

SUPPLEMENTARY INFORMATION

In support of Report to Council

CLEVELAND POINT MASTER PLAN - NEW LIGHTHOUSE

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1. HISTORY

This Lighthouse (figs 1 & 2) was installed as the primary maritime warning facility in 1975 replacing the timber structure which had been in service since circa 1864. The new Lighthouse had been in service from 1975 till recently.

In August 2009, the new Lighthouse was removed to provide space for the Narnia filming in September and October 2009. The parts of the lighthouse were stored behind safety fencing in the grounds next to the Cleveland Point SES in Raby Bay Boulevard Park, Cleveland.

It was assumed by Environmental Management Group, who are responsible for the planning and design of the upgrades that about to take place at Cleveland Point, that the Lighthouse would be returned to its original condition and location as part of the reparation works by the film company in keeping with both the approved Masterplan 2006, and the detailed design that is being developed which reflects the intent of the approved Masterplan.

This changed when Maritime Safety determined the infrastructure as redundant and didn't press for its reinstatement

Maritime Safety still view this as a lighthouse, but it isn't within their terms of reference to seek to retain purely for cultural importance reasons. We have determined that it is our role as the body responsible for Open Space Planners for Redland Council, to take into account a wide range of responsibilities which include protecting and building into the story of our parks and reserves, the whole range of both cultural and natural heritage elements.



Figs 1 & 2: Cleveland Point Lighthouse previously in place.

2. REMOVAL AND CURRENT STATUS

Maritime Safety Queensland do require a formal application to the Harbour Master to acquire the Lighthouse. Indications are that Maritime Safety Queensland would consider gifting the Lighthouse to Council.

It is proposed that Council acquire ownership of the Lighthouse structure from its current owners Maritime Safety Queensland, complete reparation works on the structure, and reinstall it in its original location at Cleveland Point Reserve as part of the upgrade works about to be undertaken.

Prior to Redland City Council undertaking such a request application, that the approval of receiving a gift require approval under the relevant and previously mentioned Local Government Act (1993).

3. APPROVED MASTERPLAN AND DETAIL DESIGN

Councils Advisor Landscape Architects are of the believe the Lighthouse is of has sufficient significance to warrant its retention, repair, reinstatement and ongoing maintenance as it both forms a significant part of the maritime and cultural use narrative of the site and surroundings, as well as possessing sufficient architectural merit with regard to its form. (Roger Todd, heritage architect comments).

The Lighthouse is part of the history of the site, and its significant to the overall story of maritime safety and general wayfinding. It represents a part of the whole story that links the old timber lighthouse, through to the now commonly used Geographical Positioning System (GPS) technology.

From the Lighthouse Australia website, there is evidence that the two lighthouses at Cleveland Point are linked both spatially and in story form (fig3)

The current proposed upgrades to the Point centre on telling the spatial and cultural story of the two lighthouses. The new lighthouse provides accent and emphasis to the timber lighthouse, and vice versa. (fig 3)

The Open Space Planning Unit is responsible for the planning and design of open spaces in the Redland. We seek to integrate the natural and cultural aspects of all our sites. As part of our evaluation and analysis, we regarded this lighthouse to be a significant part of the story of the Point and maritime practices in general. It also marked the original location of the timber lighthouse prior to it being moved back in 1975.

As seen in Fig 3 & 6, our intent is to emphasise the old timber lighthouses importance both in the story of wayfinding, but also spatially, by strengthening the pedestrian approach from the eastern side of the road with a broadly sweeping pathway leading the eye and the travel, gradually revealing the timber lighthouse until it occupies the dominant visual location.



Fig 3: Current Detailed Design for Cleveland Point Reserve showing the significance and relationship of both lighthouses, integrating the story of maritime navigation as well as the extents of the site with a common element.

The interpretative information for the old lighthouse will be positioned as pedestrians approach the old lighthouse, and from that vantage point, an informal corridor formed by the internal access pathways and tree planting will reference the newer lighthouse at the other end of the point.

An almost identical experience has been designed for the new lighthouse. As people approach the interpretative elements which mirror similar textures and designed elements of the old lighthouse surrounds, to their left, the pathways and tree plantings draw the eye down to the old timber lighthouse. (fig6)

The importance of the spatial relationship between the two lighthouses, and therefore the overall spatial layout of the whole Point, can be seen in figs 3 & 6.



