. Remand and committed prisoners are not called upon to work, and they pass the day as best they can in lounging about and talking. Sentenced prisoners are employed in cutting wood or in shot-drill. This is the only gaol in the colony in which shot-drill is given in lieu of hard labour. It is useless, irritating labour, and while severe enough as a punishment, has no beneficial effect upon the prisoners. The dietary scale provided in the regulations are strictly carried out. There is no library and no school in the gaol. Clergymen seldom visit the prison, but a Sister of Mercy makes periodical calls, and converses with the prisoners, both male and female. None of the prisoners are photographed. The only advantage taken of the regulation permitting prisoner servants is to employ either a male or female convict in scrubbing the gaoler's or head turnkey's quarters once a week.

III.—TOWNSVILLE.

SITE AND BUILDINGS.—Townsville Gaol stands in Warburton road, under the shadow of the Castle Hill, by which it is overlooked. As in the case of Rockhampton Gaol, the ground-plan is that of a semi-circular boundary-wall of brick, 16 feet high, enclosing a series of buildings radiating from a common centre. The front is to the street, from which it is separated by a fenced paddock. The main entrance is through a covered court, formed by the residences of the principal gaoler and head turnkey. These dwellings are outside the boundary-wall, but they can be entered by doors opening from the covered court, at either end of which is the outer and inner gates. In the covered court is the principal gaoler's office, and a pine cabinet which constitutes the armoury. By the inner gate access is obtained to the inner circle—an open garden space with veranda running round the arc of the circle. In the southern corner of the veranda is a guard-room, and in the northern a kitchen used by the principal gaoler. Doors in the veranda of this inner circle lead to the various yards and buildings. On the right or northern side is the male wing, in the centre are the kitchen and wood-shed, and on the left the female wing. These three ranges of buildings divide the enclosure, which is rather

rather more than an acre in extent, into four yards; these being again separated from the boundary-wall by a palisade of open battens 10 feet in height. It is possible, therefore, to walk round the whole distance between the boundary-wall and the palisade and inspect what is going on in the different yards as well as in the wood-shed. At the angles formed by the junction of the front wall with the semi-circular wall are gates which are used for bringing in stores and timber, and taking out the firewood cut in the establishment and sold to the public. The male wing is 49 feet long by 26½ feet broad, and is two stories in height. It is strongly built of brick and cement. The ground floor is divided into two by a corridor 4 feet wide. On one side of the corridor is a row of six cells, on the other five cells, the space for the sixth cell being taken up by a stair leading to the upper floor or associated ward. The single cells are each 9 feet by 7 feet, and 9 feet 6 inches high, giving a cubic capacity of 598½ feet. The associated ward is 47 feet by 24 feet at its greatest length and breadth, and 10 feet 6 inches high. Deducting the corner where the staircase is placed the cubic capacity of the ward is 10,650 feet. Ventilation is provided for by fourteen gratings, each 3 feet by 1 foot 6 inches, and by thirteen ventilators of perforated iron in the walls near the floor each 6 inches by 8 inches. The female wing is 33 feet by 26 feet outer measurement. On the ground floor there are four cells on one side of the corridor and three on the other, the space for the fourth cell being taken up with the staircase leading to the associated ward on the first floor. The single cells are of the same size as those in the male wing. The associated cell is 31 feet by 24 feet, and 10 feet high Deducting the corner for the staircase, the cubic capacity of the ward is 7,440 feet The ventilation is by ten gratings, each 3 feet by 1 foot 6 inches, and eight ventilators of perforated iron, 7½ inches by 5½ inches. The door in the centre of the inner circle leads to the front kitchen yard, from which access is obtained to the kitchen a well-arranged building, 20½ feet by 31 feet, and fitted with boilers and oven. Beyond the kitchen is a small yard, which forms the approach to the wood-shed, where wood-cutting is performed by prisoners at hard labour. As has been said, the buildings divide the enclosure into four yards. The outer yards are used for female prisoners, and contain shelter-sheds, with bathhouse in the corner, washhouse, boiler-house, and closets. The inner yards are for male prisoners—that on the right for sentenced men, and that on the left for committed and remand men. There are sheds in the middle of the yards, a bathhouse in the corner next the inner circle. None of the sheds in any of the yards contain tables or benches, and prisoners are allowed to use sections of stumps as stools. The closets are placed next the palisade, but they cannot be supervised by the warder on duty in the yards. In the centre of the arc of the boundary-wall is a tower, where an armed warder is stationed. He commands a complete view of the wood-shed, but only partial views of the yards. There is no store; two of the cells in the female wing have to be utilised as a store. Nor is there a tool-house, and saws, axes, &c., used in the wood-shed are placed in one of the closets at night. There is no punishment cell and no condemned cell. Provision should be made for all these as soon as possible. The weak points of the gaol are the veranda of the inner circle, which could be easily mounted, and from which there is only 4 feet to the top of the boundary-wall. The kitchen and guard-room in the inner circle should also be done away with as offering facilities for escape. The acute angles formed by the half circle of the boundary-wall and the front wall might also be used by an active prisoner as a means of escaping. The palisade is weak and is decaying with dry rot. It came out in evidence that a few weeks before our visit a plot to escape was organised by several prisoners who were either under sentence or waiting trial for the most serious crimes, and one or more of the battens of the palisade had evidently been easily loosened and practically detached. The situation of the gaol, in other respects unexceptionable, enables the yards to be overlooked from the slopes of Castle Hill, and there was some evidence that prisoners in the yards were communicated with by signal by persons stationed on the Hill.

