

**COMMUNITY SERVICES COMMITTEE****11 JUNE 2014****3****PROPOSAL TO MODIFY CAIRNS CENOTAPH MEMORIAL PRECINCT****Malcolm Robertson: 1/59/13-01: #4320533****RECOMMENDATION:****It is recommended that Council:**

- a) **Resolves to develop a Cairns Esplanade Promenade Boardwalk precinct master plan to guide future development or enhancement of the heritage site;**
- b) **Defers approval of any proposed additions or modifications until such planning has been completed; and**
- c) **Delegates authority to the Chief Executive Officer, in accordance with the *Local Government Act 2009*, to finalise any and all matters in relation to above actions.**

**EXECUTIVE SUMMARY:**

Council has received separate requests from Queensland Police Service (QPS) and the Cairns Returned Services League of Australia, Cairns Sub Branch (RSL) for modifications to the Cairns Cenotaph Heritage Precinct.

Cairns Police have proposed the addition of 25 plaques to the existing QPS memorial section. This modification would see plaques detailing names of all QPS' officers killed in active duty.

Cairns RSL has proposed the WWI Cenotaph be moved approximately 2m seaward and lifted around 2m onto an additional plinth base to allow for the addition of multiple plaques commemorating a wider range of military action.

The RSL concept also proposes that the heritage precinct be re-landscaped and expanded to allow for increased attendances at ANZAC day celebrations. Existing memorial plaques for conflicts including WWII, Vietnam War, Korean War and the Malayan Emergency would be removed and replaced on the Cenotaph.

The Cenotaph precinct was last remodelled in 2003 as part of the promenade redevelopment. Council at that time spent around \$300,000 creating the memorial garden and restoring the Cenotaph and gun emplacements. Council officers have assessed the indicative cost of the works contained in the current RSL proposal to be approximately \$1.2million.

Prior to any decision to significantly rework this State Heritage site, detailed master planning is required. This planning is of a specialist nature and will ensure that full consideration is given to the existing area and Memorial as it stands, the RSL proposal and foreseeable future community demands. All stakeholders need to be engaged in this process, especially those that are currently represented on the site. Cairns RSL Sub Branch has indicated their desire to work with Council through such a process.

### **BACKGROUND:**

The Cenotaph site on the Cairns Esplanade has been assessed as being of significance to the state of Queensland and is listed on the State Heritage Register. Gazettal in the Queensland Heritage Register means that any activity that will alter or damage this site requires prior approval from the Department of Environment and Heritage Protection. Attachment 4 shows concept with overlay showing Gazetted Heritage Precinct Boundary.

In 2012 Council adopted a Conservation Management Plan for the site. Policies within the Conservation Management Plan have been developed to ensure appropriate management of the heritage precinct.

At its meeting of 2 December 2013, the Queensland Heritage Council resolved, with the written agreement of Council, to update the heritage boundary and cultural heritage significance statements contained in its entry in the Queensland Heritage Register in accordance with the Queensland Heritage Act 1992.

The WWI Cenotaph was the first monument erected by the city of Cairns. Originally constructed in 1925 within the Abbott and Shields Street intersection, the Cenotaph was relocated in 1972 to its current position opposite the Cairns RSL Club.

The Cenotaph itself remains a monument to those who lost their lives in WWI, but over time the wider site has evolved to include features that commemorate a number of military operations. In 1972, two guns were added. The 5-inch breech loading gun dates to the earliest naval presence in Cairns, being the Naval Brigade which was established in 1888. The history of the 25-pound field gun is unknown; however this type of gun was used by the British and Commonwealth Military Forces from the 1940's to the early 1970's.

A memorial recognising the WWII 31/51 Australian Infantry Battalion (AIF) was added in 1999. A memorial commemorating the WWII 'M' and 'Z' Force units was relocated to the site in 2006.

The memorial garden walkway was added during the Esplanade redevelopment in 2003 and is situated immediately to the north of the Cenotaph. This move was in response to stakeholder input from the RSL in to the redesign of the Esplanade and answered a long-held desire by sections of the community to establish a more inclusive War Memorial. This memorial walk currently has plaques representing:

- WWII (1939-1945);
- Korean War (1950-1953)
- Malaya and Borneo (1948-1960, 1965-1966)
- South Vietnam (1962-1973)

- Air force
- Army
- Navy
- Queensland Police Service
- Queensland Ambulance Service
- Queensland Fire and Rescue Service.

The Cenotaph site is listed as an item of state significance on the Queensland Heritage Register. Any change within the listed Heritage Precinct must respond to the listed heritage values.

