

1 Purpose

This policy provides a compassionate and consistent approach to the placement of memorials and plaques on council-controlled land that contribute to the cultural and social significance of our region. It defines the guidelines for the design, approval, installation, maintenance and management of memorials and plaques within the region.

Memorials and plaques are a tangible and easily recognisable celebration of the region's civic life and therefore play a vital role in enriching the physical and social environment of our communities. Council is committed to a clear and robust process that ensures the region continues to honour people, culture, environment, history and events central to the community's sense of identity and value.

2 Scope and applications

The policy applies to dedication plaques on infrastructure, roadside memorials within the road reserve, both temporary and permanent, and memorials and plaques located within open space under the jurisdiction or control of Toowoomba Regional Council. This policy also covers the relocation or removal of any installations, with Council not guaranteeing the retention of any memorial or plaque beyond ten years, or the life of the infrastructure to which the plaque is affixed.

Exclusions

This policy does not apply to:

- memorials and dedication plaques within cemeteries;
- any network or other feature intended primarily to enhance public spaces and not designed or delivered in memory of a person, event, place, association or anniversary.

3 Principles

Council is committed to safe, healthy, and well communities; integrated transport networks and systems; and innovative and effective service delivery.

In addition to upholding the principles outlined above, Council is committed to upholding the obligations within the *Human Rights Act 2019*.

4 Content

4.1 Roadside Memorials

Council recognises the distress to family and friends when a loved one is lost through a road accident and seeks to provide support to the community by allowing the installation of a roadside memorial at a safe location within the road reserve. Safety of the community

1. It is essential that a roadside memorial does not interfere with the safety of pedestrians, the safety of road maintenance workers, traffic, or the safe operation of the road on which it is intended to be placed.
2. In the interests of safety of road users, persons installing and visiting the memorial, and the ongoing safety of the surrounding community, a roadside memorial is not permitted to be placed on traffic islands, medians, and roundabouts or where it may interfere with any traffic control device.
3. Consideration of the safety of an installation will include consideration of whether family and friend are able to park their vehicles safely when viewing a roadside memorial
4. Council always reserves the right to remove or relocate a roadside memorial if it is considered to pose a safety threat.

4.1.2 Description of a roadside memorial

1. A roadside memorial should be contained within the following maximum dimensions–
 - Height 750mm
 - Width 500mm
 - Depth 400mm (below ground level)
2. Generally, a roadside memorial will consist of a white cross fabricated from a durable material which can be easily maintained and cause minimum distraction to road users.
3. A name and date may be recorded on a roadside memorial and flowers may also be attached.
4. Some items are considered a safety hazard and should not be used in conjunction with a roadside memorial, such as:
 - reflective material (eg foil and cellophane)
 - streamers
 - solar lights
 - rocks, bricks or other similar items.
5. Council will consider requests for roadside memorials that do not fall within the above criteria on a case-by-case basis.

4.1.3 Application for a roadside memorial

1. A simple application form needs to be completed and approved by Council prior to erecting a roadside memorial. This form may be found on Council's website at www.tr.qld.gov.au.
2. There is no fee associated with a roadside memorial application and a permit will not be issued.
3. It will not be necessary for members of the community to provide Public Liability Insurance or indemnify Council in relation to a roadside memorial.
4. Council will:
 - endeavour to allow a roadside memorial to be sited as requested provided the location complies with safety requirements.
 - suggest an alternative location which is safe for both drivers and visitors to a roadside memorial if the original location is not acceptable.
 - consult with residents and other interested parties where necessary to ensure that a roadside memorial will not cause inconvenience to the surrounding community.
5. Council reserves the right to reject applications that are considered to pose a risk to pedestrians, road users or the surrounding community.
6. Applications for roadside memorials in relation to animals will not be considered.
7. Applications for roadside memorials on state-controlled roads (e.g. highways, motorways, main roads) must be made to the Transport and Main Roads Department Queensland.
8. Applications for roadside memorials on private roads must be made to the owner of the private road.

4.1.4 Maintenance of a roadside memorial

1. All costs associated with the construction, installation and maintenance of a roadside memorial must be met by the applicant.
2. A roadside memorial may be in place indefinitely, provided it is regularly maintained by the community and does not become a road safety hazard or fall into disrepair and become unsightly.