ACCOMMODATION.—The nominal accommodation in the gaol is for sixty-eight prisoners. In the male division there are eleven single cells, and the associated ward has room for thirty prisoners. In the female division there are seven single cells, and the associated ward has room for twenty prisoners. But two of the single cells are used as storerooms, and this reduces the accommodation to sixty-six prisoners.

prisoners. The largest number of prisoners confined at one time was 135, or more than twice the number for which there was nominal accommodation. When so overcrowded three men were placed in each single cell, eight or ten had to sleep in the corridor; the women were put in the single cells of their own division, and the associated ward in the female division used for male prisoners. As many as seventy men have been placed in the large associated ward, which has nominal accommodation for thirty. Boards are furnished as beds, one set in each cell, and thirty sets in the associated ward. When three men were in the single cells two slept on the floor and one on the boards. Forty men slept on the floor in the associated ward, and thirty on boards. Of course, under such circumstances, even a pretence at decency is impossible. There are no bed-boards in the female wing, and the women all sleep on the concrete floor. At one time bed-boards were conceded to them, but they used the boards to climb up to the gratings, through which they signalled and showed themselves to the male prisoners in the adjoining yards. This induced the gaoler to take away the boards. The ventilation of the associated wards is defective, and they have a close fœtid smell. The single cells are, however, cool, airy, and sweet. There is no classification beyond an attempt to separate committed from sentenced prisoners, but that is at times impossible. The committed men are all placed together in a yard, but sentenced black prisoners are herded with them. In a horrible case of unnatural vice the crime was committed in a single cell, by a man who was waiting trial on a charge of sodomy upon a lunatic, the third prisoner and spectator being a man charged with murder and since hanged. The reception-house for lunatics has now been opened, and that class of convicts is no longer sent to the gaol. It is in evidence that in the associated cells the prisoners every night participate in "rows," indulge in the most filthy language, and engage in the vilest and most obscene practices. The revelations made by prisoners, who must be believed, are of the most revolting character, and condemn, as nothing else could, the associated system. The danger of association in the facilities it affords for organising conspiracies is also shown in the plan made for breaking out of the gaol in April last. At that time no fewer than ten prisoners were waiting trial for capital offences, and a plot was hatched to cut the palisading and escape, it is supposed by the gate where the wood is brought into the gaol. Boards in the palisading were loosened, and the leg of a stool secreted for a weapon, but one of the prisoners having turned informer the gaoler was enabled to take measures to defeat the daring scheme.

