

# Mona Vale General Cemetery Plan of Management

**Adopted by Pittwater Council: 2 April 2012**

**Adopted by the Dept. of Primary Industries: 13 September 2013**



Department of  
Primary Industries  
Catchments & Lands



**PITTWATER COUNCIL**



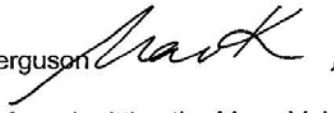
**The Hon Katrina Hodgkinson MP**

Minister for Primary Industries  
Minister for Small Business

PMIN13/211/1

13 SEP 2013

Mr Mark Ferguson  
General Manager  
Pittwater Council  
PO Box 882  
MONA VALE NSW 1660

Dear Mr Ferguson 

Thank you for submitting the Mona Vale Cemetery draft Plan of Management (POM) to the Department of Primary Industries for adoption pursuant to section 114 of the *Crown Lands Act 1989*.

The POM proposes to extend the cemetery's burial capacity for an estimated 20 years by changing the current cemetery layout. Given the potential shortages in cemetery capacity in the Greater Sydney Region, I fully support this initiative.

I understand that the Roads and Maritime Service (RMS) objected in relation to the proposed expansion of the cemetery into an area acquired by Council for this purpose through a land swap in 2009. RMS intends to acquire some of this land for widening of Mona Vale Road.

I am pleased to advise that my Department has negotiated a position that will minimise the RMS land acquisition and maintain the viability of the key POM strategies and actions. RMS has announced that a strip of variable width between 6 and 10 metres along the Mona Vale Road frontage is required within the subject land. I understand that Council will incorporate the widening into the Local Environment Plan for the area.

The Plan of Management will establish long-term planning for the reserve and upgrade its visual amenity. An outdoor public meeting area, along with parking improvements and construction of niche walls and memorial gardens, is proposed. Staging of the capital expenditure required for these works, as proposed, should ensure financial viability. I fully support all of these initiatives.

Accordingly, the Deputy Premier, as the Minister administering the Crown Lands Act, has indicated that he is pleased to adopt the Plan of Management for the Mona Vale Cemetery, subject to a direction that the landscape master plan be amended to reflect the new boundary along Mona Vale Road, after the RMS land acquisition. As noted above, this should not impact on the key strategies of the Plan. Please continue to liaise with John Filocamo in this regard.

**RECEIVED**

17 SEP 2013

**PITTWATER COUNCIL**

Level 30, Governor Macquarie Tower, 1 Farrer Place, Sydney NSW 2000  
Phone: (61 2) 9228 5210 Fax: (61 2) 9228 5969 Email: [office@hodgkinson.minister.nsw.gov.au](mailto:office@hodgkinson.minister.nsw.gov.au)

I note that Ausgrid has indicated that it wishes to retain ownership of land to the north, previously identified as a potential addition to the cemetery, and will review its position in 5 years. I urge Council, as the trust manager, to continue its discussions with Ausgrid seeking the addition of all or part of the land to the cemetery.

Mr Filocamo is available to discuss this matter further with you and can be contacted on 8836 5313.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Katrina Hodgkinson', with a long, sweeping horizontal line extending to the right.

**Katrina Hodgkinson MP**  
**Minister for Primary Industries**

## EXECUTIVE SUMMARY

This Plan of Management (PoM) applies to Mona Vale General Cemetery, hereafter referred to as “the cemetery”. The existing cemetery is a dedicated Crown Reserve of 3.87 hectares located at 107 Mona Vale Road, Mona Vale. This area comprises Crown Reserve (No. D500520) gazetted for use as a “General Cemetery” in 1905. An additional triangular parcel of land was added to the cemetery in 2008 and consists of 0.133 hectares of Crown Land at 4 Walana Crescent, Mona Vale.

This PoM covers the single parcel of existing cemetery located on Crown Land and the adjoining parcel of Crown Land currently used for cemetery maintenance facilities.

The additional land will be incorporated into the future Stage 2 cemetery expansion program, which encompasses Crown Land, a road reserve and community land. These lands are to be added to the cemetery pending finalisation of land dealings with the Crown Lands Division of the Department of Primary Industries (CLD). Although this Stage 2 expansion is not part of this PoM it is described in Appendix A of this document as an important factor in the future development of the cemetery. A subsequent PoM will be prepared for the entire new area at the appropriate time.

### Remaining capacity for in-ground burials

- The remaining capacity in years of the existing cemetery for in-ground burials is estimated at:
  - Supply of new burial sites - 6 years (average)
  - Potential future burials - 56 years (average overall within pre-purchased & new burial sites)

(Depending on the take up rate and burial site usage *up to two people per burial site*)

- The burial capacity in years of the cemetery based on the proposed new masterplan layout is estimated to extend to:
  - Supply of new burial sites - 20 years (average)
  - Potential future burials - 74 years (average overall within pre-purchased & new burial sites)

(Depending on the take up rate and burial site usage *up to two people per burial site*)

### Niches positions for placement of cremated ash remains

- The remaining supply in years of new niche positions for placement of ashes is 6 years.
- The supply in years for new niche positions based on the proposed masterplan and including Stage 2 is at least 160 years.

This PoM contains a range of recommendations that form part of a long term planning process to expand the capacity and enhance the operation and functionality of the cemetery. There is a need to upgrade the visual amenity of the cemetery in keeping with current-day trends and this key aspect is also addressed. Development and therefore capital expenditure is to occur in stages as the cemetery is self-funding and is to align with demand for in-ground burial and niche space as well as associated infrastructure requirements.

The key recommendations of the PoM include:

- Improvements to the visual character and amenity of the cemetery via extensive landscaping and sculptural elements incorporated into the functional areas of the cemetery;
- Improved utilisation of suitable remaining land to provide in-ground burial sites;
- Creation of a range of options for memorialisation of cremated ash remains in the form of garden, wall and lawn niches;
- Construction of an outdoor chapel for funeral services and family gatherings;
- Upgrade of existing garden niches to an improved standard; and
- Increased provision of dedicated parking areas within the cemetery.

The proposed Stage 2 cemetery expansion program is not part of the formal PoM but is discussed in Appendix A. It comprises 0.899 hectares of additional lands including the triangular parcel of Crown Land already added to the cemetery in 2008, plus a section of Walana Crescent to be formally closed and a further four lots between Walana Crescent and Mona Vale Road (three owned by Council and one owned by Department of Planning).

The predominant intended use for Stage 2 will be for bushland style memorial gardens for cremated ash remains utilising the existing bushland landscape. The cemetery work site office and works compound is also to be re-located within the Stage 2 area to the western side of the land. The landscape masterplan includes a design *concept* for Stage 2 although it is not expected that the land will come into cemetery use within the timescale of this PoM.

The PoM recommends that a heritage study of the cemetery is conducted to allow recording of heritage items and to provide direction for the maintenance of such items in good repair.

The Mona Vale General Cemetery is a self funding entity of Pittwater Council and provision must be made in the long term planning for the continuation and expansion of cemetery services and the cost of future maintenance.



## CONTENTS

<b>Foreword</b>	.....
<b>Executive Summary</b>	.....
<b>1. Introduction</b>	.....
1.1 Plan of Management	
1.2 Location	
1.3 Land to which this Plan of Management Applies	
1.4 What is a Plan of Management?	
1.5 Need for this Plan of Management	
1.6 Management Structure of Cemetery Administration Reserve Trust	
1.7 Process/Public Consultation	
1.8 Glossary	
<b>2. History and Context</b>	.....
2.1 General significance	
2.2 Early history and development at the cemetery	
2.3 Cemetery History	
2.4 Modern History	
2.5 Existing Uses	
2.6 Competing Facilities	
2.7 Religious Denomination	
<b>3.0 Site Analysis</b>	.....
3.1 General	
3.2 Microclimate	
3.3 Hydrology & Drainage	
3.4 Topography & Soils	
3.5 Vegetation	
<b>4.0 Existing Facilities and Infrastructure</b>	.....
<b>5.0 Landscape Masterplan</b>	.....
5.1 Land to which the Masterplan applies	
5.2 Vision	
5.3 Management Principles	
5.4 Design Principles	
5.5 Masterplan Recommendations	
5.6 Conclusion	
<b>6.0 Current and Future Capacity</b>	.....
6.1 Current statistics for usage	
6.2 Projected Masterplan increase in cemetery capacity	
6.3 Remaining capacity for in-ground burials – current vs. proposed layout	
6.4 Remaining capacity for sale of new burial sites – current vs. proposed layout	
6.5 Niches for Placement of Ashes	
6.6 Cemetery capacity (years) – Summary	
6.7 Expansion opportunities	

<b>7.0</b>	<b>Legislation .....</b>
7.1	Introduction
7.2	Land to which this Plan of Management applies
7.3	Crown Lands Act 1989
7.4	Pittwater Local Environment Plan 1993
7.5	State Environmental Planning Policy (Infrastructure) 2007
7.6	Permissible Land Use and Activity Controls Table
7.7	Pittwater Development Control Plan – Pittwater DCP
7.8	Other legislation and regulations
7.9	Requirements for the implementation of the Plan of Management
<b>8.0</b>	<b>Implementation .....</b>
8.1	Recommendations
8.2	Major Works Programme
8.3	Income cash flow projections
8.4	Cemetery upgrade implementation

## APPENDICES

<b>Appendix A - Proposed extension to the cemetery - (Stage 2 Lands).....</b>
<b>Appendix B - Landscape Masterplan.....</b>

## ATTACHMENTS – VOLUME 2 (SEPARATE DOCUMENT)

Attachment 1 – Correspondence with NSW Land & Property Management Authority .....	
Attachment 2 – Correspondence between Department of Lands and Pittwater Council regarding Land transfers .....	
Attachment 3 – Pittwater Heritage Inventory Reports .....	
Attachment 4 – Overflow car parking on Energy Australia substation site.....	
Attachment 5 – Mona Vale Road widening .....	
Attachment 6 – Legislation, Funeral industry Guidelines, Discussion Papers & Crown Cemeteries Advisory Committee .....	
Attachment 7 – Cemetery Regulations .....	
Attachment 8 – Tree Report & Tree Impact Assessment – Existing Cemetery .....	
Attachment 9 – Urban Bushland & Inventory Action Plan – Walana Crescent Reserve .....	
Attachment 10 – Tree Report – Stage 2 Lands .....	
Attachment 11 – Flora and Fauna Assessment – Stage 2 Lands .....	
Attachment 12 – Deposited Plans for cemetery and Stage 2 lands .....	

## ACKNOWLEDGEMENTS & SPECIAL THANKS

- Robert Pauling – Local Historian
- John Coster – General Manager, Frenchs Forest Bushland Cemetery
- Martin Forrester-Reid – Cemetery Manager, Waverley Cemetery
- Derek Williams – General Manager, Rookwood Anglican Trust
- Mark Corbett-Jones – Church Warden, St Johns Anglican Church
- Journal of Local History Volume 7 “Mona Vale Cemetery” –  
*Published by the Manly, Warringah & Pittwater Historical Society*
- History of St Johns Anglican Church Mona Vale - website
- Pittwater Council Local Studies website
- Wikipedia



## FOREWORD

*What is a modern cemetery? It should not be as some believe, a mere "city of the dead".*

*A modern cemetery, in my opinion, has for its primary purpose the establishment of a place of quiet and of worship; a place into which one may go, surrounded by a proper atmosphere, to remember the dead.*

*A cemetery should be a tangible and material evidence showing to the community at large and to the world in general, the respect which we have for those who have gone before.*

*The very air we breathe and the pictures of nature there surrounding us should inspire a solemn tribute to the dead.*

A. D. Taylor, Association of American Cemetery Superintendents  
Proceedings of the 41st Annual Convention, Cleveland, OHIO, USA.  
August 1927

Mona Vale General Cemetery is located at the base of the Warriewood escarpment on what used to be the outskirts of the Mona Vale village. Providing for both in-ground burials and for the placement of cremated ash remains, it has serviced the people of Pittwater for over 100 years. It currently provides a resting place for over 7100 deceased individuals.

The combination of an increasing and ageing population together with the decline in available burial space particularly in metropolitan areas is placing great pressure on all cemeteries to continue to meet community needs. The Pittwater area has a larger percentage of older residents compared to the Sydney average. These people and their families will be the most likely users of the cemetery over the next twenty to thirty years.

This Plan of Management sets out a vision for extending the life of the cemetery for the next generation and beyond. The plan builds on a previous landscape masterplan (prepared in 2002) and responds to recent changes to the layout of and access to the cemetery site as a result of adjacent development. Innovative design, to take full advantage of the remaining land and to enhance the visual appeal of the cemetery is a key feature of the landscape masterplan. The staged construction of an extensive range of memorial sites for ash remains will provide a continuing revenue stream for the cemetery once the supply of in-ground burial sites is exhausted.

Currently there are under 460 burial sites remaining available for sale. The cemetery is approaching capacity for in-ground burial and in the 2010/2011 financial year there were 102 new burial sites sold – either for immediate use or reserved for the future. Recent development on the western boundary means that the cemetery is surrounded on all sides by a combination of residential, main road and electrical sub-station properties and opportunities for expansion are limited. The acquisition of additional land for burial sites would be one way to achieve this, and the Crown Lands Division has identified the adjoining Energy Australia substation buffer zone as a possible solution. This and other strategies to extend the useful life of the cemetery are discussed in Chapter 6 of this document.

Many members of the Pittwater community prefer burial to cremation for religious or cultural reasons and for some people it is also very important that they can be buried in the same place as their relatives. Without the implementation of thoughtful and appropriate management strategies, the cemetery land cannot exhibit its potential ongoing contribution as a burial ground for the local and regional community. At the current rate of usage, new burial sites will be sold out in less than six years although interments will continue for many years beyond that.