Significant restoration works were carried out on the Cenotaph and guns in 2001, with expenditure of around \$56,000.

The Conservation Management Plan adopted in 2012 is the primary guiding document for the conservation of the site, to ensure that all future decisions are carried out with regard to its cultural heritage significance.

Cairns RSL has previously approached Council with concepts to redevelop the Esplanade around the Cenotaph. In 1999, a memorial wall was proposed to accommodate plaques relative to the numerous ships, or units that may have been based at Cairns, or passed through Cairns during WWII. In 2010, plans for a dedicated Vietnam War memorial gun emplacement adjoining the Cenotaph were tabled with Council. Council originally resolved to support this, but the concept was unable to be realised.

In January 2013 Cairns RSL approached Council with a similar concept to that currently being considered. The 2013 concept also proposed lifting the WWI Cenotaph Memorial onto a new plinth for a range of other memorial plaques.

In 2013 the Cairns RSL was requested to undertake the following:

- Prepare detailed concept plans;
- Undertake public and stakeholder consultation around the concept plans;
- Lodge concept plans and results of public consultation with Council.

Once the above had been provided, Council's Memorials Panel was to assess the request against Policy and the Cairns Esplanade Land Management Plan, with a report to be tabled for Council consideration.

Cairns RSL has now indicated their preference for Council to provide clear indication of support for the proposal prior to undertaking any more detailed work (Attachment 6).

**COMMENT:**

There have been many requests over the years for additions to be made to the Cenotaph precinct. There is a strong demand for recognition both of more recent campaigns of war and of historical serving units. Attachment 1 shows current and proposed Cenotaph Precinct and plaque examples.

The WWI memorial is a significant Cairns focal point and was established by the community as a fitting memorial to those who served and gave their lives. The names of the 142 locals (including two women) who fell in WWI are listed on the memorial. Lifting the memorial as proposed, will significantly impact the accessibility of current memorial information.

As well as theatres of war, the current Memorial Gardens contain plaques in recognition of those who served Australia in the Police Service, Fire and Rescue Service and Ambulance Service. There is also demand to add further recognition of individuals who have died in active service to this area.

The current Cairns RSL proposal does not consider the future treatment of the Memorial Gardens area nor the existing memorials to WWII, the Korean War, the Vietnam War and the Malayan conflict. These are currently adjoining the Cenotaph in the Memorial Gardens developed in consultation with the Cairns RSL in 2003.

The Cairns Cenotaph base, pedestal, cloak and soldier are given “exceptional” state heritage significance. In December 2012, Council committed to conserving all existing elements of the Cairns Cenotaph Heritage Precinct including memorials, plantings, paving and lawns and to protect the setting of these monuments. What is proposed is a major move away from this approach and will require significant planning processes to be completed prior to works commencing.

Any major changes, including changes to the fabric of the Cenotaph, must be preceded by a Statement of Heritage Impact. The Statement of Heritage Impact identifies and evaluates positive and negative heritage impacts of specific proposals, would need to be consistent with the adopted Conservation Management Plan and would be prepared in association with any other planning documents required for Development Approval.

The submission outlines apparent maintenance defects with concrete and granite structural elements as evidence that major works are required. The granite does have some minor patching which was carried out to rectify damage that occurred in the 1972 move (Attachment 5). Whilst not matching the original material, these patches have been in place for 42 years and are considered an important element in the heritage fabric (Attachment 3).

The footprint of the proposed redevelopment extends beyond the current gazetted Heritage precinct (Attachment 2). Should Council intend progressing the proposal it will be necessary to seek modification to the gazetted State Heritage Listing. An existing tree dedication and memorial plaque to the south of the Cenotaph will also be impacted, and would require relocation.

Council's Memorials Policy guides Council's approach to the management of requests for the installation of commemorative plaques, memorials and monuments in public spaces. The policy specifically reflects the need to ensure that the placement of memorials and plaques does not result in particular locations reaching saturation point, or interfere with the intended purposes of the region's parks, gardens and open spaces.

In addition to the recently adopted Conservation Management Plan and in accordance with the proposed modifications and the potential for future additions to the Cairns Cenotaph Precinct, it would seem prudent to develop a Master Plan for the site to guide and manage all potential additions in the future. Cairns RSL Sub Branch has indicated a desire to work with Council through such a planning process.

In light of ongoing and potentially increasing demand for memorial plaque representation, investigation into alternative sites that would allow for growth in the future may also be appropriate.