Sanitation.—The drainage of buildings and yards is all that could be desired. Not a drop of water lies even after the heaviest rains. The yards are models of cleanliness and order, as are also the front paddocks. The cells and wards are scrupulously clean, whitewash and paint are freely used, and not a speck of dirt was anywhere visible in any of the buildings. In the cells and associated wards covered night-buckets are used. These are brought out to the yards every morning, and emptied into large tubs. The pans of earth-closets are also emptied into the tubs, which are taken away daily by the sanitary contractor and fresh clean tubs left in their place. The pans and buckets are cleansed daily. The system seemed effective, and there was no offensive effluvia in any of the yards, nor in the neighbourhood of the closets. Bitter complaints were made by many prisoners that the blankets were exceedingly dirty and that they smelled badly. One prisoner alleged that his blankets were so foul that for ten days he preferred to sleep on the bare concrete in his ordinary wearing clothes to covering himself with the blankets. It was also generally said that the blankets were covered with vermin, and that white prisoners on admission to gaol were handed filthy blankets, which had been previously used by Chinese, Cingalese, and Malays. The blankets which we noticed during our round of inspection did not appear to be very filthy, but a female prisoner alleged that, although she had spent most of her time in the gaol during the past nine years, she had never seen so much washing and scrubbing as during the two or three weeks before the visit of the board of inquiry. The evidence was conflicting as to whether bathing by prisoners was enforced. The gaoler says he is so particular in this respect that he once had a dirty prisoner forcibly held down by another prisoner, while a third scrubbed him with soap and water. There appeared to be only one, or at most, two towels and one comb in each yard, and prisoners of all degrees of cleanliness—white, black, and yellow—had to make use of these articles [illegible] and

and in this way vermin and ringworm were spread over a whole yard. The gaoler says that this has been lately remedied, and that separate towels and combs are given to white and black prisoners.

HEALTH.—The general health of the gaol is good, and it is said that there is less sickness among the prisoners than in the same number of persons in the town. There have been six deaths in gaol in nine years, but the majority of these were of lunatics who were confined here previous to the opening of the reception-house. Inquests are always held in case of death. According to the gaoler, prisoners improve in weight and appearance during their enforced stay in gaol. The prevailing complaint is influenza, contracted probably from sleeping on the bare concrete floors. The skin disease of ringworm was rife—imported into the gaol by Malays and communicated to other prisoners by towels, combs, and basins. This disease, however, has been checked, though we noticed some coloured prisoners who were evidently suffering from it. Prisoners are not examined on admission by the doctor as they should be according to the regulations. The surgeon says he never heard of the regulation, and he admits that he does not visit the gaol every day, but only weekly, or oftener if sent for. The journal shows that he makes a call on the average every four days. One complaint by a prisoner of cruelty on the part of the surgeon some three or four years ago we did not credit, and the other charges of neglect by the medical officer were made by what appeared to be chronic malingerers. There is no hospital in the gaol, and patients have to be treated in their cells or wards. Very seldom have cases of illness been so severe that the prisoners had to be sent to the general hospital. In any rearrangement of the gaol provision should be made for a small hospital ward.

ADMINISTRATION.—The staff of the gaol consists of a gaoler, a head-turnkey, six male turnkeys, one female turnkey, and a matron—ten in all. The daily average number of prisoners in 1884 was 87; in 1885, 79·11, and in 1886, 69·90, which gives one official to each 7·87 prisoners, taking the average of the last three years. Four male turnkeys and one female are on duty during the day. One man takes charge of the gates and the inner circle, another is stationed in the yards, a third is on duty in the woodyard, and he also superintends the cleaning up of the approaches, escorts the prisoners who convey the night-tubs outside the walls, and assists in searching yards in the morning and at muster in the evening. The turnkey stationed in the tower keeps a record of all the wood sold. The female turnkey and matron superintend the female prisoners, whose time is occupied in washing or in doing service of various kinds in the gaoler's house or in fetching and taking charge of the gaoler's children. At night two turnkeys are on duty, the night being divided into watches, and each alternately going on watch. They see to the lamps, attend to the gate, and move about the gaol. If a disturbance takes place in the associated wards the head turnkey is called, and he adopts measures necessary to restore order. At 8 o'clock in winter and 9 in summer the silence-bell is rung, and after that prisoners are not supposed to engage in conversation. Every half-hour during the night the turnkey is supposed to visit the associated ward and inspect it through a small window in the staircase. This window, however, only commands a portion of the ward, and as there is no tell-tale clock there is no certainty that the turnkey performs his duty with regularity. He is also supposed to make a round of the single cells every half-hour by walking along the corridors, and to visit the yards. The supervision of the turnkeys appears from the evidence to have been very lax—at any rate ineffective; and the class of men employed as turnkeys is certainly not high. A set of trustworthy and respectable men cannot be procured in the present condition of the labour market of the colony if they are compelled to perform continuous duty for nineteen hours. There must be something materially wrong in the discipline of the officers when charges of drunkenness and immorality can be so readily brought, even if they are not regarded as proved—and on these points we leave the evidence to speak for itself—and when the arms on which the safety of the prison might at a juncture depend were so neglected that hornets could build nests in them. The revolvers and rifles, when we inspected them, were rusty and dirty. A warder was also permitted to be alone in the inner circle with a female prisoner every night for an hour or two—a violation of all common sense, not to say prison rule, the relative positions of the parties being taken into account. On the admission of several turnkeys the gate-book (which is, if properly kept, one of most

most efficient checks on looseness of internal administration) was very perfunctorily written up. There also seemed to be too much smoking by turnkeys in the presence of prisoners and altogether too great familiarity.