4.1.5 Relocation and removal of a roadside memorial

1. A roadside memorial should not be sited where it may interfere with normal maintenance activities within the road reserve.
2. When a roadside memorial becomes a road safety hazard, neglected or overgrown, it will be removed by Council. Every effort will be made to contact the applicant before the memorial is removed.
3. There may be times when roadworks are required at the location of a roadside memorial. Council will carefully relocate the memorial for the duration of the works and then replace it, if possible, at

the original site. If the memorial conflicts with the completed roadworks, it may be permanently removed or moved to a new location, following consultation with the applicant where possible.

4. Any objection or complaint from nearby residents or from road users regarding any aspect of a roadside memorial, including the activity of visitors to the memorial, will be carefully considered and if necessary, the memorial will be relocated or removed. Every effort will be made to contact the applicant before the memorial is relocated or removed.
5. While every care will be taken in the relocation or removal of roadside memorials, Council is not responsible for the security or maintenance of a roadside memorial and does not accept liability for its loss or damage.

4.1.6 Recording a roadside memorial

Council will maintain a record of roadside memorials. The details will be documented so that the location of each memorial is identifiable and person/s responsible for the memorial can be contacted if necessary.

4.2 Memorials and plaques in open space

Council recognises the cultural and social significance that memorials and plaques provide for the community; commemorating and honouring the people, culture, environment, history, organisations, and events central to the broader community's sense of identity and value.

Council commits to a coordinated approach to the siting of new installations and preserves and supports the maintenance and retention, where applicable, of existing installations within open space; ensuring appropriate use of each site to preserve the integrity of the region's public spaces.

Memorials and plaques will be considered when they are proposed to be in parks classified with the primary functions of recreation, sport, amenity or bushland preservation.

4.2.1 Safety of the community

Any proposed installation must maintain the safety of the public.. The installation must be designed in a way that does not increase crime and/or antisocial behaviour. Any proposed installation must address the design and siting guidelines outlined in the Queensland State Government document [Crime Prevention Through Environmental Design](#).

4.2.2 Subject and role of a memorial or plaque in open space

1. The subject of an installation in open space must be able to demonstrate a high level of cultural and social significance relevant to the region and open space in which it is located and will be assessed on a case-by case basis.
2. The installation must be of common interest with the theme of the open space or with other neighbouring installations.
3. Installations must add to the aesthetics of the public space; they should be explicitly memorial in form and function. Monuments should typically contain a sculptural or designed element, exhibiting artistic or design merit. Installations may also include site furnishings to accommodate a plaque (e.g. seating) or landscaped features.

4.2.3 Location of a memorial or plaque in open space

1. The site or location proposed for the installation must demonstrate a regard for the open space and its aesthetic integrity. The placement should not adversely affect existing use of that location or create a public risk. The location and construction typology should allow for straightforward maintenance and deter acts of vandalism.
2. The proposed installation should be consistent with the park classification and desired standards of service for that park classification identified in the [Toowoomba Regional Open Space Strategy](#).
3. If the open space has an existing prominent dedicated installation, the size of any proposed installations within the same area should be no greater than one-quarter the height/size of the prominent installation, to preserve the importance of the original dedication.

4. An installation should typically be placed no closer than 10 metres from any other similar installation or permanent fixture located within the open space or adjacent road reserve, plaza, or other public space. Location should be discussed, prior to the design phase, with Council's Parks and Recreation Services branch as there may be instances where the clustering of installations is preferred in reference to a master plan or due to the nature of the installation.