One alternative site option could be a nearby site that currently holds State Heritage listing and significance relative to WWII and is a hub for ANZAC Day observance ceremonies. This is known as the "Scout's Hat" in Munro Martin Park and was a WWII Air Raid Precautions (ARP) centre, which acted as a central listening and control post. Should the fibreglass Scout's Hat be removed and some basic restoration carried out, this site offers high potential for both memorial representation and interpretation.

It is timely that the Department of Environment and Heritage Protection (EHP) has recently produced a comprehensive best practice guideline for conserving places of Heritage value specifically for Queensland's Monumental War Memorials. This guideline will be instrumental in the consideration given to master planning the area.

### **OPTIONS:**

#### Option 1 (Recommended):

That Council:

- a) Resolves to develop a Cairns Esplanade Promenade Boardwalk precinct master plan to guide future development or enhancement of the heritage site;
- b) Defers approval of any proposed additions or modifications until such planning has been completed; and
- c) Delegates authority to the Chief Executive Officer, in accordance with the *Local Government Act 2009*, to finalise any and all matters in relation to above actions.

#### Option 2

That Council:

- a) Resolves to provide in-principle support to proposed additional installations and modifications within Cairns War Memorial precinct, subject to:
  - Cairns War Memorial precinct master plan development and adoption;
  - Statement of Heritage Impact development;
  - Queensland Heritage Council approval;
  - Identification of project funding; and
- b) Delegates authority to the Chief Executive Officer under the *Local Government Act 2009* to finalise any and all matters in relation to above actions.

**CONSIDERATIONS:****Risk Management:**

The Conservation Management Plan for the Cairns Cenotaph has been designed to minimise risk of inappropriate management to the Heritage Listed area. Without associated master planning of this precinct, there is high risk that it will reach saturation point for memorials and dilute the original intent.

**Financial**

Estimated cost of the master planning process is \$30,000.

Council last upgraded this area in 2003 with around \$300,000 being spent at that time on the Cenotaph area and Memorial Gardens.

Queensland Police Service has indicated an overall cost of between \$5,000 and \$7,000 for their proposal. QPS have advised that they have identified budget to carry out the required supply and installation of the works.

The Cairns RSL has prepared an indicative cost aligned to their proposed concept plan of approximately \$875k, prior to the detailed planning phase. Cairns RSL Sub Branch proposes that the project be funded by Council, but has identified potential grant funding streams that may offset some costs.

**Corporate and Operational Plans:**

The proposed recommendation meets the requirement of Corporate Plan Strategic Goals 1.3.

**Policy:**

Plaques, Memorial and Monument Policy 1:04:41 applies. The Esplanade Management Policy 1:03:15 applies. The Heritage Precinct, incorporating the Cenotaph, is recognised as a primary use of the Esplanade Reserve.

**CONSULTATION:**

Cairns Returned Services League of Australia, Cairns Sub Branch has yet to undertake external consultation around their proposal.

Queensland Police have consulted with Cairns Returned Services League and advises of provisional support for their proposal.

**ATTACHMENTS:**

- Attachment 1 Current Cenotaph Precinct and Plaque Examples
- Attachment 2 Extract from Cairns RSL Sub Branch Proposal
- Attachment 3 Cairns RSL Sub Branch Concept
- Attachment 4 Concept with overlay showing Gazetted Heritage Precinct Boundary.
- Attachment 5 Historic Repairs to Cenotaph.
- Attachment 6 Cairns RSL Sub Branch letter
- Attachment 7 Introduction (extract) from "Caring for War Memorials" 2014 #4388214  
(*The full and unabridged Guidelines are provided as a separate attachment 3.1*)