The opportunities to provide facilities to memorialise cremated ash remains are extensive and will provide for the ongoing use of the cemetery for an extended period of up to 100 years plus. Up to 70% of funerals in

metropolitan areas now result in cremation and this percentage is expected to rise. Currently the options for the memorialisation of cremated ash remains at the cemetery are limited. It is proposed that construction of extensive memorial garden and wall niche areas be located where in-ground burial sites are impractical such as under existing trees and along the cemetery boundaries and easements.

Competition in the funeral industry is fierce with a single operator now controlling nearly all of the funeral service providers in the Northern Beaches. The monopolisation of all aspects of the funeral process, including the sale of pre-paid funeral plans and the provision of funeral, cremation and cemetery services is a relatively recent development in the funeral industry and demands a proactive response from local government and other independent operators. It is important to retain the cemetery as a Council managed cemetery for the benefit of the local community and Council must ensure that the cemetery offers something special that will encourage people to choose their local cemetery as their final resting place.

The sale of new burial sites is a significant contributor to revenue in all cemeteries and the looming shortage of burial sites has forced many cemetery trusts to diversify into complementary businesses to remain viable. For example, Frenchs Forest Bushland Cemetery is planning a crematorium and Rookwood Anglican Trust operates a monument construction and restoration business. They also lease an on-site café and florist to a private operator. Eastern Suburbs Memorial Park now offers funeral services. Such businesses rely on a reasonable level of turnover and would be unsustainable at Mona Vale Cemetery.

The New South Wales Government has also recognised the need to address the issue of the shortage of burial sites, with the establishment of the Crown Lands Advisory Committee. With representatives from industry, the community and government they provide advice and consultation and report to the Minister for Lands on any matter affecting the development of policy regarding the strategic management of all public cemeteries and crematoria in NSW.

A recent amendment to the Crown Lands (General Reserves) By-law 2006, known as the Crown Lands (General Reserves) Amendment 2010 – Sustainable Burials will extend the provisions of the 2006 By-law to all cemeteries for which a Reserve Trust has been established including Mona Vale General Cemetery. The effect of this amendment will allow cemetery trusts to revoke unused burial licences after 50 years\*; will restrict the sale of new burial sites to two per person, and will allow for cemetery “renewal” schemes for older areas within cemeteries \*\*.

Last year an online community forum was conducted by the Lands and Property Management Authority to seek feedback on other burial practices that may further address the need to expand capacity without allocating more land. The State government will shortly be considering a policy of limited and renewable tenure burials. This policy would involve imposing a set time period upon the sale of new burial licences (typically 25 to 40 years). The licence holder would be given first option to renew when the tenure is due to expire. Renewable tenure is not intended to be retrospective, but will only apply to new cemeteries or new areas within existing cemeteries. Renewable tenure is currently practiced in South and Western Australia as well as overseas. A discussion of these and other proposals can be found in Chapter 6 – Current and Future Capacity and Chapter 7 – Legislation.

Despite the superstitions and sometimes morbid associations that cemeteries have, they are an extremely important contributor to the fabric of the community. It is vital that the operations of Pittwater's local cemetery are preserved and enhanced for the present generation and those beyond.

*\* in order to revoke burial licences the cemetery trust must first go through a notification process to try to contact the original licence holder*

*\*\* the cemetery trust must first submit the proposed cemetery renewal scheme to the Minister for Lands and then go through an extensive consultation process before it can then finally be approved by the Minister*

## 1. INTRODUCTION

### 1.1 Plan of Management

This Plan of Management has been prepared to allow Council to manage and operate the cemetery on an ongoing basis and pursuant to section 112 (2) of the Crown Lands Act 1989, with the consent of the Minister for Lands (LPMA letter dated 26/10/2009 – Attachment 1).

### 1.2 Location

The study area consists of:

- The single parcel of land dedicated as the “Turimetta General Cemetery” in 1905 (surrounded by yellow line in figure 1 below).
- Additional land to be added as part of the cemetery expansion program comprising four lots (three lots owned by Council and one owned by the Department of Planning), a portion of Walana Crescent road reserve to be formally closed and Lot 8 DP 350940 currently Crown land (surrounded by the green lines in figure 1 below). These parcels of land are referred to in this document as “Stage 2 Land” and are discussed in more detail in Appendix A of this document.

The cemetery is located on the Northern Beaches of Sydney and is close to the Pittwater waterway and beaches. The cemetery adjoins Fazzolari Avenue and the Sydney Electricity substation to the north, a residential development site to the west and Mona Vale Road to the south. The eastern boundary adjoins existing residential housing in Samuel Street.

The surrounding land use comprises a combination of residential, commercial and industrial areas with some open spaces and bushland in the vicinity such as Katandra Bushland Sanctuary and Bayview Golf Course. There is also a buffer zone of undeveloped land attached to the electricity substation that adjoins the cemetery (see aerial view Figure 1.1 below).

The buffer zone around the electricity substation (circled in red in Figure 1.1 below) comprising approximately 1.5 hectares has potential for future cemetery use and has been identified by the Crown Lands Division as a possible site for extension of the cemetery lands.



**Figure 1.1 – Location – Aerial View 2010 showing existing cemetery (yellow lines), proposed additional land area (green lines) and the buffer land around the electricity substation (red circle).**

### 1.3 Land to which this Plan of Management applies

The PoM applies to the following lands as shown on Figure 1.2 (Cemetery Land Details and Zoning):

- existing Cemetery located on Crown Land Reserve D500520 comprising Lot 2 DP 1124862 (107 Mona Vale Road, Mona Vale). Area = 3.87 hectares. (coloured yellow in Figure 1.2)
- the adjoining triangular parcel of Crown Land Lot 8 DP 1124862 (4 Walana Crescent, Mona Vale) Area = 0.133 hectares. This is to be added to the Cemetery Reserve D500520. (coloured blue in Figure 1.2)

The cemetery land was dedicated as the 'Turimetta General Cemetery' by Government Gazette on 18 October 1905 (reference dedication 500520). Subsequent gazettals occurred culminating in Pittwater Council being assigned Trust Managers on 16 July 2004 for the 'Mona Vale General Cemetery Reserve Trust'.

The existing cemetery covers an area of 3.87 hectares and is considered a small local cemetery in comparison to other cemeteries on the north shore, such as Frenchs Forest Bushland Cemetery and Macquarie Park Cemetery.

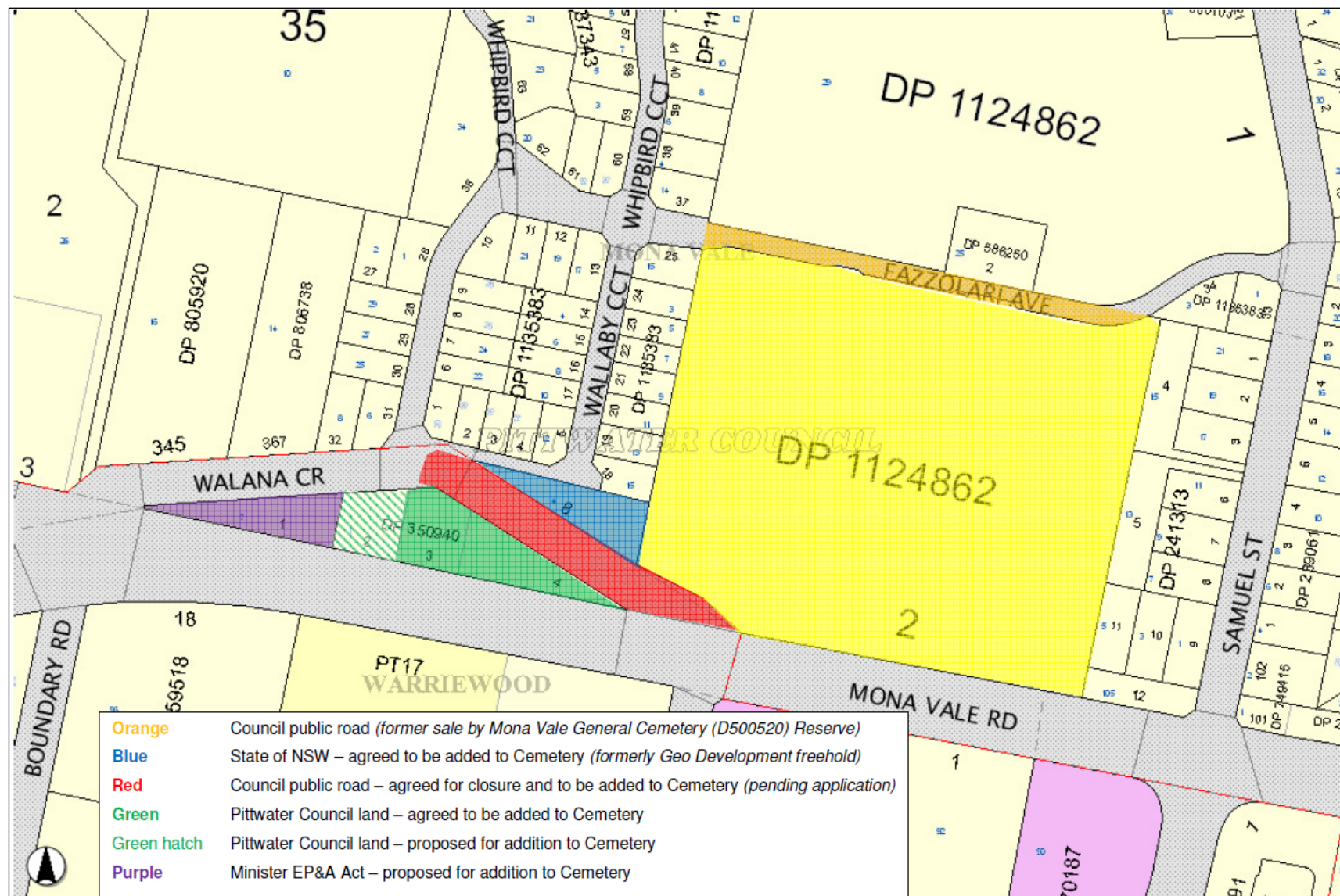
The adjoining triangular parcel of 0.133 hectares is currently used for cemetery maintenance facilities and is to be incorporated into the future Stage 2 cemetery expansion program. The land was transferred to the Crown as part of the adjacent residential subdivision development land transfer agreement on 22 January 2009. This parcel of land is not to be used for cemetery purposes other than for the temporary location of cemetery maintenance facilities pending the transfer of all Stage 2 lands to the Crown and a new plan of management being adopted for the Stage 2 area incorporating the existing cemetery.

The two parcels of land to which the PoM applies are Crown Lands and are administered under the Crown Lands Act 1989, the Local Government Act 1993, and the State Environmental Planning Policy (Infrastructure) 2007.

### 1.4 What is a Plan of Management?

A Plan of Management is the principle guiding document that directs the future planning and management of public open space. PoM's are prepared by Council and finalised in consultation with the community, stakeholders and users of the cemetery. The PoM identifies the important features of the land, clarifies how Council will manage the land and indicates how the land may be used or developed. A PoM is generally accompanied by a masterplan which shows the proposed landscape, however, works may not occur until funding is available in the longer term.

PoM's are generally written every five to seven years to ensure consistency with guidelines, policies and legal requirements that may apply to the reserve.



**Figure 1.2 – Cemetery Land Details and Zoning**

The Plan of Management applies to:

- Lot 2 DP 1124862 (Coloured Yellow) and Lot 8 DP 1124862 (Coloured Blue)



## 1.5 Need for this Plan of Management

This PoM has been prepared under consent by the NSW Land and Property Management Authority under the Minister's delegation in accordance with the requirements the Crown Lands Act 1989. Correspondence between Council (29 September 2009) and the LPMA (26 October 2009) can be found in Attachment 1 & 2.

This PoM updates the previous Masterplan for the cemetery prepared by Urban Landscape Projects and adopted by Council on 16 September 2002.

This PoM in its preparation addresses the looming shortage of in-ground burial sites which is not only affecting the local cemetery but many cemeteries across the country. There is also a need to expand the range of options available for the memorialisation of ash remains, as the cremation rate in metropolitan areas is currently approaching 70%. At the same time, there is an opportunity to transform a small, local cemetery into something a little more “special” through landscaping and other decorative features such as sculpture, that will help to ensure competitiveness and financial viability for the longer term.

The correspondence from the LPMA (now CLD) consents to the PoM over the Crown Reserve and other lands to be transferred to the Crown and added to D500520 as follows:

### Mona Vale General Cemetery

Owner	Lot & DP	Use	Management
Crown Land	2/1124862	General Cemetery	Mona Vale General Cemetery (D500520) Reserve Trust Pittwater Council manages affairs of trust
Crown Land	8/1124862	Future cemetery	Transferred to Crown on 22 January 2009. To be added to D500520
Pittwater Council – local road	Proposed Lot 100	Future cemetery	Pittwater Council local road closure (Walana Crescent) to be transferred to Crown and added to D500520
Pittwater Council – Gazettal of Crown Land in train	4/350940	Future cemetery	Pittwater Council to be transferred to Crown and added to D500520
Pittwater Council – Gazettal of Crown Land in train	3/350940	Future cemetery	Pittwater Council to be transferred to Crown and added to D500520
Pittwater Council	2/350940	Future cemetery	Pittwater Council to be transferred to Crown and added to D500520
Department of Planning	1/350940	Future cemetery	DoP- to be transferred to Crown and added to D500520

[Refer Figure 1.2 - Cemetery Land Details and Zoning]



## 1.6 Management Structure of Cemetery Administration Reserve Trust

The Mona Vale General Cemetery (D500520) is a Reserve Trust with Pittwater Council appointed Trust Manager under the Crown Lands Act 1989. The Council must manage the operations of the Reserve in accordance with these and other applicable legislation and by-laws.