4.2.4 Application for a memorial or plaque in open space

1. An application form (found on Council's website www.tr.qld.gov.au) needs to be completed and approved by the Manager of Parks and Recreation Services. A permit for the design and installation will be required prior to delivering any installation.
2. The application process is a two-stage process for installations within open space. Requests are assessed against this Memorials and Plaques policy; the assessment and application process will be carried out in the following two stages -
 - Stage one relates to the criteria essential for preliminary approval -
 - that the individual, group, or event is demonstrated to be significant to the location/community; and
 - the design and placement of the memorial is appropriate and does not pose a safety risk.
 - Stage two relates to the detailed design stage and may be commenced once stage one has reached preliminary approval with provision of a letter establishing that Council agrees 'in principle to proceed'.
3. Depending on the nature of the proposed installation, the assessment process may also include community consultation or creation of a temporary Memorials and Plaques Assessment Panel of relevant Council stakeholders.
4. Depending on the size and type of the installation a building permit may be required, and all associated construction documentation and approval provided prior to any works being carried out on site. It is the responsibility of the proponent to achieve all relevant permits and approvals outside of this approval process.
5. It will not be necessary for members of the community to provide public liability insurance or indemnify Council in relation to a completed installation however a signed deed of indemnity and associated bond for site access during construction may be required. Any consultant/contractor involved with the design or construction must provide appropriate industry approved insurance guaranteeing public safety and built form integrity.

4.2.5 Construction and maintenance of a memorial or plaque in open space

1. All installations placed within open space are deemed to be the property of Council and therefore under the control of Council. Replacement, repair, and conservation of memorials will be carried out at the discretion of Council.
2. Installations will be managed, maintained, approved, constructed, and sited in accordance with Council standards; in a manner which is consistent with the financial, cultural, environmental and social aspirations of the region. It is Council's preference to arrange for the construction of any installation within open space in consultation with the proponent.
3. Installations must be of a type and quality suitable for and consistent with public open space and have regard to existing or proposed master plans. They must be constructed of a durable material compatible with the existing installations within the open space and with the proposed/existing substrate. Monument materials may include stone or masonry (and plaques may be delivered in metals. Innovative ideas for durable materials are welcomed.
4. All costs associated with designing, fabricating, constructing, and establishing an installation are to be met by the proponent.
5. It is Council's preference that the proponent organise fabrication of the memorial or plaque based on the approved construction documentation. Council will organise and/or undertake the installation of the memorial or plaque based on the construction documentation provided. The timeframes for installation will be dependent on Council resourcing constraints.

6. Council will be actively negotiating for maintenance costs to be met for a period of 10 years at which time a review of the installations condition will be undertaken by Council.
7. Installations near existing heritage installations should be managed on the basis of the standards established in *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance 2013* and if applicable to the installation, any relevant State or Commonwealth standards.

4.2.6 Relocation and/or removal of a memorial or plaque in open space

1. Memorials installed by the public within open space will generally be retained for a minimum ten (10) year period. If the existing site is inappropriate, the site use changes significantly, maintenance or repair costs prove to be prohibitive, there are continual acts of vandalism, or the condition of the installation is poor, the installation may be relocated or removed. Replacement installations of different style or form may also be considered. Council may at any time temporarily remove any installation for works or maintenance.
2. Those originally involved in the application for any installation (such as the original proponent) will, where practical, be consulted before any significant changes, relocation or removal occurs.

4.2.7 Recording a memorial or plaque in open space

Council will maintain a record of all installations within public open space. The installation will be categorised and listed as a Council asset; details including the original proponent, maintenance agreements and construction documentation will be retained, and the location of each installation noted and captured in Council's GIS system.

4.2.8 Tree dedications

There may be occasions when approval may be granted for a tree(s) to be dedicated to a person or organisation. The location would be determined by Council officers and may be part of a Council revegetation project. The tree would be planted by Council at cost to the proponents; proponents would be welcome to have a private ceremony at the site of the newly planted tree (conditions of access to be discussed with Council). No installation (i.e. a plaque) may be attached to a living object such as a tree. Any proposed plaque associated with a tree dedication would be required to meet the same requirements as set out in this policy.

4.2.9 Other

1. Council will consider requests for installations in open space that fall outside the above criteria on a case-by-case basis. Pre-lodgement discussion with Council Officers does not guarantee Council approval.
2. Where appropriate the proposal will demonstrate support from the relevant representational body or organisation Proposed installations that have state or commonwealth significance require prior endorsement of relevant departments of those levels of government prior to submitting an application to Council.
3. In the event of, disputed, contentious, major, or complex proposals Council reserves the right to reject applications that are considered to pose a risk to the community.
4. Any objection or complaint from the community regarding any aspect of an installation, including the activity of visitors to the site, will be carefully considered and if necessary, the installation will be relocated or removed.