A gang of sentenced prisoners is employed in cleaning up the yards, the front approaches, and doing work for the gaoler—such as driving in and milking the cows and washing the buggy. Another gang acts as cooks and scullions, but the principal labour executed in the gaol is in cutting up wood. Logs are purchased at 12s. per ton and cut up into firewood. The price obtained for the firewood is 18s. and 20s. per ton. Last year about 341 tons of wood in log was bought, 202¾ tons of cut firewood was sold, and about 125½ tons was used in the gaol. Less than a ton per working day seemed a very small quantity of work done by so many prisoners—the gang during the time of our inspection, numbering over twenty. The wood sold does not pay the cost of the logs.

The meals are brought from the kitchen by prisoners in hand-barrows to the different yards. Every prisoner is served with his portion, and he or she takes a seat on a log stool in any part of the yard the fancy dictates. There are no knives or forks or tables; the system is that of feeding in its grossest form. Each prisoner is provided with a small bag in which he or she may place whatever portion of the meal may be left over. These bags are hung up in the shelter-sheds, but a system of petty thefts from them prevails. Prisoners committed for trial, although associated with sentenced men, are permitted to get whatever food they choose to order and pay for from hotels. Complaints were made that the beef was often bad—that the only cuts provided were from the neck. It was also said that the bread was frequently sour; that the meat was badly cooked; and that the tea was of the worst quality of "brick compound." The hominy was often filled with maggots—and the gaoler admitted the truth of this complaint—and that on one occasion the prisoners had to go without supper. Tobacco is given as a ration to all prisoners at hard labour. The gaoler admits likewise that he does not carry out the regulations regarding the rations, in that he gives extra rations to prisoners before they are entitled to them if the rules were strictly observed. Punishments for prison offences are mainly the curtailment of diet, as there is no punishment cell in the gaol. The tails of hair worn by Chinese are cut off by orders of the gaoler. This is also done in Mackay Gaol. This is of itself a severe punishment to a Chinaman. In Victoria there is a rule that the tail is not cut off except in cases where the prisoner is convicted of felony after having previously undergone a sentence for some criminal offence, or when specially recommended by the medical officer of the gaol; and that rule might be adopted in our penal establishments. Prisoners are permitted to make presents of money to other prisoners on discharge. This practice opens a door to great abuses, and should be stopped.

Special attention is directed to the evidence regarding the employment of prisoners and warders in the domestic service of the gaoler. Even conceding that much of the evidence on this subject by prisoners is exaggerated—though we think it undoubted that female prisoners have been allowed outside the gaol walls without supervision—sufficient is admitted by the gaoler himself to condemn the practice. It seems contrary to the first principles of prison discipline that a woman charged with murder (she was subsequently executed) should be employed in the outer circle as a private cook, or that another prisoner should be engaged in the gaoler's residence as a music governess to his children. The bringing of the gaoler's buggy into the stockade and the grazing of his horse in the yards should also on no account be permitted.

Clergymen of various denominations visit the gaol regularly and conduct service nearly every Sunday. There is no school and no library in the gaol.

IV.—ROMA.

Site and Buildings.—The gaol enclosure, which is in the police reserve, is nearly a square, being 141 feet by 138 feet. The boundary palisade is 12 feet high. The main entrance is from McDowell street by a lane formed by the gardens and quarters of the principal gaoler and head turnkey. Just within the gate is the front yard, 138 feet by 30 feet, one part of which is used as a wood-yard where prisoners are employed in cutting up logs, and in the other part is built the store and water-tank.

APPENDIX D

INVITATIONS TO TENDERS AND SPECIFICATIONS FOR WORK AT THE NORTH WARD POLICE STATION AND QUARTERS

Volume CII., folio 1115.

Department of Public Works,
Brisbane, 22nd April, 1914.