The Council has a management structure for the day to day operations such as cemetery maintenance, cemetery interment services and the cemetery upgrade and renewal program.

It is proposed through the PoM process to establish a 'Cemetery Reserve Trust Manager' group to manage the long term business management of the cemetery. The proposed cemetery management structure is set out in Figure 1.3.

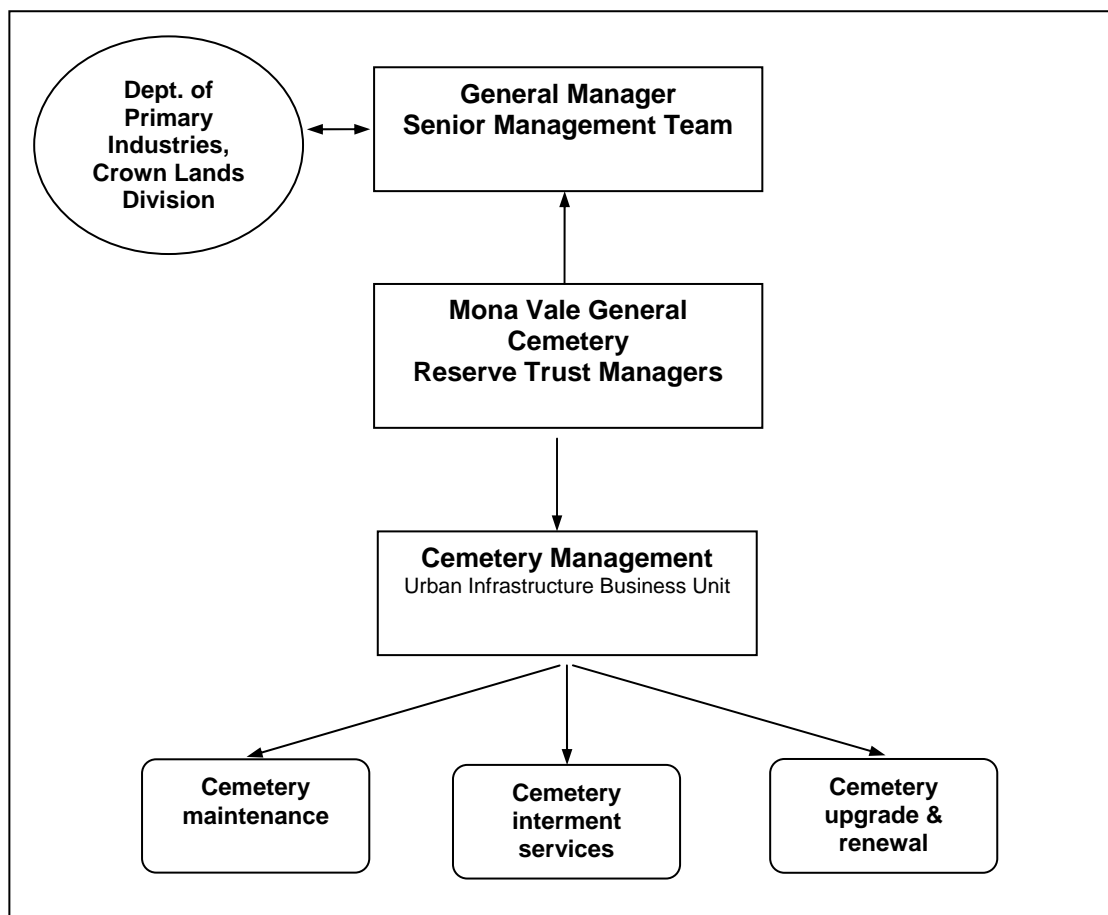


Figure 1.3 – Cemetery Management Structure

The proposed Cemetery Trust Managers are the managers or nominees from the following business areas:

- Corporate Strategy & Commercial (Property management);
- Urban Infrastructure (Cemetery management); and
- Finance.

## 1.7 Process / Public Consultation

The local community, stakeholders and users of the cemetery are to be consulted during the public consultation process prior to release of the final plan. The process will include (but is not limited to) the following community and business groups:

- Funeral Industry representatives
- Representatives of local religious denominations
- Local community, including the surrounding residents
- Energy Australia
- Roads and Traffic Authority

The aim of the community consultation process is to invite a response from the local residents and the broader community as to:

- how they use the site
- how they perceive the site and its values; and
- what ideas do they have to make the site more suitable for their needs?

## 1.8 Glossary

**Appropriate fee** means a fee determined by Council and listed in the Cemetery Fees and Charges

**Ashes/ Ash Remains** - the processed remains or residue recovered from the cremation of a body or pathological samples.

**Burial Register** means the Council's formal repository of data containing all the required details of a burial site, memorial site, interment right or burial right.

**Burial site** means a grave or plot, or other place for the disposition of human remains, whether cremated or not.

**Cemetery or Cemeteries** means an area containing one or more burial sites. When used as a generic term it can apply to lone graves, family plots and larger collections, such as those under Council's control.

**Cemetery Supervisor** means the Pittwater Council officer responsible for the administration and control of the Cemetery.

**Council** means Pittwater Council.

**Crown Land** means land owned by government. In NSW the nominal owner is the Minister for Lands. In this context the lands are allocated to Trusts and Local Councils and dedicated as cemeteries.

**Burial Licence** means the grant by a reserve trust of an exclusive right to bury one or more (human) bodies in a burial place.

**Exhumation** means the removal of the remains of a dead person or stillborn child from a burial site.

**Holder** in relation to a burial or niche licence means the person recorded, in the register kept by Council, as the holder of the burial or niche licence.

**Interment** means the burial of a corpse in a grave or tomb, typically with funeral rites.

**Monument** means any structure, plaque, headstone, masonry, metal work, casting or item placed over, in or around a burial site.

**Monumental Mason** - a tradesperson, mason or person possessing the skills to carry out monumental work.

**Monumental Graves** - a fully or partially enclosed burial site with a substantial headstone.

**Niche** – the smaller spaces for interment of cremated remains. The niche can be freestanding, such as a wall niche or columbarium, incorporated into a building, or into the ground, such as a garden niche area.

**Reservations/Pre-purchase of Burial Licence** means a burial licence granted prior to need.

**Reserve Trust** refers to Pittwater Council as Trust Manager for the Mona Vale General Cemetery Reserve Trust

**Transfer of Burial Licence** The Licence Holder may transfer the burial licence in accordance with the by-laws or rules of the cemetery. The transfer takes place when payment is made and the burial register is updated.

### 2.1 General significance

The word "cemetery," comes from the Greek word for "sleeping chamber" and did not become a common word until the 1800s. At that time death was thought of as a temporary state like sleep as one passed from death to eternal life. Burial occurred in the crypts or in the graveyards of churches, as well as around large family estates, but in the late eighteenth and throughout the nineteenth century this practice was gradually discontinued. Some of the reasons for this include the sharp rise in population in the early stages of the industrial revolution, lack of space and poor conditions in existing graveyards, which were often within city walls. There was also resistance within the church to burying those who did not attend, even though there was a legal requirement to bury a resident of the parish. As a result, governments, local authorities and religious groups all changed their regulations for burials.

Completely new places of burial were established outside of towns and away from densely populated areas. The location of cemeteries away from arable land and water supply catchments was also an important consideration. Use of manual labour made it desirable to have adequate drainage with soil of a depth and character that allowed graves to be dug easily. The new cemeteries were run by local municipal authorities or trusts and were independent from churches, although they were generally still segregated by the faith of the deceased to be buried there. Graves were orientated towards the east in preparation for Doomsday and the second coming of Christ, as this was the direction from which Christ was expected to appear (see Figure 2.1). This east/west arrangement of graves is the most common orientation in other parts of the world as well.

In the Victorian Era, "garden cemeteries", in which not only the dead resided, but the living communed with each other and with nature, became popular. These were destinations in their own right, where the public could stroll along walkways, carriage paths and bridges, meeting with friends and family in their leisure time. Some cemeteries even doubled as botanical gardens, with trees and plants labelled with their botanical names.

At the beginning of the twentieth century there was a move away from these elaborately landscaped garden style cemeteries back to a more utilitarian style. The grid arrangement was revived, with less attention paid to landscaping or gardens. Trees were removed as new burial sites were required and were even thought to be a nuisance in that they interfered with excavations and uprooted cemetery monuments over time.



**Figure 2.1 - Early monuments all facing the East in preparation for "Doomsday"**

## 2.2 Early history and development at Mona Vale General Cemetery

The earliest burials in the Pittwater area occurred close to the locations in which the deceased were found. Many seamen were buried along the western foreshores where they were found washed up after shipwrecks. Later the local people were buried in the graveyards of the local churches, such as St Johns Anglican Church or the graveyard at Church Point (or Chapel Point as it was then known).

In November 1891 the original “General Cemetery” of ten acres was detailed on the plan for the new “Village of Turimetta” (see Figure 2.2). It was next to a “Recreation Ground” (what is now Kitchener Park) and the “Black Swamp” (now part of Mona Vale Golf Course) and was located on the corner of Bilgola and Mona Streets (now Barrenjoey Road and Golf Avenue) with sections allocated for Roman Catholic, Presbyterian, Wesleyan, Jewish, Independent, Church of England and a “General” section.

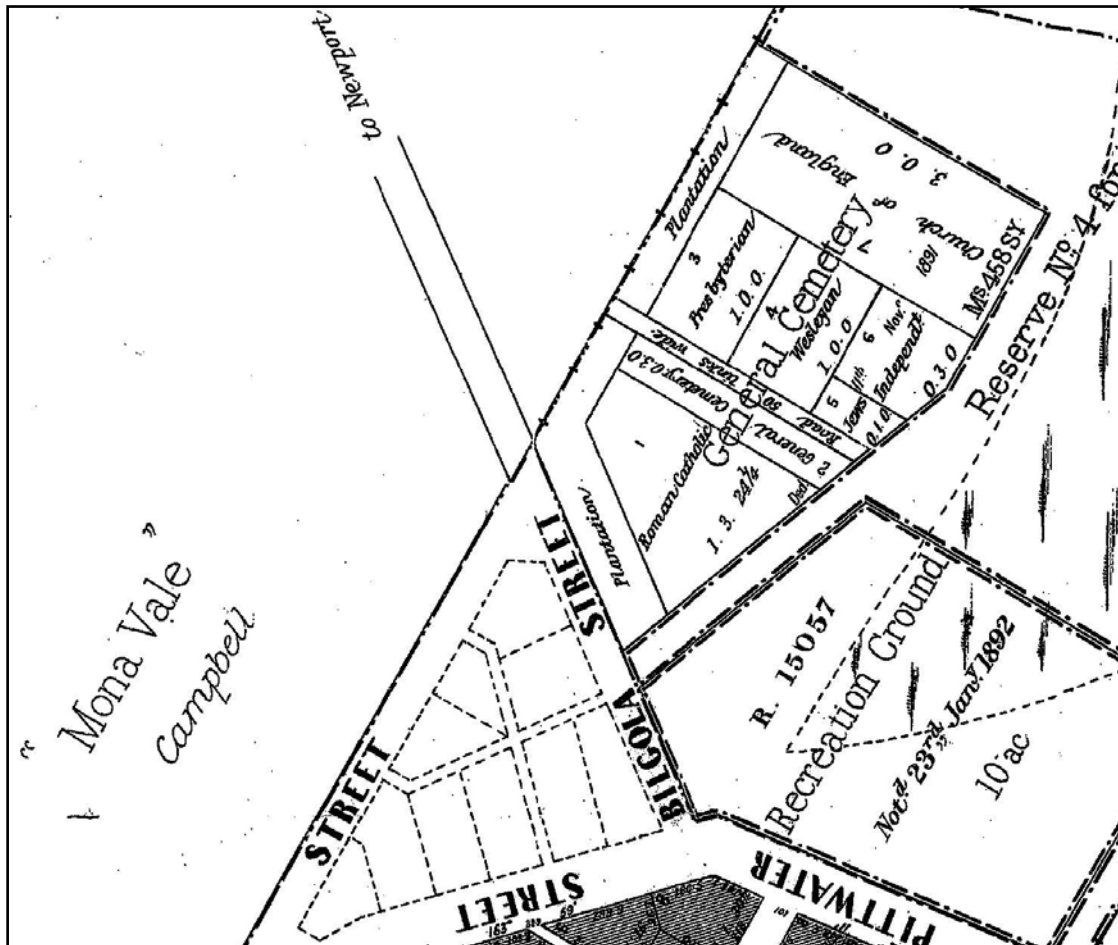


Figure 2.2 – Excerpt from original survey of the “Village of Turimetta” with cemetery. Note the site of Robert Campbell’s farm known as “Mona Vale”

This site was never used, and by 1904, negotiations to purchase an alternative site for the cemetery along Lane Cove Road were underway. Perhaps the proximity to the “Recreation Ground” which included a mini golf course and horse race track, as well as the “Black Swamp” itself, were factors in this decision. The construction of Brock’s Mansion and cottages (commencing 1894) virtually across the road from the planned cemetery (Figure 2.3) may also have had some influence on the decision to relocate.



The plan for the cemetery in the new location on Lane Cove Road (Figure 2.7) dated 31<sup>st</sup> May 1906 depicts eight sections for Church of England, Methodist, Congregational, Roman Catholic, Presbyterian, Unsectarian and Jewish burials, with one section unallocated. The trustees appointed in 1906 for the Church of England portion were John Blackwood, Cornwallis Wade Browne, Samuel Stringer, Stuart Greig and William Boulton.