Malcolm Robertson  
Inner City Facilities Manager

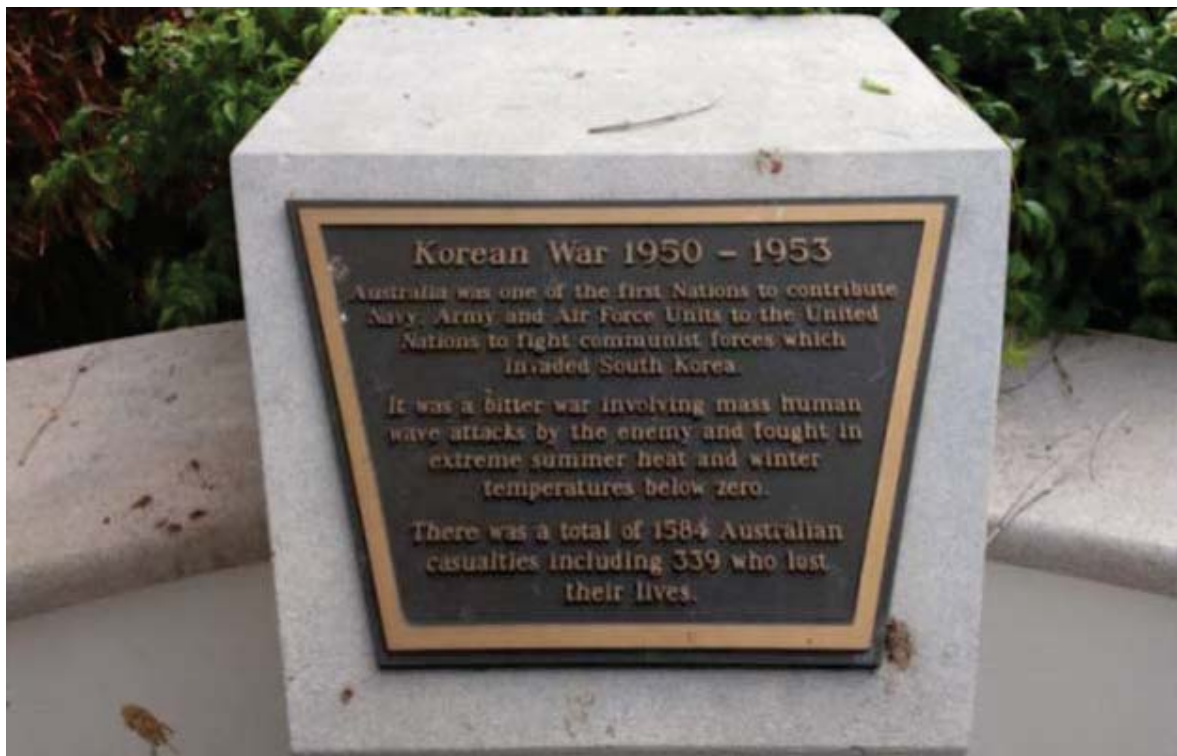
Brett Spencer  
Manager Parks & Leisure

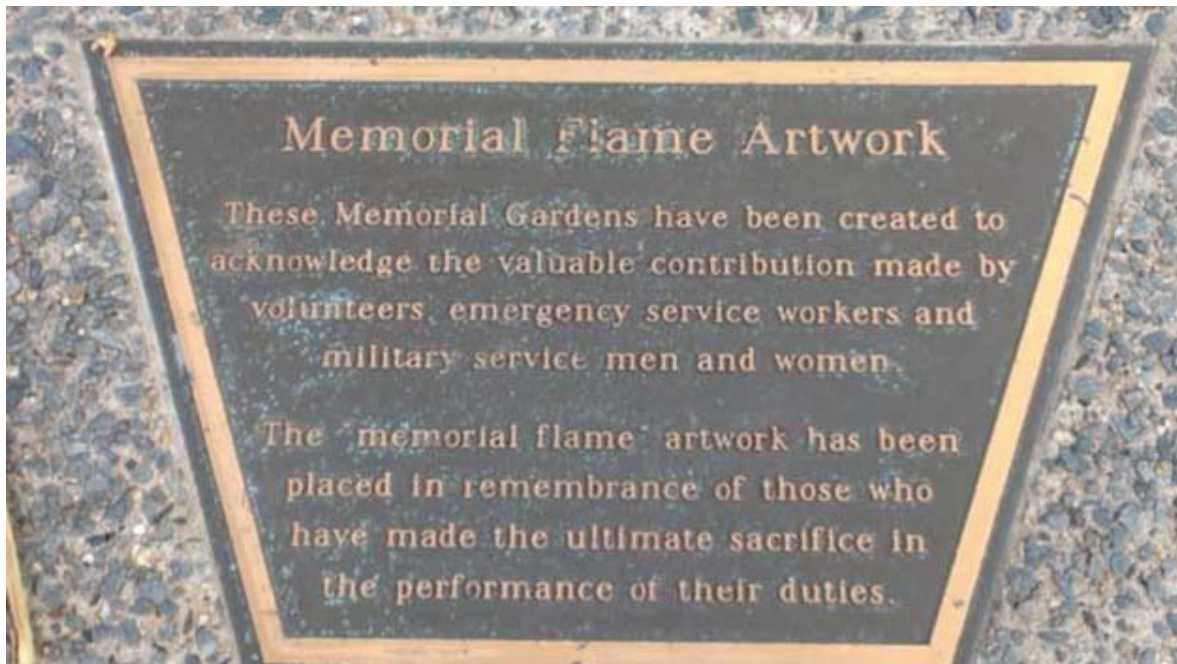


Kerrie Still  
Acting General Manager Community, Sport and Cultural Services

**Attachment 1: Current Cenotaph Precinct and Plaque Examples**







## Attachment 2: Extract from Cairns RSL Sub Branch Proposal

### 3 Requirement for Enhancement

The RSL Cairns Sub Branch as the representative organisation for Australian Service Men and Women and their families in the Cairns Region, has identified a need and desire to enhance the current Cenotaph and War Memorial area.

The requirement to enhance the area is compelled by the following issues:

- The area remains the focus point of commemorative and memorial activities for the Cairns region and should represent the region to both the local community and visitors in an appropriate manner.
- Increased attendance at Anzac Day and Remembrance Day, have resulted in the current area reaching its capacity for people.
- The current Cenotaph or Memorial areas make no specific reference to more recent conflicts, such as WWII, Korea, Malay, Vietnam, Gulf War I & II, Iraq, and Afghanistan. In order to include recognition of the sacrifice made by Australians during these conflicts, the new plans provide for an additional base section to the Cenotaph to acknowledge conflicts since World War One, and to provide for potential conflicts.
- Importantly the existing Cenotaph will be retained (and restored) in its existing form.