TO CONTRACTORS AND OTHERS.

NEW BALCONY, POLICE INSPECTOR'S QUARTERS, TOWNSVILLE.

FRESH TENDERS will be received at this Office, and the Court Houses, Townsville and Charters Towers, until Twelve o'clock noon on FRIDAY, the 5th June, for New Balcony, Police Inspector's Quarters, Townsville.

Tenders to be accompanied by preliminary deposit according to the scale as provided in clause 4 of the conditions of tendering attached to the form of Tender, and endorsed "*Tender for Balcony, Police Inspector's Quarters, Townsville.*"

Only bank draft, Commonwealth Treasury notes, cheque marked by the banker, money order, or gold, will be accepted for deposits.

Modified Plan and Specification, General Conditions of Contract, and Conditions of Tendering may be seen, and form of Tender with further particulars obtained, at the Office of the undersigned; the Court House, Charters Towers; and the Office of the Inspector of Public Works, Townsville.

The lowest or any Tender will not necessarily be accepted.

A. B. BRADY, Under Secretary and Government Architect.

Department of Public Works,

Court House, Townsville, March 29th 1909

Rn. F. Quinn

TO The Under Secretary & Govt. Architect

WORKS OFFICE QUEENSLAND 02598

Memorandum.

Re Repairs & Painting, Inspector of Police Quarters, Townsville.

Referring to 08/2184, I have the honor to report, viz.

General:- this building is in urgent need of attention, the external woodwork is in very bad condition through decay & damage by white ants, the whole needs repainting.

✓ Lattice Work throughout including Lattice Doors:- a large portion needs renewal owing to decay &c.

✓ Spouting & Downpipes:- in very bad order, about 150 feet lin. of 6" O.G. Spouting requires renewal, all remainder requires a thorough overhaul, soldering joints, Re-grading, a number of new stays & clips wanted.

✓ Roof Iron:- defective, owing to corrosion many sheets which are leaking require to be renewed.

✓ Front Hall:- the concrete floor requires extending to the full width between the walls, the existing soil beds appears to afford lodgement for white ants.

✓ Drawing Room or Lounge:- walls & ceiling very badly discolored, the walls need re-Kalsomining, the ceiling & woodwork to Doors & windows &c. needs repainting.

✓ Dining Room:- same as Drawing room, the woodwork to Doors & & windows is however Cedar Varnished & require re-varnishing.

✓ Kitchen:- the floor sheeting is in need of repair

✓ Bench in Washhouse &c.:- a new bench is required, extend existing water service over same with two Taps. brick floor in very bad order, requires cement rendering.

✓ Bathroom:- the framing & weatherboards, very much decayed owing to the water coming into direct contact, the defective material requires renewal & the walls lining internally with small cor. gal. iron

Est. cost £125. Recommended that tenders be invited

2.4.09

21 MAY 1909 ACCOUNTANT

DEPUTY GOVT. ARCHITECT

After QSA WOR/A 19741 1913:3985-4162 1909:#02598

to prevent a repetition of the trouble, the plunger bath is beyond repair from corrosion, renewal is necessary, the Taps & Cocks require new washers.

Door Locks & Window Fastenings :- need a general overhaul, renewing all defective, or missing.

Wicket Gate :- a new wicket Gate & Posts, to usual Specification, required to the front entrance, the existing being beyond repair.

Painting :- the whole of the external woodwork is in urgent need of painting, also fence gates & posts, internally Doors & windows re-Varnished or painted to match existing work.

Boundary Fencing & Cross Fences :- in extremely bad order, mainly owing to damage by White Ants, all defective posts, rails & should be renewed, & all defective wires or wire netting renewed, all sawn posts & rails should be painted 3 coats. & fence should be specified to be the standard height 4'-6", I submit Estimate herewith viz.

Paint all work as Specified & Color wash external walls as before	£35. 0. 0
Repairs to Fences, renewals &c, new wicket gate	£30. 0. 0
Repairs throughout as specified	£60. 0. 0
Total	£125. 0. 0

INSPECTOR OF WORKS
Townsville.

APPENDIX E

THE BURRA CHARTER

After Kerr (1990:25-28).

THE AUSTRALIA ICOMOS CHARTER FOR THE CONSERVATION OF PLACES OF CULTURAL SIGNIFICANCE
(The Burra Charter)

Preamble

Having regard to the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1966), and the Resolutions of 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the following Charter was adopted by Australia ICOMOS on 19th August 1979 at Burra Burra. Revisions were adopted on 23rd February 1981 and on 23 April 1988.