4.3 Dedication plaques on infrastructure

4.3.1 Safety of the community

1. It is essential that a dedication plaque does not interfere with the safe operation of the infrastructure on which it is intended to be placed.
2. Consideration of the safety of an installation will include consideration of whether family and friends can park their vehicles safely when viewing a dedication plaque.

4.3.2 Description of a dedication plaque

1. The design and construction of any dedication plaque on infrastructure owned or managed by Council will require Council approval.
2. A dedication plaque should be constructed within the following maximum dimensions –
 - Height 300mm
 - Width 450mm
 - Thickness 15mm (when installed)However, the size of the plaque should be in keeping with the structure on which it is to be affixed.
3. A dedication plaque may consist of a metal (e.g. brass, stainless steel), stone (e.g. granite, sandstone) acrylic, or other type of slab which can be easily maintained and cause no safety issues to infrastructure users.
4. Council will consider requests for dedication plaques that do not fall within the above criteria on a case-by-case basis however the design and material must demonstrate significance in relation to the site, environment, and subject matter of the memorial.
5. Council reserves the right to reject applications that are considered to pose a risk to users of the structure or the surrounding community.

4.3.3 Application for a dedication plaque

1. A simple application form needs to be completed and approved by Council prior to a dedication plaque being affixed to infrastructure. This form may be found on Council's website at www.tr.qld.gov.au.
2. There is no fee associated with a dedication plaque application and a permit will not be issued.
3. All costs associated with the fabrication of a dedication plaque must be met by the applicant.
4. All costs associated with the dedication ceremony in connection with the plaque must be met by the applicant.
5. Council will arrange for the installation of the dedication plaque on infrastructure considered of common interest in consultation with the applicants.
6. Council will –
 - endeavour to allow the memorial to be sited as requested provided the location complies with safety requirements.
 - suggest an alternative location which is considered more appropriate if the original location is not acceptable.
 - ensure that the memorial does not conflict with or duplicate existing memorials.

4.3.4 Maintenance of a dedication plaque

1. Once installed the dedication plaque will be maintained by Council and deemed to be the property of Council and managed in accordance with Council quality standards.
2. Council is not responsible and does not accept liability for loss or damage of a dedication plaque on infrastructure due to vandalism or general wear and tear.

4.3.5 Relocation and removal of a dedication plaque

1. A dedication plaque may remain in place indefinitely however Council cannot guarantee the retention of any plaque beyond the life of the infrastructure to which the plaque is affixed.
2. If a dedication plaque deteriorates through vandalism or general wear and tear, or the infrastructure to which it is attached is scheduled for demolition or removal, every effort will be made to contact interested parties (including Councillors) before the memorial is removed. Alternative arrangements will be organised for either the plaque's replacement by the applicant or disposal by Council.
3. If Council causes damage to a dedication plaque in the course of project, maintenance or construction activities, Council will arrange a replacement dedication plaque to the requirements of this policy.
4. Any objection or complaint from the community regarding any aspect of a dedication plaque, including the activity of visitors to the plaque, will be carefully considered and if necessary, the

plaque will be relocated or removed. Every effort will be made to contact the applicant before the memorial is relocated or removed.

5. Heritage installations should be managed on the basis of the standards established in [The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance 2013](#) and if applicable to the installation, any relevant State or Commonwealth standards.

5 Responsibilities/accountabilities

It is the responsibility of the Principal Parks Strategy to review this policy in conjunction with the Principal Business Support Unit ISG.

6 Relevant laws

Local Government Act 2009

Environmental Protection Act 1994

Work Health and Safety Act 2011

Transport Infrastructure Act 1994

Queensland Heritage Act 1992

Local Law No. 1 (Administration) 2011

Subordinate Local Law No. 1.14 (Undertaking Regulated Activities on Local Government Controlled Areas and Roads) 2011

Subordinate Local Law No. 1.15 (Carrying Out Works on a Road or Interfering with a Road or its Operation) 2011

Local Law No. 4 (Local Government Controlled Areas, Facilities and Roads) 2018

7 Related policies/documents

Members of the public can access Council policies on Council's website. If a policy listed below does not appear on the website, please contact 131 872 or email info@tr.qld.gov.au to request a copy. Staff may access policies via the [Policy Register and Review Schedule](#).