- The existing 41 year old foundations to Cenotaph are showing signs of deterioration, settlement and early signs of failure of the concrete with significant cracks appearing. Water egress after rain is present in the cracks and joint and evidence of black ants infestation is the concrete base. This will require that restorative or replace works to the foundation are undertaken.
- There is existing damage to the Cenotaph, including broken, cracked and missing sections of stone. Some of these have been repaired but in an inappropriate manner. In the course of preparing this report an inspection was undertaken with a local marble and granite specialist and a number of items requiring attention to the existing structure were identified to restore it to its former glory.

- Other elements in the precinct such as the concrete flag pole bases have all deteriorated and are in need of replacement.
- There is currently no provision for seating in the immediate area which restricts the opportunity for contemplation and remembrance for older members of the community.

## 4 Project Program

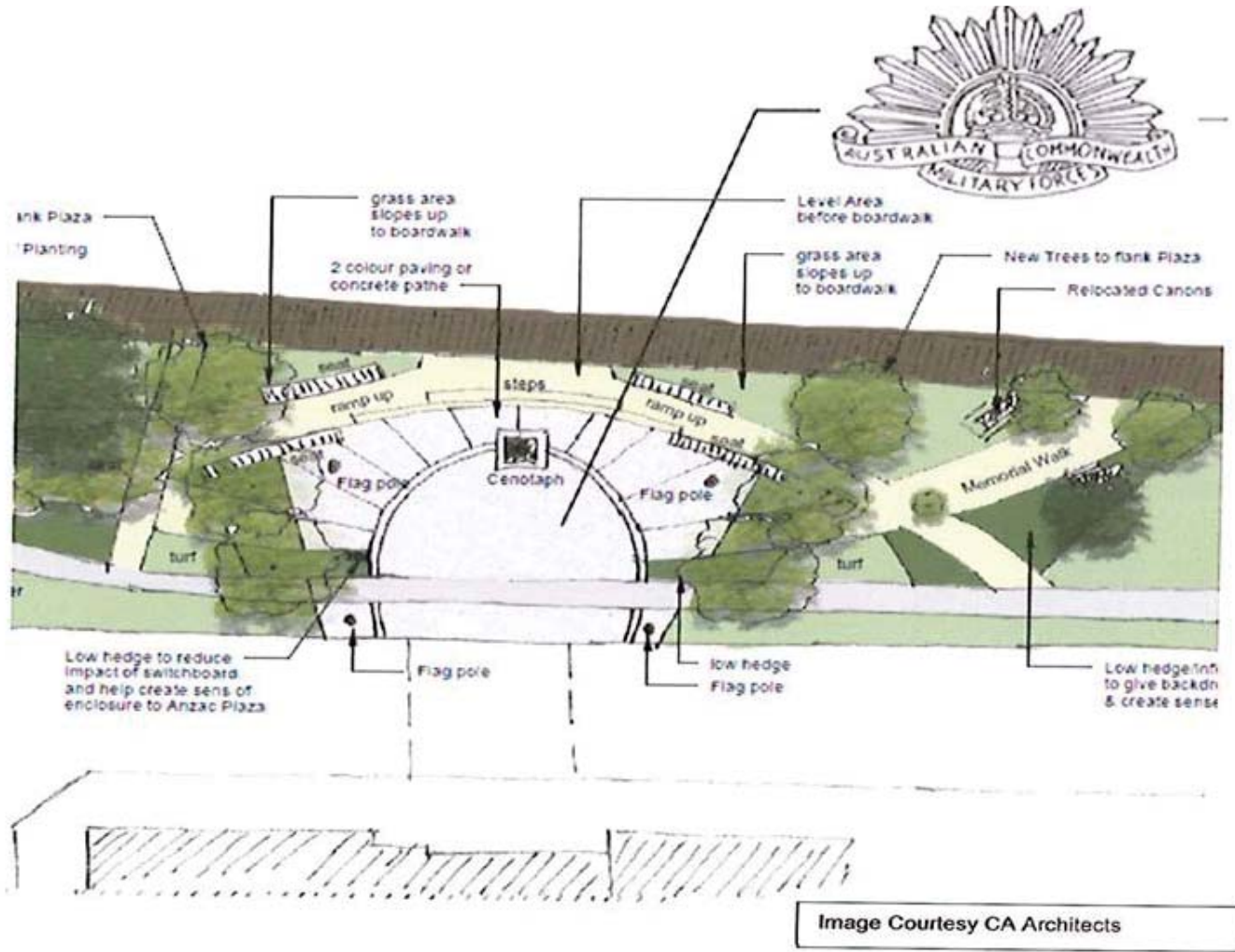
Based on the concept design a master project program (refer appendix 7.3) has been produced showing key dates for reaching agreement with council and securing funding for the works in order to have the project works completed by Anzac Day 2015. Both approval and the funding would need to be secured by no later than June- July 2014, for the works to be comfortably completed by April 2015.