Fig 4 : Indicative Concept Design of redesign base structure



Fig 5 : Close up of Indicative Base Concept Design



Fig 6: The narrative and spatial relationship between the two lighthouses at Cleveland Point (Photograph: Jean-Marc Doumenc) (<http://www.lighthouse.net.au/lights/index.asp>)



Fig 7: Relevant excerpt from Masterplan noting the inclusion of the existing (then) Lighthouse (MSQ terminology) (Cleveland Point Masterplan 2006 RCC)

4. OTHER EXAMPLES OF PROTECTED LIGHTHOUSES

With regard to its form, it represents more than a purely functional piece of infrastructure as would say a light on a pole. It is unique as a particular form of a Lighthouse, as there are no others like it that are known of. The Lighthouse at Point Danger (fig3) has a much larger structure based on the radial concrete blades, but the form is not as ideal as the Cleveland Point example (refer comments by Roger Todd below). There are far more utilitarian examples of lighthouses that are being retained and protected, most appearing on the Lighthouses of Australia website, but examples included here show that the range of aesthetic merit for this type of structure to be wide and varied (fig4; fig5). (<http://www.lighthouse.net.au/lights/index.asp>)

The form of the lighthouse is unique in that it is a relatively rare example of this particular style of design and construction. It is a structure that has a degree of superfluousness incorporated into its form, which exceeds that which would be required for a purely functional outcome. (fig1: fig2)



Fig 8: The Point Danger Lighthouse, noting the radial concrete blade structure typology similar to the Cleveland Point lighthouse. Photograph: Annette Flotwell



Fig 9: The old Wharton Reef Light house [Winsome Bonham]



Fig 10: The new Cape Bowling Green Light house [Photograph: Winsome Bonham]

5. CULTURAL SIGNIFICANCE

Cultural Significance can be widely interpreted as

'aesthetic, historic, scientific or social value for the past, present or future generations' ... of places that 'help an understanding of the past or enrich the present, and which will be of value to future generations'.

<http://www.marquis-kyle.com.au/bcsignificance.htm#2.1>

It is more prudent not to see everything worth saving as requiring listing on a heritage register. Similarly, an item, place or element not appearing on a heritage register doesn't mean that it isn't worthy of being retained.

The standard instrument for the consideration of heritage protection is the Burra Charter, as adopted and modified by The Australia ICOMOS. These modifications further seek to refine what is considered as culturally significant.

'Prominent among the changes are the recognition of less tangible aspects of cultural significance including those embodied in the use of heritage places, associations with a place and the meanings that places have for people.'

<http://www.icomos.org/australia/burracharter.html>

Cultural heritage involves not only the past, but present and future implications of deciding what to preserve. The Australia ICOMOS states that 'the Burra Charter advocates a cautious approach to change:

do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.'

<http://www.icomos.org/australia/burracharter.html>

Taking a cautious approach to decisions where the implications are either not known or fully understood is also supported by the Precautionary Principle.

The precautionary principle is a moral and political principle which states that if an action or policy might cause severe or irreversible harm to the public or to the environment, in the absence of a scientific consensus that harm would not ensue, the burden of proof falls on those who would advocate taking the action.

http://en.wikipedia.org/wiki/Precautionary_principle

The Burra Charter also provides clarity when assessing what is worthy of consideration for significance, and a broader interpretation is recommended.. Cultural Significance is a....

1.1 Place means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.

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

Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects.

1.3 Fabric means all the physical material of the place including components, fixtures, contents, and objects.

<http://www.icomos.org/australia/burracharter.html>

Cultural Significance in this instance isn't defined specifically for a single element, however how a places importance relies on the overall fabric, collection or association of elements that work together as part of a significant whole. In this respect, the importance of the lighthouse in question to the more historical timber lighthouse is significant in itself. (see fig7)

6. EXTERNAL PROFESSIONAL OPINION

The open Space Planning Units has also sought to garner wider opinion from relevant external professionals.

Benjamin Gall, a heritage architect, is currently working with Redland City Council in restoring the timber lighthouse. The Open Space Planning Unit has had discussions during the detail design phase on how best to integrate both lighthouses in to the overall design, and how both can give further emphasis to the other.

Benjamin Gall, Heritage Architect. (Manly QLD)

The Cleveland Light Station is located within the historic precinct of Cleveland Point, an area well recognized for its historical and archaeological significance to the local community of Redlands and to Queensland. The new Cleveland Light Station is located in the north of the precinct

and marks the approximate position of the 1864/5 Cleveland Light House, (which was relocated to the current location to the west of the site in 1975).