In those days people would apply to the local police station for permission to bury their dead, and then undertake the burial, including digging the grave, themselves. This probably explains the seemingly haphazard manner in which the early graves are arranged (see Figure 2.8, 2.10 and 2.11). The earliest burials were in the Church of England and Methodist sections. The oldest surviving headstone in the cemetery is for Percy Johnston who died in 1914 aged two years (see Figure 2.9).

The Department of Lands was originally responsible for the cemetery but by 1926 the cemetery was neglected and local people were urging Warringah Shire Council to take over its management which occurred from 31 May 1929, although the Catholic Church retained control of their portion of the cemetery until 3 August 1984. The Council Trusteeship of the remainder of the cemetery was revoked and another Board appointed until 16 October 1956 when Council was reappointed, excluding the Roman Catholic section.

The history of Gazettals relating to the cemetery appears as follows:

- 18.10.1905 dedicated for General Cemetery entitled “Turimetta General Cemetery”.
- 31.5.1929 Warringah Shire Council appointed Trustee but revoked later when private trustees were appointed (unknown date).
- 16.10.1956 Warringah Shire Council re-appointed Trustee for all but Roman Catholic portion of the “Turimetta General Cemetery”.
- 3.8.1984 Warringah Council appointed Trustee for Roman Catholic portion of “area at Mona Vale, known as Turimetta General Cemetery”.
- 16.7.2004 Pittwater Council appointed Trust Manager for “Mona Vale General Cemetery (D500520) Reserve Trust”.
- 16.7.2004 name “Mona Vale General Cemetery (D500520) Reserve Trust” assigned to Dedication 500520 for the public purpose of General Cemetery notified in the Government Gazette of 18 October 1905.

*(Historical information sourced with kind permission from Journal of Local History Volume 7 - Bob Pauling MWPHS and St Johns Anglican Church History on their website)*



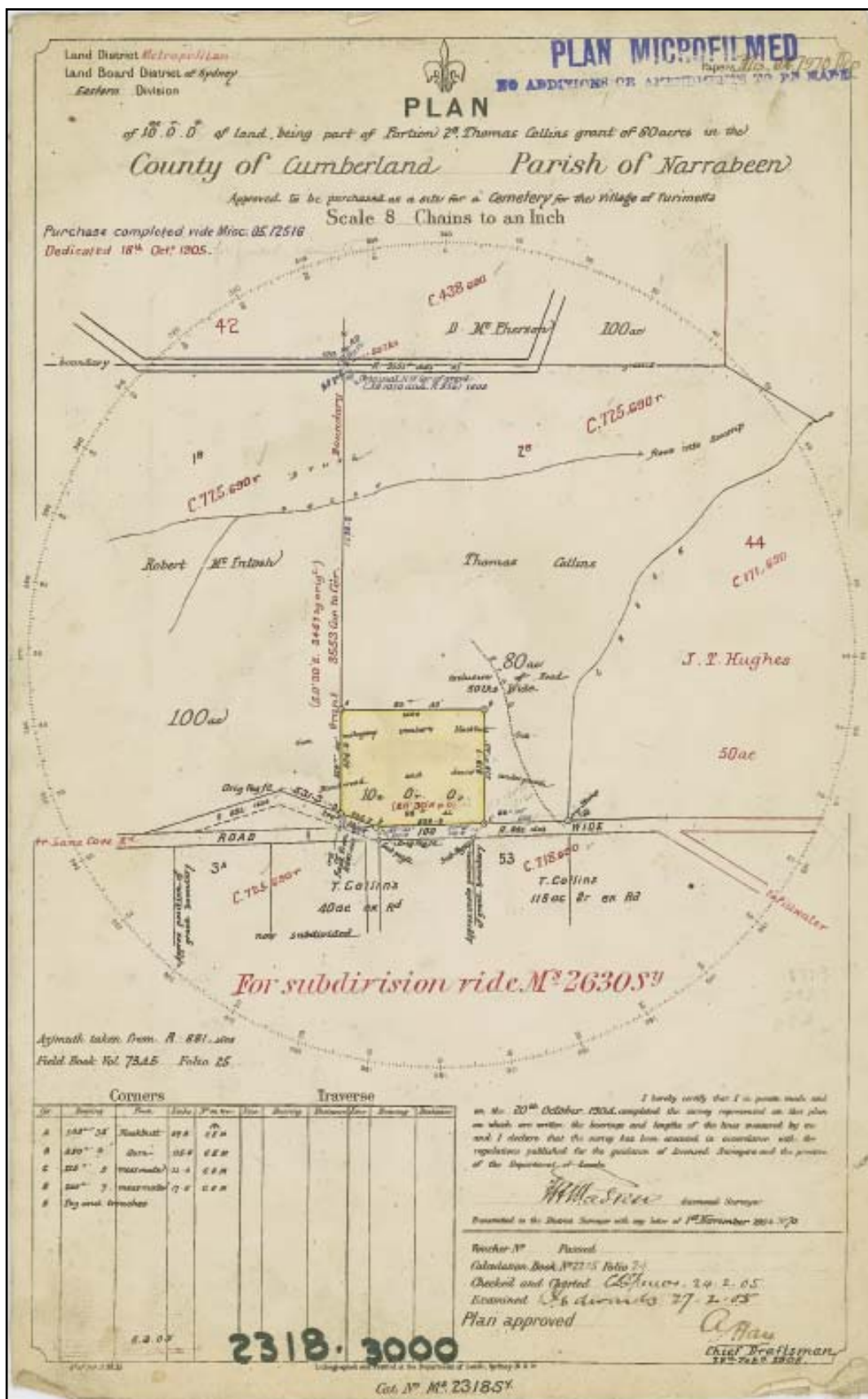


Figure 2.5 - Plan of land approved to be purchased as a site for a 'cemetery' for the Village of Turimetta 27<sup>th</sup> February 1905



NOTIFICATION OF DEDICATION OF LANDS FOR PUBLIC PURPOSES, UNDER THE CROWN LANDS ACT  
OF 1884.

## PROCLAMATION

NEW SOUTH WALES,  
to wit.

(L.R.)

FREDK. M. DARLEY,  
Lieutenant-Governor.By His Excellency The Honourable Sir FREDERICK MATTHEW DARLEY,  
Knight Grand Cross of the Most Distinguished Order of Saint Michael and  
Saint George, Lieutenant-Governor of the State of New South Wales and  
its Dependencies, in the Commonwealth of Australia.

WHEREAS an Abstract of the intended Dedication of the various areas of Crown Land described in the Schedule hereto, for the public purposes therein mentioned, has been duly laid before both Houses of Parliament of the said State, in accordance with the provisions of the 104th section of the Crown Lands Act of 1884: And whereas, I, Sir FREDERICK MATTHEW DARLEY, the Lieutenant-Governor aforesaid, with the advice of the Executive Council of the said State, have approved of the dedication of such land for the purposes aforesaid, as more particularly specified in the Schedule hereto: Now, therefore, I, Sir FREDERICK MATTHEW DARLEY, as such Lieutenant-Governor as aforesaid, with the like advice, do, by this notification, to be published in the Government Gazette, dedicate the various areas of Crown Land hereinbefore mentioned, and as more particularly described in the Schedule hereto, to the respective public purposes specified in connection therewith.

[Ms. 1905-16,295]

## SCHEDULE.

List No. 6 of 1905.

Place.	County.	Portion.	Allo- ment.	Section.	Locality.	Area.	Purpose of intended Dedication.	No. of Papers.	Cat. No. of Plan.
Adelong	Wynyard	...	...	...	Parish of Adelong	2 1 0	Public road	Ms. 1905-11,805	R. 8,231-1,803.
Baradine	Baradine	...	3	24	Town of Baradine	4 2 0	Public school site (addition)	6,907	B. 7-1,912.
Blake	Nandewar	81	...	...	Parish of Bulyerna	3 0 7	Public school site...	11,539	N. 1,682-1,774.
Creekside	Hume	116	...	...	Parish of Collendina	2 0 0	do	11,121	H. 3,342-1,663.
Mandle	Butler	25	...	...	Parish of Reid	2 0 0	do	10,021	B. 1,384-1,741.
Tumbarumba	Selwyn	...	8	1	Town of Tumbarumba	0 1 0	Mechanics' institute site	11,016	T. 1-1,736.
Turrimetta	Cumberland	...	...	...	Parish of Narrabeen	10 0 0	General cemetery	12,516	Ms. 2,318 Sy.

Given under my Hand and Seal, at Sydney, this seventeenth day of October, in the year of our Lord one thousand  
nine hundred and five, and in the fifth year of His Majesty's Reign.

By His Excellency's Command,

JAMES ASHTON.

[3277]

GOD SAVE THE KING!

Figure 2.6 – Turrimetta General Cemetery – Copy of the original Government Gazette notice 1905

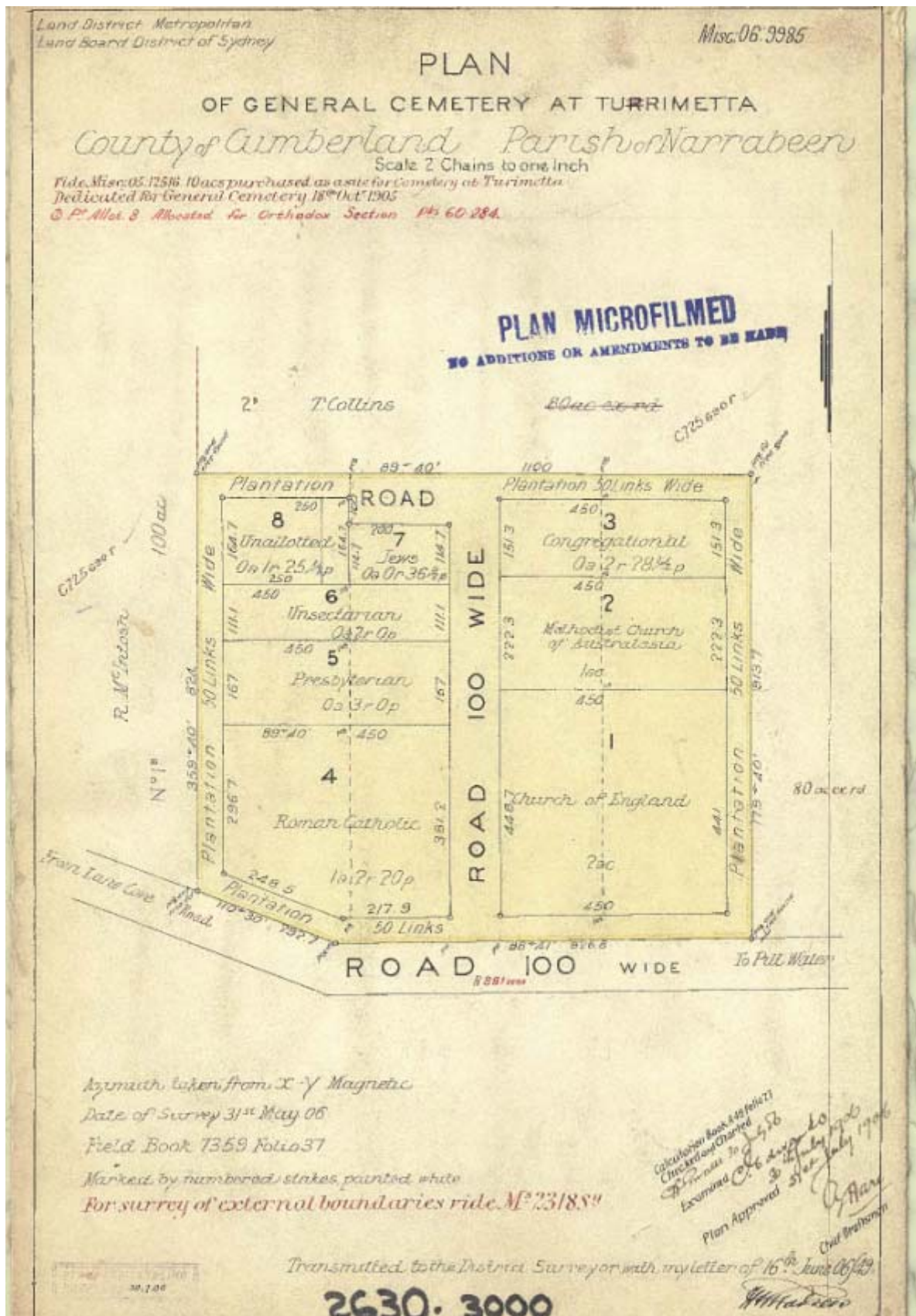


Figure 2.7 – Surveyors Plan of General Cemetery at Turrimetta – 31<sup>st</sup> July 1906





**Figure 2.8 - Early burials in Methodist Section B**



**Figure 2.9 - Earliest marked burial site of late Percy Johnson**



**Figure 2.10 – Non-Sectarian Monument C 1925**



**Figure 2.11 - A timber cross and fence C 1942**

## 2.3 Cemetery History

### Key Heritage Elements

The cemetery has three historical areas with monuments dating back to the early 1900s. Some are marked simply with a large rock (see Figure 2.8). The oldest sections are located in the Methodist Section A and B, the Anglican Section A and the Non-Sectarian Section O. There is also a pair of stone gate posts located along Mona Vale Road close to the bus stop constructed in 1929 at the original entrance by local stonemason James Booth. (see Figure 2.12). The cemetery layout itself as well as the cemetery archives, including old registers and plans may also have heritage value.