Definitions

Article 1. For the purpose of this Charter:

1.1 *Place* means site, area, building or other work, group of buildings or other works together with associated contents and surroundings.

1.2 *Cultural significance* means aesthetic, historic, scientific or social value for past, present or future generations.

1.3 *Fabric* means all the physical material of the *place*.

1.4 *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*. It includes *maintenance* and may according to circumstance include *preservation*, *restoration*, *reconstruction* and *adaptation* and will be commonly a combination of more than one of these.

1.5 *Maintenance* means the continuous protective care of the *fabric*, contents and setting of a *place*, and is to be distinguished from repair. Repair involves *restoration* or *reconstruction* and it should be treated accordingly.

1.6 *Preservation* means maintaining the *fabric* of a *place* in its existing state and retarding deterioration.

1.7 *Restoration* means 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.

1.8 *Reconstruction* means returning a *place* as nearly as possible to a known earlier state and is distinguished by the introduction of materials (new or old) into the *fabric*. This is not to be confused with either re-creation or conjectural reconstruction which are outside the scope of this Charter.

1.9 *Adaptation* means modifying a *place* to suit proposed compatible uses.

1.10 *Compatible use* means a use which involves no change to the culturally significant fabric, changes which are substantially reversible, or changes which require a minimal impact.

Explanatory Notes

These notes do not form part of the Charter and may be added to by Australia ICOMOS.

Article 1.1
Place includes structures, ruins, archaeological sites and landscapes modified by human activity.

Article 1.5
The distinctions referred to in Article 1.5, for example in relation to roof gutters, are:

maintenance — regular inspection and cleaning of gutters

repair involving restoration — returning of dislodged gutters to their place

repair involving reconstruction — replacing decayed gutters.

Conservation Principles

Article 2. The aim of *conservation* is to retain the *cultural significance* of a *place* and must include provision for its security, its *maintenance* and its future.

Article 2
Conservation should not be undertaken unless adequate resources are available to ensure that the fabric is not left in a vulnerable state and that the cultural significance of the place is not impaired. However, it must be emphasised that the best conservation often involves the least work and can be inexpensive.

Article 3. *Conservation* is based on a respect for the existing *fabric* and should involve the least possible physical intervention. It should not distort the evidence provided by the *fabric*.

Article 3
The traces of additions, alterations and earlier treatments on the fabric of a place are evidence of its history and uses.

Conservation action should tend to assist rather than to impede their interpretation.

Article 4. *Conservation* should make use of all the disciplines which can contribute to the study and safeguarding of a *place*. Techniques employed should be traditional but in some circumstances they may be modern ones for which a firm scientific basis exists and which have been supported by a body of experience.

Article 5. *Conservation* of a *place* should take into consideration all aspects of its *cultural significance* without unwarranted emphasis on any one aspect at the expense of others.

Article 6. The conservation policy appropriate to a *place* must first be determined by an understanding of its *cultural significance*.

Article 6
An understanding of the cultural significance of a place is essential to its proper conservation. This should be achieved by means of a thorough investigation resulting in a report embodying a statement of cultural significance. The formal adoption of a statement of cultural significance is an essential prerequisite to the preparation of a conservation policy.

Article 7. The conservation policy will determine which uses are compatible.

Article 7
Continuity of the use of a place in a particular way may be significant and therefore desirable.

Article 8. *Conservation* requires the maintenance of an appropriate visual setting: e.g., form, scale, colour, texture and materials. No new construction, demolition or modification which would adversely affect the setting should be allowed. Environmental instrusions which adversely affect appreciation or enjoyment of the *place* should be excluded.

Article 8
New construction work, including infill and additions, may be acceptable, provided:

it does not reduce or obscure the cultural significance of the place

it is in keeping with Article 8.

Article 9. A building or work should remain in its historical location. The moving of all or part of a building or work is unacceptable unless this is the sole means of ensuring its survival.

Article 9
Some structures were designed to be readily removable or already have a history of previous moves, e.g. prefabricated dwellings and poppet-heads. Provided such a structure does not have a strong association with its present site, its removal may be considered.

If any structure is moved, it should be moved to an appropriate setting and given an appropriate use. Such action should not be to the detriment of any place of cultural significance.