Importantly, both the former Cleveland Lighthouse and the Light Station are a unique collection important in demonstrating the pattern and evolution of Queensland's heritage, most especially the maritime history from Queensland's earliest times until very recent, (as the former light house is regarded as one of the first lighthouses built in the colony of Queensland and the new Light Station represents the later stages of light stations before GPS technology also made them redundant in the current decade).

The Cleveland Light Station and former Lighthouse are both prominent landmarks to locals and visitors to the area from the land and sea also.

I would encourage Council to investigate the option to conserve the current Light Station alongside its existing commitment to preserving the former Lighthouse. The area offers immense opportunities for historical interpretation, storytelling and other community engagement activities that promote these historical values of the area, enriched also by the variety of other sites close by within the Cleveland Point vicinity.'

Roger Todd is an also a heritage architect from Moffat Beach who was instrumental in providing heritage and design advice to Caloundra City Council on how best to plan, design and implement the retention of both old and new lighthouses in Caloundra

Roger Todd, Architect (Moffitt Beach QLD)

'Experience with the Caloundra Lighthouses has similarities. The 1896 timber & tin lighthouse was replaced with a signal station & light in 1967. Three years later it was relocated by the local Power Boat Club. After another 30 years it was deteriorated and much undervalued. After the signal station was decommissioned, it took a lot of convincing to activate Council to help return it to its original site. It was pretty rotten and suffered damage during restoration to its original site in the Lighthouse Precinct in 1999. Its return has enabled interpretation in its original setting and recreated the late 1960s condition. It enables people to "make sense" of the building, and public perception has changed considerably for the better.

The era of lighthouses ended at about the end of the 20th century, with new satellite technology taking over. (although they still have relevance for smaller craft and are a good "visual" backup) Caloundra's two lighthouses are from either end of the time spectrum, hence ability to explain function and development is enhanced.

The same has potential in Cleveland. The 1960s light has aesthetic significance. When engineers design with pure function in mind the results can be most beautiful. "When I am working on a problem, I never think about beauty but when I have finished, if the solution is not beautiful, I know it is wrong" R. Buckminster Fuller engineer and inventor of the geodesic dome. The Point Danger lighthouse is an example of one where the designers are "trying" to make it beautiful, but have not succeeded as much as yours in Cleveland.'

Andrew Barnes is a heritage structural engineer, who has inspected the lighthouse and provided his considered opinion that the constituent parts of the lighthouse appear to be in very good condition, and in all likelihood could enjoy a much longer life expectancy if reinstated. His comments of course are conditioned on further investigation, like those that would naturally occur at a detail design stage of reparation. His comments, and the implications of same are contained further in the Financial Implications stage further on in this report. Please refer to the attached Structural Inspection Cleveland Lighthouse Jan 2010

7. WIDER PLANNING CONTEXT

The need to consider the preservation of elements of cultural significance is an important thread that winds its way through virtually all planning and visioning documents and legislation at all levels of government.

Specifically Redlands provide emphasis on the importance of cultural elements when it states that Redlands....

'...combining quality of living and working environments, the Shire enjoys a relaxed coastal lifestyle, strong community values and outstanding cultural and natural attractions.'

p3 RCC Corporate Plan

Local Governments increasingly widening responsibility for both the natural and cultural landscapes is also referred to in that...

'...the evolution of our local government role from basic provider of services such as roads, rates and rubbish to a more comprehensive role in building the capacity of our community to achieve a sustainable future.'

p6 RCC Corporate Plan

'.....in a way that protects the multi-faceted character of the Redlands..'

p12 RCC Corporate Plan

And is also expressed in the concept of....

Quadruple Bottom Line . 'Social/Community' (Wellbeing)

p13 RCC Corporate Plan

And that we are mindful of generations that will come later, in that the decisions we make today....

'...adheres to the principles of intergenerational equity.'
p13 RCC Corporate Plan

At a more detailed level, Our City: Our Future goes further to state that...

'our culture is precious.....it fosters community identity and pride, reflects our triumphs and challenges, and expresses our links of the past and our dreams for the future. Like air it is an intangible – but essential element in a sustainable future.'

p3 RCC Our City: Our Future

'A societys values are the basis upon which all else is built. These values and the ways they are expressed are a societys culture' J.Hawkes

p3 RCC Our City: Our Future

Goal 1: Embrace a wide view of culture and affirm its role in protecting and developing the strengths of Redlands places and communities.'

Goal 4: Protect and promote expressions of local heritage in place management and community development.