### Cemetery layout

The proposed Landscape Masterplan acknowledges the importance of the early cemetery layout and seeks to retain the key elements of the original surveyed plan.

In the original plan of the cemetery (Figure 2.7) there were “Plantations” of 50 links wide (approximately ten metres) noted on all four borders of the site, although the type of plants were not noted. The original survey of the site notes (Figure 2.5) “Gum, mahogany, ironbark, blackbutt, oak, bloodwood and dense undergrowth on the site”. Today all of the borders of the cemetery retain some kind of landscaping. Along the eastern and western boundaries there are native tree species such as Weeping Lilly Pilly or Swamp Oak while the southern boundary has a variety of native trees and shrubs. There are also a number of trees planted along the new fence on the northern boundary of the cemetery.

Also in the original plan was a 100 links wide (approximately twenty metres) road running through the centre of the cemetery travelling north from the original entrance. This entrance was marked by a pair of sandstone gate posts (on what is now Mona Vale Road). This road separated the Catholic and Anglican areas of the cemetery as religious persuasion was quite an issue in society at that time. Anecdotal reports suggest that in the early 1960's a new vehicle access road was created to the east of this original central road (probably at the same time as the amenities block was constructed) and the original roadway was closed to vehicles. The present avenue of cypress pines that runs along the former road was planted some time in the 1970's and there was also a red gravel pathway running between the trees. Evergreen pine trees and conifers were symbols of immortality and the after-life and were popular in Victorian era cemeteries. It is not known whether they were chosen for that reason. In 1996, in response to the shortage of land available, Council began using this area between the trees for burial sites. The entire two rows have now been sold. The aerial view of the cemetery in Figure 2.13 shows the existing avenue of Cypress trees planted along what is now Anglican Section W.

The cypress pines are now nearing the end of their life span and are progressively dying. Some have been removed and these have been replaced with a small number of burial sites. The Landscape Masterplan also proposes the cultivation of two new avenues of trees along both the entry and exit roads within the cemetery to offset the removal of the pines over time as they progressively die.

### Other cemetery structures

The pair of sandstone gate posts marking the original entrance to the cemetery on the edge of Mona Vale Road were constructed in 1929 by local stonemason James Booth, who was also a Church Point storekeeper and boat builder. Mr Booth was associated with the construction of a number of other important local structures in the area, including the house “Dungarvon” on Park Street and St. John's Church of England (C1906-1907) on Pittwater Road, Mona Vale. James Booth (c1863-1941) was interred in Walton NSW but there is a plaque for him on a family grave at the cemetery.

The condition of the gate posts is deteriorating (see Figure 2.12) and they are no longer as prominent as they once were, as their location is now separated from the cemetery proper by a landscaped mound. The white paint on the posts is flaking and a redundant galvanised gate is attached to one of the posts. The landscape masterplan proposes sensitive refurbishment of the posts along with relocation some 2 metres to the west to align with the pedestrian entry on Mona Vale Road. Two symbolic pine trees are proposed to be planted alongside the posts to acknowledge the earlier avenue of pine trees inside. A concrete footpath will eventually link this access way to the nearby bus stop.





**Figure 2.12 - Original stone gateposts built by local stonemason James Booth C1929**

### **Monuments**

The cemetery is a monumental cemetery with a variety of styles of memorialisation reflecting the changing tastes of the community over the past 100 years. They range from the simple wooden cross to the more conventional sandstone headstone and to elaborate granite monuments with thick slabs. The oldest monuments are located in the Methodist and Anglican sections circled in red in Figure 2.13 below.

It is important to note that burial monuments are the property of the burial licence holders, and not the cemetery Trust. At present, the granting of the burial licence is on a perpetual basis, so a person could come forward and make an application for the transfer of the licence for an old grave. Generally the licence must be ceded by a Will or Letters of Administration for the application to be successful.

The areas circled in red contain the oldest monuments in the cemetery which may have historical significance.



**Figure 2.13 – Aerial view of older sections (circled in red) of the cemetery and avenue of cypress pine trees**

## Cemetery Archives

Over the years the way that cemetery information has been recorded has changed. No surviving records for the earliest graves have been found but old registers do exist from the 1930's. Later on information was recorded on a card system and then on computer in various systems until our present-day electronic file management system. There are other items including maps, plans, copies of title deeds and other published material that are in themselves items of heritage value. The old registers have been copied and are stored on disc and microfiche. These items will be preserved for future generations.

There have been a number of checks and reviews of the cemetery database in recent times. A survey of unmarked burial sites occurred in 1989 and 34 possible unknown burial sites were identified. A more recent survey of monuments revealed a number of unrecorded inscriptions. These have been added to cemetery records. The Manly Warringah and Pittwater Historical Society also carried out a transcription of the cemetery some years ago and their findings were cross referenced with cemetery records at that time.

Older cemetery records are incomplete, as many of the addresses noted have no street number (in those days there may have been only a few houses in the street). Some of the personal information now collected for every interment, such as date of death and age at death, was not recorded in those days. Spelling errors have been detected caused by the difficulty in deciphering hand writing in the old registers. In recent years, Council has been collecting and recording details of additional inscriptions in the cemetery register as well as correcting spelling errors when they are identified.

## Heritage Items

The cemetery itself, as well as the original sandstone gate posts (see Figure 2.12) was added to the schedule of Heritage Items in the Pittwater Local Environmental Plan in June 2009, when 'Amendment No 81 - Heritage Conservation' was published on the NSW Government Legislation website. The listing as it appears in Schedule 9 - Heritage Inventory is reproduced in Table 2.1 below. Note that the cemetery has also been assessed by the National Trust, but has not been listed.

Location	Description	DB No.
Mona Vale Road, No 107 Land Nos 2630–3000	Mona Vale (formerly Turimetta) General Cemetery, including stone gateposts	2270088 2270327

**Table 2.1 – Cemetery Heritage Listing as it appears in Schedule 9 of Pittwater LEP**

The implications of this listing are defined in Division 8 – Heritage Provisions, page 64 of the same document.

### ***32. Protection of heritage items, heritage conservation areas and relics***

*(1) The following development may be carried out only with development consent:*

- (a) demolishing, defacing, damaging or moving a heritage item or a building, work, relic, tree or place within a heritage conservation area; or*
- (b) altering a heritage item or a building, work or relic within a heritage conservation area by making structural changes to its exterior; or*
- (c) altering a heritage item or a building, work or relic within a heritage conservation area by making non-structural changes to the detail, fabric, finish or appearance of its exterior, except changes resulting from any maintenance necessary for its ongoing protective care which does not adversely affect its heritage significance; or*
- (d) moving a relic, or excavating land for the purpose of discovering, exposing or moving a relic; or*
- (e) erecting a building on, or subdividing, land on which a heritage item is located or which is within a heritage conservation area; or*
- (f) making structural changes to the interior of a building or work listed in Schedule 9.*

*Pittwater Local Environmental Plan 1993*

*PLEP 1993 – This document incorporates Amendments gazetted up to and including 19.12.2008*

*Page 65*

*(2) Development consent is not required by this clause if the council is of the opinion that the proposed development would not adversely affect the heritage significance of the heritage item or heritage conservation area.*

*(3) When determining a development application required by this clause, the council must take into consideration the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area.*

*SEPP (Repeal of Concurrence and Referral Provisions) 2008 G.G. 157 12.12.2008*

*(4) The council must not grant consent to a development application required by this clause until it has considered a conservation plan that assesses the impact of the proposal on the heritage significance of the item and its setting, or of the heritage conservation area.*

**Note.** *The website of the Heritage Branch of the Department of Planning has publications that provide guidance on assessing the impact of proposed development on the heritage significance of items (for example, Statements of Heritage Impact).*

*(5) In this clause, "conservation plan" means a document establishing the heritage significance of a heritage item or a heritage conservation area and identifying conservation policies and management mechanisms that are appropriate to enable that significance to be retained.*

The cemetery is an operational cemetery and will continue to be so for many years into the future. No development consent is required for the ongoing operation, maintenance or expansion of the cemetery grave sites as the operation, maintenance and expansion does not adversely affect the heritage significance of the cemetery.

A comprehensive heritage assessment that supports the heritage listing in the LEP could not be identified.

To further address the heritage issues in detail, notably the:

- sandstone gateposts,
- historic burial sites, and
- original layout,

it is proposed that a Heritage Study of the cemetery be undertaken to allow recording of the heritage items and provide a direction for the long term planning to maintain the heritage significance of such items.

## **2.4 Modern History**

The last forty years at the cemetery has seen the expansion of burials towards the four boundaries of the site and the introduction of areas for the disposition of ash remains, including the wall columbarium (built in the 70's) and a number of memorial garden areas. The original grid-style, east-west orientation of burial sites has been retained while the memorial gardens have been positioned in areas where in-ground burials are impractical, such as under stands of trees on the eastern side.

The Columbarium (wall niche) for the placement of cremated ash remains was opened in 1974 and named "S.O Reynolds Memorial Wall" in memory of Warringah Councillor Sydney Owen Reynolds (Councillor from 1956 to 1959). His request for the provision of interment facilities for ash remains in the area led to the proposal for the wall to be erected. Both the wall and memorial gardens are non-denominational.

**Between 2005 and 2010** the following work was completed.

The following work was outlined in the 2002 Landscape Masterplan:

- construction of three garden niche areas;
- new internal perimeter road running along the eastern boundary;
- new internal perimeter road running along the southern boundary linking the existing roads;
- burial sites adjacent to the eastern border opened;



Additional work completed to enhance cemetery operations and safety for visitors included:

- refurbishment of office and amenities block;
- relocation of the vehicle access to the cemetery from Mona Vale Road to Fazzolari Avenue;
- construction of new exit and entry gates; and
- relocation of works compound to a temporary site on the Stage 2 Lands.

Further work to prevent the degradation of the land parcels and screen the view for adjacent residents in the proposed extension (Stage 2 Lands) included the installation of a boundary fence along Wallaby Circuit with accompanying buffer planting along the length of the fence as well as clearing of noxious weeds within the site itself.



Figure 2.14 – Hand digging graves circa 1984

## 2.5 Existing Uses

The cemetery is open 365 days per year and enjoys a steady stream of visitors, averaging between twenty to thirty per day and increasing to an average of fifty on funeral days. The largest funerals can attract over 400 mourners. The highest visitation occurs around Christmas, Easter, Mother's Day and Father's Day. Some religious faiths visit the cemetery after a certain number of days and weeks have elapsed following death, and these traditions endure at the cemetery. The Catholic Church also observes All Souls Day in November each year with an on-site mass.

The cemetery is a monumental cemetery with almost 6400 burial sites in the present grid layout and is at 95% capacity with fewer than 460 in-ground burial sites for immediate need or reservation. Each burial site can accommodate two in-ground adult coffin interments – i.e. one on top of the other (and also an additional child burial) plus up to four containers of cremation ashes.

It is important to note that the purchaser of a site does not actually own the land in which a burial occurs, but rather a "licence" to use this land. Currently these burial licences are sold on a perpetual tenure basis (as opposed to limited tenure which restricts the term to a pre-determined time period). The size of the site is 2.44m long x 1.065m wide or eight foot by three foot six inches on the imperial scale.

Holders of burial licences are also permitted to erect a monument on the site of a size and style that conforms to the Cemetery Regulations and complies with the current Australian Standard for Headstones and Cemetery Monuments. The maintenance of any monumental work is the responsibility of the licence holder and not the Reserve Trust.

The cremation rate in metropolitan areas is approaching 70% and there is a growing demand for the placement of cremated ash remains within either existing burial sites, the available garden niche areas or in the columbarium wall. The latter is almost completely sold with less than 10 positions remaining available for sale.

Pittwater's natural environment has become a competitor for the cemetery as many people now choose to keep ash remains at home or scatter them at a local landmark, such as at the headland or the beach. This presents a new challenge to cemetery administrators.

There is a growing interest in information for genealogical research. In response to this, Council has recently developed a web-based search tool which will allow relatives and friends to search for those interred at the cemetery.

On the artistic side, the cemetery has appeared on the television show – “Home and Away” and Council has also been approached to allow filming for student movie productions. Filming permits are issued under strict conditions and a staff member remains on site at all times to supervise the behaviour of film crews around the burial sites.

Finally, the cemetery is also used as a thoroughfare by local residents of Walana Crescent and adjoining streets.

## **2.6 Competing facilities**

There are currently no other operational cemeteries in the Pittwater Local Government Area. However, there are a number of similar facilities in the wider area.

- Frenchs Forest Bushland Cemetery at Belrose was gazetted in 1932 and has 22 hectares with a capacity for both lawn and monumental in-ground burials and niche interment that will last well into the future. They also have an extensive number of vaults and crypts as well as an on-site chapel and function centre. They are currently seeking approval for the construction of a crematorium.
- Manly Cemetery in Griffiths Street has no new burial sites available, although burials in existing sites still occur. There is also a columbarium for cremated ash remains.

The next closest cemeteries are Macquarie Park Cemetery and Crematorium (formerly Northern Suburbs Cemetery) which has a large capacity for both burial sites and cremated remains, and Northern Suburbs Memorial Gardens and Crematorium, which does not cater for burials. Both of these facilities are located in North Ryde.

## **2.7 Religious Denomination**

The cemetery layout provides sections for a number of religious denominations. The original plan designated areas for the Roman Catholic, Church of England, Methodist Church of Australasia, Presbyterian, Congregational, Unitarian and Jewish faiths as well as an “unallocated” area. This most probably reflected the predominant religions in society at that time.

In later years, areas for the Uniting Church, Bahai and the Latter Day Saints faiths were slotted into existing areas. There appears to have been only one Jewish burial in the section devoted to that religion (in 1974) and this area was later turned into Non-Sectarian Section N.