Article 10. The removal of contents which form part of the *cultural significance* of the *place* is unacceptable unless it is the sole means of ensuring their security and *preservation*. Such contents must be returned should changed circumstances make this practicable.

Conservation Processes

Preservation

Article 11. *Preservation* is appropriate where the existing state of the *fabric* itself constitutes evidence of specific *cultural significance*, or where insufficient evidence is available to allow other conservation processes to be carried out.

Article 12. *Preservation* is limited to the protection, *maintenance* and, where necessary, the stabilization of the existing *fabric* but without the distortion of its *cultural significance*.

Restoration

Article 13. *Restoration* is appropriate only if there is sufficient evidence of an earlier state of the *fabric* and only if returning the *fabric* to that state reveals the *cultural significance* of the *place*.

Article 14. *Restoration* should reveal anew culturally significant aspects of the *place*. It is based on respect for all the physical, documentary and other evidence and stops at the point where conjecture begins.

Article 15. *Restoration* is limited to the reassembling of displaced components or removal of accretions in accordance with Article 16.

Article 16. The contributions of all periods to the *place* must be respected. If a *place* includes the *fabric* of different periods, revealing the *fabric* of one period at the expense of another can only be justified when what is removed is of slight *cultural significance* and the *fabric* which is to be revealed is of much greater *cultural significance*.

Reconstruction

Article 17. *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration and where it is necessary for its survival, or where it reveals the *cultural significance* of the *place* as a whole.

Article 18. *Reconstruction* is limited to the completion of a depleted entity and should not constitute the majority of the *fabric* of a *place*.

Article 19. *Reconstruction* is limited to the reproduction of *fabric*, the form of which is known from physical and/or documentary evidence. It should be identifiable on close inspection as being new work.

Adaptation

Article 20. *Adaptation* is acceptable where the *conservation* of the *place* cannot otherwise be achieved, and where the *adaptation* does not substantially detract from its *cultural significance*.

Article 11
Preservation protects fabric without obscuring the evidence of its construction and use.

The process should always be applied:

where the evidence of the fabric is of such significance that it must not be altered. This is an unusual case and likely to be appropriate for archaeological remains of national importance;

where insufficient investigation has been carried out to permit conservation policy decisions to be taken in accord with Articles 23 to 25.

New construction may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 8.

Article 12
Stabilization is a process which helps keep fabric intact and in a fixed position. When carried out as a part of preservation work it does not introduce new materials into the fabric. However, when necessary for the survival of the fabric, stabilization may be effected as part of a reconstruction process and new materials introduced. For example, grouting or the insertion of a reinforcing rod in a masonry wall.

Article 13
See explanatory note for Article 2.

Article 21. *Adaptation* must be limited to that which is essential to a use for the *place* determined in accordance with Articles 6 and 7.

Article 22. *Fabric* of *cultural significance* unavoidably removed in the process of *adaptation* must be kept safely to enable its future reinstatement.

Conservation Practice

Article 23. Work on a *place* must be preceded by professionally prepared studies of the physical, documentary and other evidence, and the existing *fabric* recorded before any intervention in the *place*.

Article 24. Study of a *place* by any intervention in the *fabric* or by archaeological excavation should be undertaken where necessary to provide data essential for decisions on the *conservation* of the *place* and/or to secure evidence about to be lost or made inaccessible through necessary *conservation* or other unavoidable action. Investigation of a *place* for any other reason which requires physical disturbance and which adds substantially to a scientific body of knowledge may be permitted, provided that it is consistent with the conservation policy for the *place*.

Article 25. A written statement of conservation policy must be professionally prepared setting out the *cultural significance* and proposed *conservation* procedure together with justification and supporting evidence, including photographs, drawings and all appropriate samples.

Article 25
The procedure will include the conservation processes referred to in Article 1.4 and other matters described in Guidelines to the Burra Charter: Conservation Policy.

Article 26. The organisation and individuals responsible for policy decisions must be named and specific responsibility taken for each such decision.

Article 27. Appropriate professional direction and supervision must be maintained at all stages of the work and a log kept of new evidence and additional decisions recorded as in Article 25 above.

Article 28. The records required by Articles 23, 25, 26 and 27 should be placed in a permanent archive and made publicly available.

Article 29. The items referred to in Articles 10 and 22 should be professionally catalogued and protected.

Words in italics are defined in Article 1.

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