Council policies

2.16 Arts and Cultural Policy

2.46 Public Arts Policy

2.58 Community Engagement Policy

6.03 Roadside Memorials and Dedication Plaques on Infrastructure Procedure

7.20 Memorials and Plaques in Open Spaces Procedure

Other documents

Crime Prevention Through Environmental Design - [Qld Police Crime Prevention through Environmental Design](#)

The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance 2013 – [Burra Charter & Practice Notes | Australia ICOMOS](#)

Queensland Heritage Register - www.qld.gov.au/environment/land/heritage/register/

Department of Transport and Main Roads Information on Roadside Memorials - www.tmr.qld.gov.au/Safety/Road-safety/Roadside-memorials

[Corporate Plan 2019 - 2024](#)

[Toowoomba Regional Council Open Space Strategy 2016](#)

8 Related forms

Application for a Roadside Memorial DM#5518994

Application for a Dedication Plaque DM#5519185

Memorials and Plaques Installation in Open Space Application Form DM#7984598

Memorials and Plaques Installation in Open Space Assessment Template DM#7984606

Memorials and Plaques Installation in Open Space Decision Letter Template DM#7984604

Memorials and Plaques Installation in Open Space Finalisation Checklist DM#7984613

9 Definitions

applicant - person/s making a request or application.

cultural significance - a range of aesthetic, historic, scientific, social or spiritual values related to different individuals or groups for past, present or future generations and embodied in places and elements, fixtures, contents and objects, settings, uses, associations, meanings, records, related places and related objects.

infrastructure - built structures or elements located within but not limited to –

- road reserve (e.g. bridges, culverts, seating, bus stop shelters);
- parks, gardens and reserves;
- public open spaces; or
- Council owned or controlled land.

installation - any memorial, monument or plaque installed on any land owned or managed by Council.

master plan - concept, scaled site drawing and specifications completed or approved by Council representing how a site may physically develop over time.

memorial - object, landscaped feature, or monument designed to honour a person, event, place, association or anniversary. Note - Any proposed memorial to be commissioned or purchased from a professional artist/s that may be defined primarily as a piece of art may be assessed against any Public Art Strategy established by Council.

monument - statue or architectural structure of enduring significance and with a memorial function.

open space - land owned, controlled and/or managed by Council that is zoned as *Open Space*, *Sports and Recreation*, or *Environmental Conservation*.

plaque - flat tablet of metal, stone, or other appropriate material typically affixed to an object which includes text and/or image that commemorates a person, place, event, restoration of an existing feature, or historical information relevant to its location.

prominent - existing installation conspicuous in its location dedicated to an important or readily recognisable person, event, place, association or anniversary.

proponent - individual, representative, group, or organisation applying to commemorate a person, event or place with a memorial or plaque.

roadside memorial - object (usually a white cross) erected within a road reserve to commemorate a person or persons lost through a roadside fatality.

road network - sections of roads not classified as state controlled roads or private roads under the control of Toowoomba Regional Council.

reserve - crown land held in trust by Toowoomba Regional Council for community purposes or dedicated for recreational or environmental use

10 Policy details

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Date adopted/approved:	19 February 2024	Effective date:	19 February 2024
Approval authority:	Council		
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Review date:	3 years from date of approval		

11 Revision history

Policy version	Approval date	DM Reference
1.00	16 December 2014	5514036v3
2.00	05 September 2016	6905900v2
3.00	18 August 2020	7435094v4
4.00	19 February 2024 (immaterial changes)	10896358v4

¹ Printed copies are uncontrolled. It is the user's responsibility to ensure that any copies of policy documents are the current issue. Any delegations should be verified via the relevant Delegation Register as it takes precedence if there is a conflict. The Chief Executive Officer will, if necessary, be the sole arbiter in resolving any issues of conflict