Despite the rising cremation rate, some religions such as Baha'i and Serbian Orthodox still forbid cremation, while the Catholic Church allows it but requires that ashes are treated with the same respect that would be accorded a burial and are placed in a suitable location. The Baha'i burial practices require that the deceased is not carried more than one hours journey from the place of death. For these reasons the ongoing provision of in-ground burial sites will continue to be important to particular religious groups in the local area.

Council does not rigidly enforce the religious segregation at the cemetery and people are able to choose where they wish to be interred. Indeed, members of other local religious groups such as the Serbian Orthodox are well represented throughout the cemetery.

The following Table 2.2 shows the distribution of the various faiths and these are displayed on Figure 2.15 which shows the distribution of various religious denominations throughout the cemetery.

**Table 2.2 - Burial Sites by Denomination**

<b>Denomination</b>	<b>Number of burial sites</b>	<b>Percentage of total sites</b>
Anglican (Church of England)	2466	39
Catholic	2512	39
Baha'i	172	3
Uniting (an amalgamation of Presbyterian, Methodist and Congregational)	711	11
Latter Day Saints	82	2
Non-Sectarian	347	5
Baptist	31	1

Note: Other Faiths such as Serbian Orthodox are well represented at the cemetery although they do not have their own dedicated section.

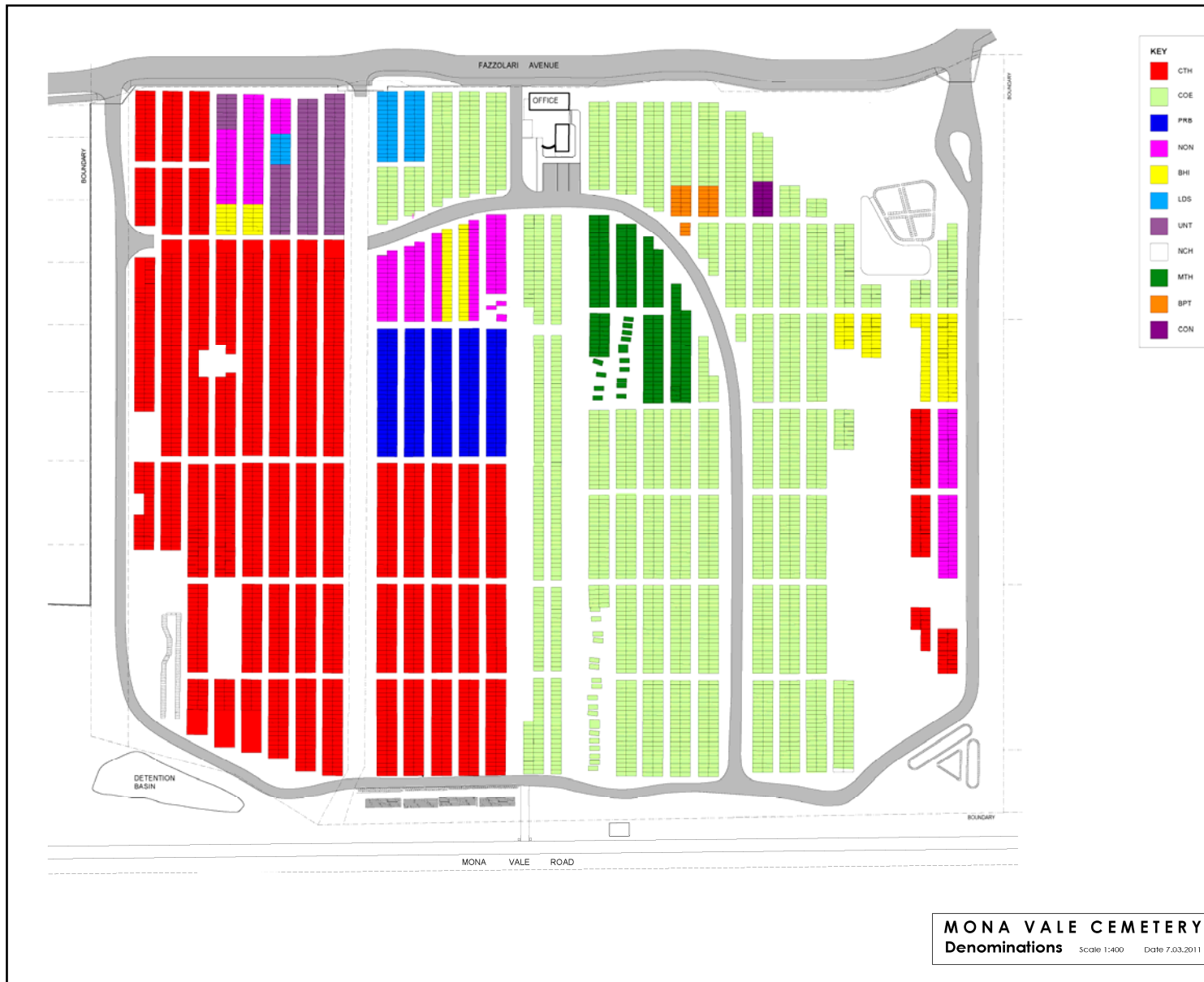


Figure 2.14 – Mona Vale General Cemetery by religious denomination

### 3.1 General

The cemetery is located on the Northern Peninsula of Sydney and is approximately 2kms from the coast. The surrounding land use is predominantly residential with some open space in the vicinity, such as Bayview Golf Club and bushland areas such as Katandra Bushland Sanctuary and Ku-ring-gai National Park.

### 3.2 Microclimate

The microclimate on the eastern boundary of the site is warm and sheltered due to the large number of trees in this area. Avenue planting on the eastern boundary decreases the effect of winter winds and the Mona Vale Road boundary is protected by planting on landscaped mounds. In other parts of the cemetery there is very little protection from the elements especially in the centre of the cemetery. In summer, the prevailing wind is from a north-easterly direction while in winter it is from a southerly direction.

### 3.3 Hydrology and drainage

The cemetery is located on quaternary alluvium deposits. The original landscape of the area consisted of wet plains, with large trees, lagoons and swamps. The early European settlers drained these areas for agriculture.

The area is mostly flat with a fall from its highest point of eight metres from the south-western corner over a length of 275 metres diagonally across the site from west to east. The lowest point is the north-eastern corner adjacent to the Energy Australia substation and residential blocks on Samuel Street. There is a letterbox pit with 450 diameter concrete stormwater pipe located in this corner.

The site is affected by run off from Mona Vale Road, various adjacent properties and stormwater collected on the cemetery itself. A drainage swale and a stormwater detention basin have been constructed on the western border to collect run off from the adjacent residential development to the west of the cemetery.

### 3.4 Topography & Soils

The cemetery is at the base of a north south escarpment and has an easterly aspect. The slope is characterised by geology of the Terrigal Formation of the Narrabeen Group. There are moderately deep to deep yellow podzolic soils derived from fine-grained sandstone and claystones. Colluvial influence of Hawkesbury Sandstone is present. These soils are subject to high levels of erosion if not contained.

The dominant indigenous canopy species indicate that the area lies at an interface between shale and sandstone geology with Colluvial sands from the areas of Hawkesbury Sandstone geology higher up the slopes overlying shales of the Narrabeen Group.

### 3.5 Vegetation

The vegetation at the existing cemetery consists mostly of grass with a central avenue of exotic tree species (cypress pine). The fringes and boundaries of the cemetery comprise some stands of mature native trees in fragmented bushland as well as screen plantings on the boundaries. A Tree Report for the existing and STAGE 2 lands can be found in Appendix C and D.

The various areas are described below:

- **Bushland**

There are two areas of fragmented bushland along the eastern boundary and the south-western corner of the cemetery which are protected under Council's Draft Development Control Plan for the Conservation of Biodiversity in Pittwater. These stands consist of mature native trees such as Angophora, Casuarina, and Eucalypt species.

Other native tree species present include Sydney Peppermint (*Eucalyptus piperita*), Turpentine (*Syncarpia glomulifera*), Smooth-barked Apple (*Angophora costata*), Grey Ironbark (*Eucalyptus paniculata*) and Broad-leaved White Mahogany (*Eucalyptus umbra*).

- **Screen Planting**

The cemetery boundaries all have screen plantings of some degree. They comprise the following:

- A line of mature She-oak (*Casuarina spp.*) are located along the eastern boundary fence line. Although they provide some screening of the cemetery for adjacent residential properties, the base of the canopy has raised with age. Leaf drop also inhibits successful shrub planting underneath the trees and this further decreases the successful screening of these properties.
- A line of Weeping Lilly Pilly (*Waterhousia floribunda*) along the western boundary fence line will eventually provide a screen for the homes located in the adjacent residential subdivision.
- Mixed plantings in the mounds along the Mona Vale Road boundary of the cemetery such as native Banksia, Lomandra and Callistemon screen the cemetery from passing traffic.

- **Avenue Planting**

A double row of Cypress pine (*Chamaecyparis spp.*) trees run through the centre of the cemetery adjacent to Anglican Row W. The original cemetery entrance and access road ran along this avenue, although the trees were planted many years later. In 2006 the road area was closed and began to be sold for burial sites. There are now two rows of almost 263 burial sites that have almost all been sold. Some of the branches are growing over the monuments and many of the trees have large sections of deadwood or are dying. Trimming the trees creates large gaps that do not regenerate and the appearance will deteriorate further over time (see Figure 3.1). These trees are being progressively removed once the deadwood of the tree exceeds 40%-50%.



**Figure 3.1 – Declining Cypress Pines in Anglican Row W**


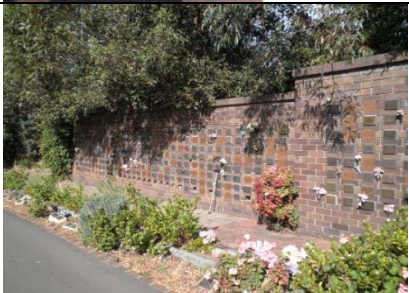




## 4.0 EXISTING FACILITIES AND INFRASTRUCTURE



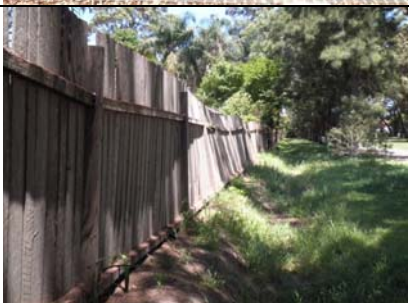


This section provides a description of the current condition and use of the various facilities and infrastructure at the cemetery. Although minor upgrades of some cemetery infrastructure have occurred over the past ten years, the current presentation of the cemetery infrastructure is relatively tired and outdated. Furthermore, the cemetery lacks a cohesive style and colour scheme for signage, seating and other street furniture and there has been no attempt to conceal the more utilitarian aspects of the site, such as garbage bins, taps, or signs.




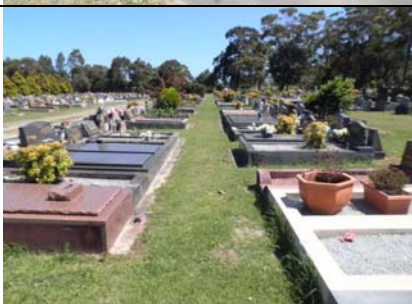


The existing facilities and infrastructure of the cemetery are described in Table 4.1.







**Table 4.1 - Existing Facilities and Infrastructure**

Item	Description/Issues	Condition	Current Use
	Office and amenities including a disabled toilet, staff lunch room and storage area.  <i>Likely to be landlocked once internal access road is closed to create new burial sites.</i>	Good – built 1980's and refurbished in 2008	Office for cemetery caretaker, staff lunch room, public toilets and storage for fuel and personal protective equipment.
	SO Reynolds Memorial Wall  <i>Only 14 of 1096 remaining available for sale.</i>  <i>Looks tired and dated.</i>	Fair - built 1970's	Columbarium wall for placement of cremated ash remains
	Garden Niche A – 149 positions – fully sold.  <i>Constant full sunlight and shallow garden beds make growing conditions dry and difficult.</i>	Fair – built 1995 to accommodate demand for ashes placement.	Cemetery's first memorial niche garden for cremated ash remains
	Garden B – 127 positions - fully sold.  <i>Timber edging has sunken. Plants lack cohesive theme. Poor drainage under trees in surrounding grass after rain.</i>	Fair – built 2000	Cemetery's second memorial niche garden for cremated ash remains



Item	Description/Issues	Condition	Current Use
	Garden C – 235 positions – 163 available  <i>Requires screening from adjacent property and noisy main road.</i> <i>Grass pathways soggy after rain.</i> <i>Lacks visual appeal</i>	Fair – built 2004 -	Third memorial niche garden for cremated ash remains
	Garden D - 460 niches- 251 available for sale with completion of recent extension  <i>The natural bushland garden style has been very popular</i>	Good – built 2005 and extended 2010	Fourth memorial niche garden for cremated ash remains
	Fencing – timber fence on eastern boundary	Fair – fence is in disrepair in some sections	Boundary fence with residents of Samuel Street
	Fencing – concrete base and gate posts with steel infill on northern boundary	New	Boundary fence with Fazzolari Avenue
	Planted mound –along southern boundary  <i>Requires regular vegetation maintenance</i>	Good	Boundary along Mona Vale Road

Item	Description/Issues	Condition	Current Use
	Fencing and Stormwater – timber fence and stormwater drain along western boundary	New	Boundary fence with residents of eastern side of Wallaby Circuit
	Row signs (aluminium)  Regulation signs (aluminium) More required in new areas  Niche signs – (timber) Poor condition	Fair – to be upgraded to current Council logo	Various as described
	Parking at office and amenities  <i>More parking required</i>	Good	Three formal parking spaces in front of the office (including one disabled)
	Pedestrian Access & Circulation  <i>Poor drainage in some areas</i> <i>Rabbit control required to prevent holes which can be a trip hazard</i> <i>Some older monuments are unstable</i>	Fit for purpose	Grassed aisles between rows within cemetery
	Avenue of trees in Anglican W  <i>Trees are diseased and dying</i>	Poor to Fair	Provide shade at the cemetery
	Perimeter Access Road – asphalt	Good	Access around outside internal edge of cemetery

Item	Description/Issues	Condition	Current Use
	Internal Access Road – asphalt  <i>To be removed to provide space for additional burial sites</i>	Poor	Access through centre of cemetery leading to office and amenities and western boundary road
	Ornamental iron gate at Gate 1 (main entrance) and Gate 3 (main exit)	New	Define main entry and exit points of cemetery
	Ornamental Gate 3	New	Define main entry and exit points of cemetery
	Steel fence at Gate 2 and Gate 4 along Fazzolari Avenue	New	Entry and exit to cemetery at office (Gate 2) and Western perimeter road (Gate 4)
	Proposed Cemetery Exit Road (easement 1)  <i>Currently unsealed dirt and gravel - area is unsuitable for burials due to underground electrical cables</i>	Fair	Electrical easement for substation power cables Informal access road within cemetery now leading to gate 3
	Perimeter road – asphalt and also an easement (2) along western boundary	Fair	Electrical and drainage easement along Western boundary perimeter road



## 5.0 LANDSCAPE MASTERPLAN

### 5.1 Land to which the Landscape Masterplan applies

The landscape masterplan depicts the plan for the existing cemetery land plus the Stage 2 Lands. The Stage 2 Lands are discussed in Appendix A.