The main risk to the program has been identified as follows:

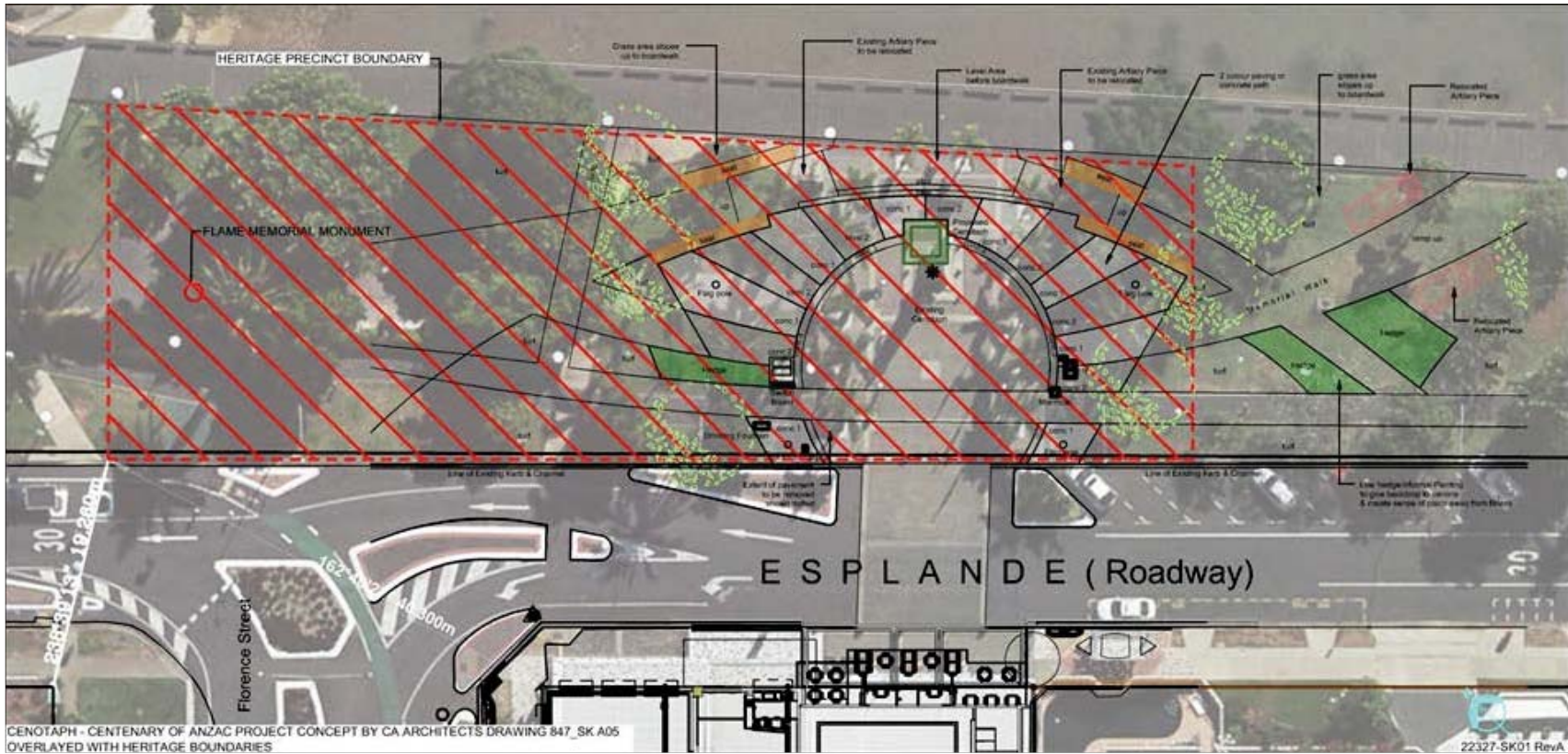
- Reaching agreement with Cairns Regional Council, on enhancement of the area.
- Planning and design approval from Council for the enhancement works, as the site is listed on the Heritage Register it will require planning approval prior to any work being undertaken.
- Related to the Council approval is the likely referral of the proposal to the Department of Environment and Heritage Protection and the likely requirement that they will need to refer to a Heritage consultant for further advice, plus any other referral agency.
- Securing the funding for the works.