Key Priority for Support No1. Enhanced consideration of cultural values in major planning instruments.'

p6 RCC Our City: Our Future

'This plan takes a wide view of culture'.

p20 Our City: Our Future

Redland 2030

Embracing the Bay 1. Creative redevelopment of three landmark waterfront 'Point Parklands' at Wellington Point, Victoria Point and Cleveland Point enhances amenity and provides a gateway to Moreton Bay

p32 Redland 2030

Stories are also present in the artefacts and relics that are left behind when functional requirement ceases. The presence of these forms in our landscapes provides a narrative, contained within vocabulary of forms, structures and patterns present in the landscape, able to be accessed, seen, experienced that connects us on many levels to the history, present and future of the places we want to so eagerly connect with.

*Strong and Connected Communities
Goals*

3. Stories of place – the people who have shaped our history, and special attributes of

neighbourhoods, localities, heritage sites and geographic features are recorded and communicated as stories that reinforce our sense of belonging.

p25 Redland 2030

8. WHOSE RESPONSIBILITY IS IT

The justification for Redland City Council undertaking ownership of the timber lighthouse, and all its associated liabilities and maintenance responsibilities mirrors the current situation.

We are currently undertaking expensive restoration works on the timber lighthouse, and because we can now value the structure in a manner that we weren't able to even as late as 1975. No one no questions the wisdom in the decision to retain the timber lighthouse

At the time the lighthouse was to be replaced, the general attitude was one that it was in a poor state of repair and indeed in itself, an 'anachronism' (The Cleveland Point Lighthouse Conservation Plan 1999 p32).

There was once a time that the lighthouse itself was greeted with a recognition that belies its supposedly functional intent.

'On February 10 1976 a large crowd of residents and distinguished guests attended the official commissioning of the new Cleveland Point Lighthouse....subsequent renovation and repainting of the (timber) lighthouse in 1977-1978 was financed by the Redland

9. FINANCIAL IMPLICATIONS

The costs associated with this proposal are expected to be borne by the budget allocated to the upgrades. Council is currently in the Detail Design Resolution stage of this project, and as we have deemed this lighthouse as a priority, the total estimated extent of works can be altered to account for the costs detailed here.

Detailed Account of Cost Estimates;

Acquisition: MSQ haven't given any indication yet of the cost involved, but as they had issued approval to have the lighthouse disposed of, early estimates are that no charge for the asset will be involved.

Cost Estimates:

The costing estimates in Table 1 have been formulated by Open Space Planning landscape architects. We have been unable to obtain precise estimates, or quotations given that the information required for same from any contractors would be based on detailed design documentation beyond that which could be reasonably produced for the purposes of this report.

The elements contained within these costings are however accurate as costs estimates, and as part of the detail design stage in the future, all cost implications based on the investigations of structural engineers, contractors and the like will be able to be scrutinized more accurately, and decisions made on the best way forward can then be made.

The constituent parts of the proposed reinstatement are however based on relatively simple construction methods and materials, including concrete footings and uprights, as well as the application of simple steel plate elements.

Table 1: Cost Estimates for Reinstatement of Cleveland Point Lighthouse

PRELIMINARIES				
Relocation and storage	item	1	500	\$500.00
Structural and Geotech investigation	Item	1	1500	\$3,500.00
Design and Documentation	Item	1	2500	\$2,500.00
SITE PREPARATION				
All general site prep works will be part of the main works				
Specific site preparation	m3	2	500	\$1,000.00
CONCRETE BASE				
3000Hx1200Wx300D Coloured Concrete Blades	item	5	1500	\$7,500.00
Central pentagonal support column	item	1	2500	\$2,500.00
4000x4000x600 Concrete Base Footing	item	1	4500	\$4,500.00
Other structural support allowance	item	1	1500	\$1,500.00
LIGHTHOUSE STRUCTURE				
Gal. Plate works to disable Ped access	item	2	750	\$1,500.00
Making good rest of structure.	item	1	2500	\$2,500.00
Reinstate Light Top including power connection	item	1	3500	\$3,500.00
CONSTRUCTION SUBTOTAL				\$31,000.00
Project Specific Works On Costs				
Sediment & Erosion Controls	%		2%	\$620.00
Contingencies	%		10%	\$3,162.00
Subtotal:				\$3,782.00
Project Construction On Costs				
RCC Operations & Maintenance	%		2%	\$620.00
Subtotal:				\$620.00
Project Delivery Group On Costs				

Project Delivery Group / Corporate Overhead	%		5%	\$1,770.10
Subtotal:				\$2,390.10
Portable Long Service Leave Oncosts				
Portable Long Service Leave Levy	%		0.000%	\$0.00
add risk and escalation				
GRAND TOTAL	<u>10/11</u>			\$37,792.10