### 5.2 Vision

The landscape masterplan will endeavour to transform the cemetery into a destination in its own right, making such an impression on visitors that inspires them to make the cemetery their own “final destination”. This will be achieved by enhancing the park-like atmosphere of the cemetery, paying tribute to the heritage significance of the cemetery and the “garden cemeteries” of the Victorian era, while re-interpreting for a modern sensibility.

The progressive implementation of the landscape upgrade outlined in the cemetery landscape masterplan will regenerate the cemetery and better serve the people of the Northern Beaches and the wider Sydney area.

### 5.3 Management Principles

The proposed improvements will serve to differentiate the cemetery from other competing facilities and retain financial viability in the face of a decreasing supply of new burial sites in the coming years. There is an emphasis on maintaining the availability of in-ground burial sites for those who do not or cannot choose cremation (such as for religious reasons). These sites will primarily be found in the progressive infill throughout the cemetery including the removal of portions of the existing central access road and the closure of redundant aisle ways.

There is also a focus on significantly increasing the size and range of memorial garden and wall niche areas to accommodate the projected increase in the demand for memorialisation for cremated ashes. These gardens will be located in areas where in-ground burials are not practical or not possible, such as under trees, along edges of the internal roads and easements and along the cemetery boundaries.

The masterplan recommendations will provide for the following expansion:

- 1100 additional monumental or monumental lawn in-ground burial sites;
- at least 4350 additional garden and bushland memorial niches for ash remains;
- almost 700 new lawn niches for ash remains;
- additional 3220 wall niches for ash remains; and
- 65 new “family rock” garden estates for up to 650 ash remains

The functionality of the cemetery will be improved by enhancing the appearance of exit and entry points, providing additional parking along road edges and by providing an outdoor chapel area for funeral services and family gatherings.

Landscape maintenance is a constant requirement, especially mowing, as the whole site is covered by grass. Mowing of aisles and brush cutting around monuments is time consuming and ongoing. Over the past five years the number of memorial gardens has doubled and the boundary plantings and fencing are much more extensive and elaborate than what were there previously. Although additional labour to assist the single full-time field staff is provided by the Department of Corrective Services in the form of the Community Service Order Scheme, the attendance of these workers is sporadic and many are unable to perform anything but basic mowing duties. As a result the grass in the aisles and around graves is mown and trimmed as regularly as possible but the gardens do not receive the same attention. Approximately four times per year in preparation for the increase in visitors associated with Easter, Christmas Day, Mother’s Day and Father’s Day, Council outdoor staff will have a “working bee” to clean up the whole site.

The masterplan recognises the need to institute a regular maintenance plan not only for the new cemetery gardens but also the additional site landscaping.

The monumental work on the burial site is the property of the burial licence holder and this monumental work can deteriorate over time. As the cemetery ages there is a need to recognise that older monuments falling into disrepair represent a safety hazard to visitors. Council has introduced a progressive program to make safe the oldest grave monuments by replacing the concrete lids inside the monuments. When these lids or covers collapse weeds and feral animals including rabbits can take up residence, causing a future maintenance issue for Council. Replacement of the slab is carried out either by the licence holder (and/or their heirs) or contractors appointed by Council (in cases where the licence holder cannot be contacted or has deceased and has no remaining family).

In situations where monuments are unstable, Council will notify licence holders that work to stabilise the monument must be carried out. If the licence holder cannot be contacted, such monuments will be dismantled to a point where they do not present a hazard to cemetery staff and/or visitors.

#### **5.4 Design Principles**

One of the central design principles for the cemetery is to improve both the visual presentation and functional usage of the cemetery, with a stronger emphasis on landscaping and decorative features. Over the years little attention has been paid to aesthetic values while expansion has occurred on an ad-hoc basis. The Masterplan proposes a far greater emphasis on visual presentation with improved facilities for cemetery visitors.

The installation of modern gates with associated signage and landscaping treatment will redefine the new entry and exit points of the cemetery. These features will be enhanced by two tree-lined avenues along the main entry and exit roads paying homage to the original cemetery layout. Along the eastern side of the entry road a new wall niche will incorporate a water feature and a “living wall”. These elements will create an intimate feel drawing the eye down the avenue towards the memorial gardens on the southern side.

The demand for an expanded variety of choice of memorial garden and lawn niche styles has also been recognised with a variety of precincts to be constructed throughout the cemetery. These will combine the popular “bush garden” style with more structured paved areas.

Other key principles for the design of the cemetery include:

- the incorporation of the original heritage sandstone entry gate posts into a new pedestrian entrance on Mona Vale Road with a pair of symbolic pine trees planted on either side;
- the replication of the central avenue of trees along the entry and exit roads;
- the acknowledgement of the three historic burial areas;
- the enhancement of the landscaped areas of the cemetery to a high standard of visual presentation;
- the use of other decorative elements such as sculpture and aquaculture to beautify the landscape for users;
- the reduction of visual and aural intrusion along boundary lines (especially along residential boundaries and along Mona Vale Road) through extensive screen planting and the use of noise buffer walls;
- the gradual adoption of a consistent colour scheme and style for the internal furniture, signage and other built features within the cemetery.

#### **5.5 Masterplan Recommendations**

The Masterplan has been organised with work to occur in stages in a number of precincts (*refer to Landscape Masterplan - Appendix B*). The key recommendations include:

- creating new areas for monumental and monumental lawn burial sites;
- improving access, circulation and parking;
- creating new areas for memorial garden and wall niches; and
- creating an improved presentation, environment and image.

### **Entry Gates and Chapel**

The new main entry will comprise modern feature gates with signage and lighting surrounded by extensive landscaping. The split road at the entry is will allow vehicles to enter and exit at this gate. Beyond the gates an avenue of trees will stretch south, the road narrowing to one-way, giving it a pedestrian feel and adding to the “picturesque” feel of the cemetery.

Immediately to the right inside the entrance the former site of the works compound will be redeveloped to take full advantage of this premier position within the cemetery. Initially a covered chapel area to accommodate funeral services or family gatherings will be constructed, with the option (dependent on funding) of adding a new cemetery office and amenities building when the internal road leading to the existing office block is finally closed.

Surrounding the chapel site will be a combination of lawn niches and another wall niche area located along the northern boundary fence line and surrounds with a different theme and style to those on the eastern boundary.

### **Gum Tree Grove**

This area has been designed to compliment the natural bushland setting of the cemetery and utilises the area under a stand of large native trees on the eastern side of the cemetery.

Three main garden types have been designed (and these are to be completed in stages):

1. **A formal paved garden** with niches along the edges and along the raised seating walls;
2. **An informal bushland garden** niche area with a variety of niches along the borders and within the gardens; and
3. **A wall columbarium** with lawn niches positioned adjacent to the edges of the wall parallel to the road.

The paved area will form the central axis of the gardens, with existing trees as well as sculptures used to break the space and provide focal points. The garden is to be divided into garden “rooms” linked by linear paths drawing the visitor from one garden area to another. Informal bushland garden niches will be located off the main paved area and the wall columbarium will be linked to the gardens across the roadway via pedestrian paths with the focal points at the end of each path.

The use of contemporary cohesive building materials, feature plantings and sculptures will tie the different areas together to form one cohesive garden.

#### **1 - Formal Paved Gardens – Gum Tree Grove**

The edges of the paved areas will be lined with granite edges for plaques. Contemporary low walls will be placed throughout the garden providing seating and entry features to the adjoining bushland garden niche areas.

#### **2 - Bushland Memorial Gardens – Gum Tree Grove – Sunrise Gardens**

The informal bushland garden niches will be located off the main paved area and will provide a variety of memorial opportunities, including garden estates, memorial family rocks, and rock headstones. The gardens will be characterised by decomposed granite areas, large bush rocks, sculptural feature planting and stepping stones meandering through the gardens, lined with rock headstones.

#### **3 - Niche Wall Columbarium – Gum Tree Grove**

Two sets of columbarium walls will stretch along the eastern boundary, forming a series of continuous linear spaces and complimenting the avenue plantings along the western boundary of the road.

The wall panels will be broken up with accent planting allowing glimpses of the screen planting behind and providing focal points to paths leading from the adjacent formal paved areas, linking the two sides of the garden.

An aquaculture pond with a glass top and a stainless steel encased living wall will break the length of the first wall. Water pumped from the pond will feed the plants and provide the soothing sound of water falling. Behind the wall, mass screen plantings and a rebuilt fence line will provide increased privacy and a sound buffer from



adjoining residential properties. A large sculpture placed on a raised lawn plinth between the two walls will form a focal point to this linear space.

The second set of walls will be set back from the first, to break up the length of the walls and allow room for lawn niches located in front of the wall adjacent to the road.

The plan recommends the removal of the Casuarina trees along the eastern boundary to make space for a more effective screen planting for residential properties along Samuel Street.

#### **Refurbish Garden Niche C**

The existing bushland garden niche will be extended. Previously this area has been marred by proximity to Mona Vale Road and suffers from a lacklustre approach to landscaping. Note that Council will endeavour to ensure that ashes already in the garden will not be disturbed during the work.

#### **Exit Road and Roadside Memorial Gardens**

The view north leading to the ornamental gate along the exit road will be beautified by a long stretch of raised garden niches underneath an avenue of canopy trees. The existing access along the electricity easement will be sealed and decomposed granite parking areas with formal raised garden niches will line each side of the road.

#### **Pedestrian Entry on Mona Vale Road**

The original cemetery entry gate posts (C1929) will be relocated approximately two metres to frame the pedestrian entry way close to the bus stop on Mona Vale Road. A pair of symbolic pine trees will be planted alongside to pay tribute to the pines that were planted along the central roadway in the recent past.

#### **Existing Office and Amenities Block**

The cemetery office and amenities block will only be accessible via Gate 2 (and not via the internal perimeter road) once the internal access road is filled with burial sites. It is proposed to construct a new combined office/amenities and indoor chapel/function area next to the new cemetery entrance prior to the complete closure of the internal central road. The existing office footprint will accommodate approximately fifty burial sites which would fund the cost of construction for the new building.

#### **Roadside Bushland Garden Niche Areas**

These gardens will utilise space along and within the landscaped mounds adjacent to the perimeter road along the southern boundary. Informal bushland style garden niches incorporating dedicated memorial bush rocks and trees as well as sites around the detention basin will provide a range of memorial options in this area. The existing mounds and the detention basin will be replanted and mulched. The frontage to Mona Vale Road will be enhanced with ornamental planting, sculptures and appropriate promotional signage. Note that some trees along the perimeter road may need to be removed to enhance access for funeral transport vehicles.

#### **Western Memorial Gardens (Sunset Garden)**

This area, incorporating existing garden B and presently located under a stand of mature gum trees will be refurbished and expanded. The style will be of a more formal character with raised beds, paved areas and sculpture. Note that Council will ensure that ashes already in the garden are not disturbed.

#### **Refurbishment of existing Garden Niche A**

This garden niche will be reconstructed to provide protection from the adjacent perimeter road, in the form of a kerb or raised edge. Space is limited, so it is hoped that the work can be planned so that minimal disturbance to the existing garden will occur.

#### **Historical Burial Sites**

This area of the cemetery will be surveyed with ground penetrating radar to determine the presence of unmarked graves. Subject to the recommendations of a heritage study, vacant positions will be added to the pool of available burial sites although they may be sold with restrictions upon the size and type of memorial work that can be constructed on them.

### **Monumental Lawn Burial Sites – Anglican Row W**

The gradual removal of the central avenue of cypress trees in Anglican Row W will allow this area to be expanded. An additional line of monumental burial sites will be placed head to head on both sides of the existing single rows and an additional single row of monumental lawn sites will be made in the remaining space on both the eastern and western sides. Restrictions may be applied to the size and type of monumental work that can be constructed on some of these sites.