There is some contingency within the program, but generally once the dates of agreement with council are exceeded it puts significant pressure on the completion dates ready for 2105 Anzac Day. It is possible to bring the design elements forward and fully develop the design and engineering whilst the initial negotiations with Council take place, and to a certain extent this will likely be required to secure the approval to proceed.

Attachment 3: RSL Cenotaph Concept Proposal



Attachment 4: Concept Proposal with Red Area showing Gazetted Heritage Precinct Boundary



**Attachment 5: Historic Repairs to Cenotaph**



## Attachment 6: Cairns RSL Sub Branch



• Project Management

• Access Consulting

• OH&S

• Building Due Diligence

15 May 2014

Malcolm Robertson  
Inner City Facilities Manager  
Cairns Regional Council  
Corner Sheridan & Aplin Streets  
Cairns, Queensland 4870

Attention: Mr Malcolm Robertson

**RE: CENOTAPH – CENTENARY OF ANZAC PROJECT**

Dear Malcom,

On behalf of Cairns RSL Sub Branch we write to you following the discussion held between yourself and Mr Phil Warwick of Cairns RSL Sub Branch to respond regarding two items raised being the RSL Sub Branch position on funding the works and the proposed scheme in conjunction with any master planning council has for the area.

In relation to the funding of the cost of capital works the proposed scheme for the Cenotaph, the Cairns RSL Sub Branch whilst being broadly recognised in the community as the custodian for this area confirm that this is a public piece of infrastructure. As a public asset the cost of capital works to preserve and enhance this area is something that should be borne by the community as a whole with Council providing the funding for this on behalf of the community. Cairns RSL Sub Branch has to date invested some significant expenditure and energies in developing the project concept including the direct engagement of design consultants and project managers to produce concept design, budget costing and project programs.

The Sub Branch will continue to support council on this project in particular with application for any State for Federal grants that may be sought for this project. Three key grant sources have been identified as follows:

Department of Environment and Heritage Protection "Everyone's Environment" a 12 million dollar grants program, conserving QLD cultural heritage has its third round of grant applications opening in mid 2014.

The Federal Government "The Anzac Centenary Local Grants Program is a key element of the Australian Government's Anzac Centenary program through which funding of up to \$125,000 is available for each Federal Member of Parliament (MP) to support projects in their electorate commemorating the First World War"

The Queensland Government "The Queensland Anzac Centenary grants program is designed to assist and encourage Queenslanders to commemorate the service and sacrifice of men and women during the First World War.

*Throughout the Centenary, grants of up to \$80,000 are available for community projects, including commemorative events, exhibitions, research, community education activities, the restoration or enhancement of memorials and more."*

If commitment on the project can be sought from Council the Sub Branch is a far stronger position to make application and lobby for funding from these and other grant sources. This will lessen the outlay to Council for these works, as well as any community based fund raising that could take place. Without express commitment from Council for the project the Cairns RSL Sub Branch is not in a position to make any such applications, which would be a significant loss opportunity to the community.

It is understood that the Council already has master plans for works to this part of the Esplanade and Council is seeking confirmation as to the Cairns RSL Sub Branch position on alterations of the project concept plans developed by the Sub Branch to work in with Council plans for the area. The proposed concept plans have been given lengthy consideration with regard to the symbolic design and function of the area. That said the design could be modified to compliment other proposed design schemes for this area. Across the broader community the Cairns RSL Sub Branch is recognised as a key stake holder would expect to be consulted and included in any planning decision for this important area.

Yours Faithfully

**The Project Consultant NQ Pty Ltd**

A handwritten signature in black ink, appearing to read 'R Lawrence', is positioned above a thin horizontal line.


**Richard Lawrence**  
Senior Project Manager - Director

C.c Phil Warwick  
Cairns RSL Sub Branch

File: cenoteaph letter to council

Attachment 7 Introduction (extract) from “Caring for War Memorials” 2014

Department of Environment and Heritage Protection




# Caring for war memorials

*A guide to help custodians conserve the heritage values of Queensland's monumental war memorials.*

Guideline

Great state. Great opportunity.



Queensland Government

## Introduction

Across the state, more than 1300 war memorials commemorate Queensland's involvement in conflicts dating from the Boer War (1899–1902) to the present day. The Queensland Heritage Register lists approximately 150 of these, recognising their historical significance to Queensland.

With around 57,000 Queenslanders serving in World War I alone, few communities have been left untouched by war. Indeed, most Queensland towns have a monument to those who served in war. These tangible symbols of public mourning and reflection hold deep significance for countless families who remember a lost loved one or an ancestor. As the Australian Government did not sanction bringing home the remains of war dead after the two world wars these sites are similar to a grave site for many Australians who remember departed ancestors and family members.

Their sacred significance places a privileged responsibility in the hands of those who care for Queensland's war memorials. That responsibility begins with understanding why their memorial is significant, and the level of their conservation skills and knowledge—obtaining advice where needed from specialists before arranging major cleaning or repairs.

In most cases, the responsibility of caring for war memorials falls to local governments. However many dedicated members of the community such as volunteers and Returned Services League (RSL) members also care for local war memorials. Whatever their role, these custodians share one chief responsibility—to conserve the original fabric of the memorial for the benefit of future generations.

Custodians who carefully, regularly maintain their community's memorial can prevent major problems and extend its life. Conversely, well-meaning carers applying incorrect maintenance methods can cause permanent damage.

This guideline, *Caring for war memorials*, provides custodians with advice on how to care for war memorials so that these significant sites of remembrance retain their heritage values, and continue in the role and form their creators originally intended.

This guideline focuses on monumental memorials and honour boards. The Department of Environment and Heritage Protection (EHP) website ([www.ehp.qld.gov.au](http://www.ehp.qld.gov.au)) provides guides and technical notes which are relevant to caring for other types of memorials such as avenues, halls, windows and parks. In this guideline the term 'memorial' refers to both monuments and honour boards.

This guideline describes the important elements of memorials, and best practice maintenance and cleaning—as well as their common problems and how to repair them. It outlines, in **Part A: The process**, the essential steps in caring for war memorials, and guides users through each step:

- Step 1: Understand your community's memorial
- Step 2: Inspect and maintain the memorial
- Step 3: Decide on essential repairs or changes
- Step 4: Plan, arrange and record needed repairs or changes

These steps are a simplified version of The Burra Charter Process which comprehensively outlines the steps in planning for and managing a place of cultural heritage significance.

Then, **Part B: The methods** sets out appropriate conservation methods that custodians need to know when arranging repairs and changes to a memorial. It also offers some important steps for custodians on safely cleaning and maintaining memorials.

**Part C: Additional information** offers further resources, research sources and useful information on steps such as finding conservation specialists.

## Queensland's monumental war memorials

Many of Queensland's war memorials are monuments made predominantly of sandstone, granite, marble and bronze. These memorials most often take the form of statues, obelisks, columns, crosses, fountains, clocks or gates. Queensland's **state memorial in Anzac Square** [Queensland Heritage Register, place identification (QHR) 600062] an outstanding example of a monumental memorial, is a peristyle incorporating an eternal flame. Honour boards, usually located inside public buildings, are also very common. Some memorials have a functional nature, taking the form of seats, avenues, windows, swimming pools, parks or buildings.



Queensland's state memorial in Anzac Square [Queensland Heritage Register, place identification (QHR) 600062]