### **Temporary Works Compound**

The works compound will be sited on the triangular land at 4 Walana Crescent until the proposed transfer of adjacent Stage 2 lands is completed. At a later stage, the compound will be re-erected on the western edge of the new Stage 2 lands and its present location used for memorial garden niches.

### **Noise Buffer Walls**

These will be installed in some places along the cemetery boundary with Mona Vale Road to reduce traffic noise and provide privacy for visitors.

### **Parking**

At present there are only three designated parking spots for visitors with an additional disabled space. The plan of management identifies five areas where parking will be provided, along the edges of the perimeter access road (including that proposed for the former Walana Crescent) as well as an area on the western boundary of the Stage 2 lands.

Council has also approached Energy Australia to explore the use of a portion of their substation site off Fazzolari Avenue for overflow parking during large funerals. They have indicated that they would consider a lease over an area to the east of the substation providing approximately twenty-seven parking spaces. Council will investigate the feasibility of this proposal in the coming year.

### **Proposed Future Extension – Stage 2 Lands**

This area will be developed in stages predominantly with a mixture of bushland memorial gardens and low wall niches in a similar range of styles to those within the existing cemetery. The existing tree canopy will be retained and extensively landscaped using environmentally sustainable design principles.

The easement along Walana Crescent will be used as an access road to the Western boundary, where a combined site office and works compound (with adjacent parking) will eventually be located.

## **5.5 Conclusion**

The masterplan recommendations have endeavoured to maximise the number of in-ground burial sites by innovative use of the existing land, thus extending the life of the cemetery for the benefit of the community. Various factors, including site access and landscape character were considered when proposing methods in which additional space is achieved.

The recommendations provide new areas for memorial gardens of various styles, which will satisfy demand created by a rising cremation rate and increasing burial costs. This will also serve to lengthen the operational term and financial viability of the cemetery when all new in-ground burial sites have been sold.

## 6.0 CURRENT AND FUTURE CAPACITY

### 6.1 Current statistics for usage

The following Table 6.1 shows the sales per year over the past six years plus the sales to February 2011 in each category of burial or ashes placement, including an average for those six years. Note that at the end of the 2011 financial year, there were a higher than average number of reservations of burial sites. This was attributed to a pending increase in the price that occurred on 1 July 2010. Statistics for the wall niche have not been noted due to the low rate of sales (stemming from a lack of remaining choice).

**Table 6.1 - Analysis of Cemetery Operations over past 6 years (Base date February 2011)**

Type of Burial	2005	2006	2007	2008	2009	2010	Mid '11	Average
Total sales of new burial licences	69	56	64	53	66	102	32	69
Reservations of burial licences	42	33	44	31	38	72	18	44
Burials in new sites	27	23	20	22	28	30	14	25
Burials in reserved sites	32	29	33	19	27	26	19	28
2nd burial in site	32	29	34	34	21	23	10	29
Total number of burials	91	81	87	75	76	79	43	82
Placement of ashes in burial site	12	11	16	4	15	15	6	12
Garden Niches - Reservations	49	57	39	30	17	33	4	38
Garden Niches – Placement of ashes	26	21	25	24	14	13	15	23

The following Table 6.2 shows the current number of sites as well as the remaining number of burial sites and burial positions (or burial capacity) for each category of site.

It is to be noted that:

- Reserved (or pre-purchased) sites can be used for two adult interments, as can those already used for a baby or child interment
- Single interments can be used for one additional adult interment
- Double interments have no further use for burials but can be used for the placement of ash remains

Although sites can be used for two adult interments as well as a child burial, this is rare and so the maximum capacity of a site is considered to be two for the purposes of these calculations. Table 6.2 below shows there are a total of 6391 burial sites at the cemetery, providing the opportunity for 7038 positions potentially available to be used for interments over the coming years.

**Table 6.2 - Current Remaining Cemetery Inground Burial Capacity**

Category of Burial Site	Number of sites	Remaining opportunity for burial positions
Reserved Sites (pre-purchased but not yet used)	1179	2358
Site used for a baby or small child interment (used for interment of baby or small child)	199	398
Site used for a single interment (used for one burial so far)	3196	3196
Site used for a double interments (used for two adult burials in same site)	1274	nil
Site used only for Cremated Ash Remains (unused for burials)	83	166
New sites available for sale (currently available)	265	530
Sites being progressively released for sale (within current cemetery layout)	195	390
<b>TOTAL</b>	<b>6391</b>	<b>7038</b>

## 6.2 Projected Masterplan increase in cemetery capacity

The Masterplan recommendations will provide the following projected expansion as set out in Table 6.3.

**Table 6.3 - Masterplan projected increase in cemetery capacity**

Burial Sites	Number of Sites	Burial Positions
Additional monumental or monumental lawn in-ground burial sites	1100	2200

## 6.3 Remaining capacity for in-ground burials – current layout versus proposed expansion layout

### Current layout – 7038 remaining burial positions

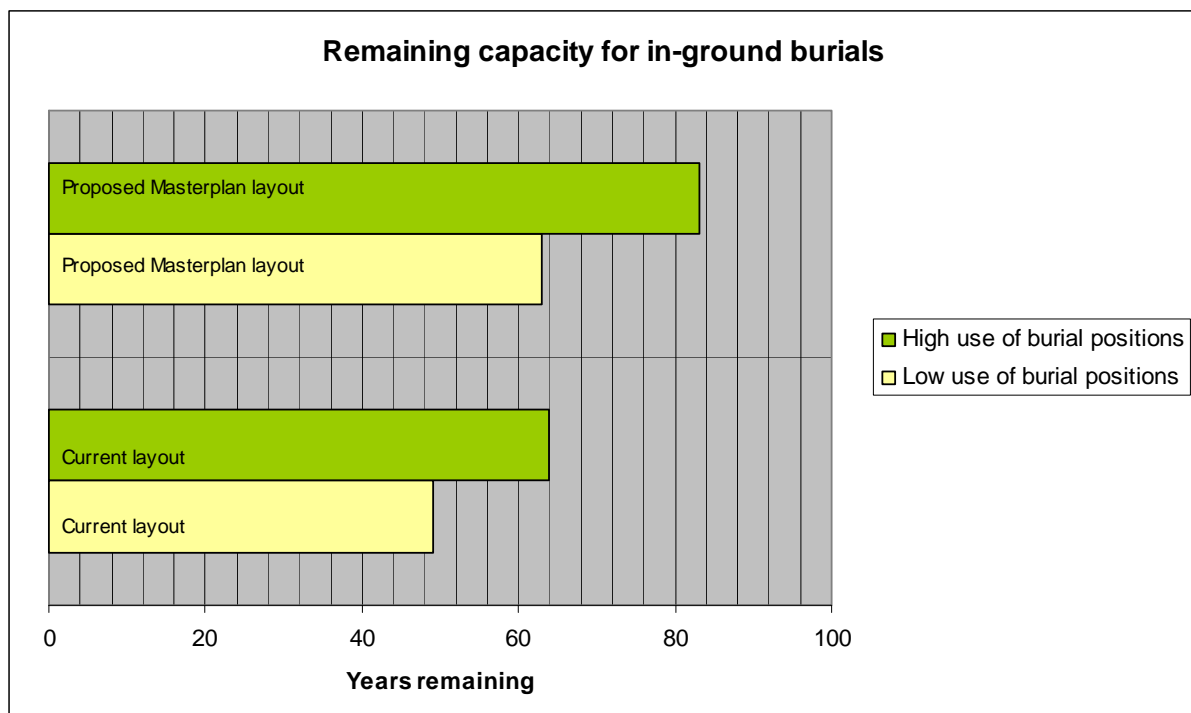
Currently there are 7038 remaining burial positions with an average number of burials per year (over the last six years) of 82. It would be overly optimistic to presume that all the opportunities for burial in each and every site will be taken up as many people will only use a site once. However, this will change as opportunities for new burial sites diminish throughout the Sydney metropolitan area and more intensive use of existing burial sites becomes the norm.

### Proposed cemetery Masterplan expansion of burial positions - 9238 total burial positions

The proposed masterplan recommendations would provide an additional 1100 burial sites which potentially provide 2200 adult burial positions. Added to the existing remaining of 7038 positions available, the total capacity is 9238 positions for burial.

### Remaining capacity of cemetery for in-ground burials

The following Graph 6.1 illustrates two scenarios based on a low take-up of 70% of burial positions at 100 burials per annum and a high take-up of 90% at 100 burials per annum contrasting the number of positions available in the current layout with those in the proposed Masterplan expansion layout.



**Graph 6.1 – Remaining capacity for in-ground burials – new layout vs. existing layout – high use vs. low use**

## Remaining capacity for in-ground burials - calculations

### Proposed Masterplan expansion layout

- Assuming a high usage (90%) of the potential burial positions including those in the proposed new layout, with a continued average number of yearly burials of 100 per year, the cemetery can be expected to have a remaining capacity in years of  $9238 \times 90\% / 100 = 83$  years.
- Assuming a lower rate of usage (70%) of the potential burial positions including those in the proposed new layout, with a slightly higher number of annual burials of 120 per year, the cemetery can be expected to have a remaining capacity in years of  $9238 \times 70\% / 100 = 64$  years.

***Based on the proposed new layout the remaining period of operation of the cemetery for burials would range from 64 to 83 years with an average of 74 years.***

### Current layout

The following is a summary of Graph 6.1

- Assuming a high rate of usage (90%) of the potential burial positions remaining across the whole site, with an average number of yearly burials of 100 per year, the cemetery can be expected to have a remaining capacity in years of  $7038 \times 90\% / 100 = 63$  years.
- Assuming a lower rate of usage (70%) of the potential burial positions remaining across the whole site, and a slightly higher number of annual burials of 120 per year, the cemetery would have a remaining capacity in years of  $7038 \times 70\% / 100 = 49$  years.

***Based on the current layout the remaining period of operation of the cemetery for burials ranges from 49 to 63 years (depending on the rate of usage) with an average of 56 years.***

## 6.4 Remaining capacity for sale of new burial sites – Average versus higher-than-average sales

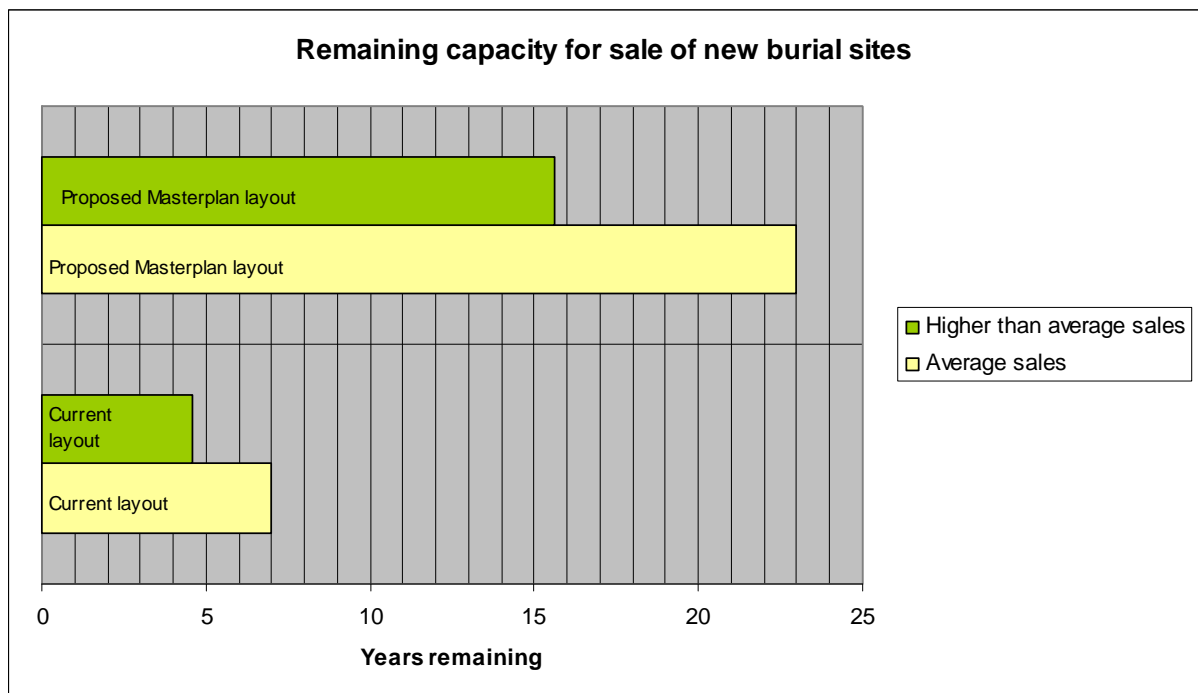
### Current layout – 460 new available burial sites

Currently the sale of new burial sites (either for immediate burials or reservations) averages 69 annually. These sales comprise the major portion of annual cemetery revenue. There are currently 460 sites available (195 of which are progressively released) in the current layout.

### Proposed new layout – 1560 new available burial sites

The addition of a further 1100 burial sites to the remaining 460 will create a potential 1560 available sites.

The following graph 6.2 illustrates two scenarios based on the average rate of sales (69 sales per annum) compared with a higher than average rate of sale (100 sales per annum) contrasting the number of positions available for sale in the proposed new layout with those in the current layout.



**Graph 6.2 – Remaining Capacity for sale of new burial sites - new layout vs. existing layout – high use vs. low use**

#### **Remaining capacity for sale of new burial sites - calculations**

##### **Proposed Masterplan expansion layout**

- Assuming a higher than average number of new sales per year, the sale of proposed new of sites could be expected to have a remaining life of  $1560/100 = 15.6$  years.
- Assuming the average number of new sales per year is maintained, the sale of proposed new sites can be expected to have a remaining life of  $1560/69 = 23$  years.

***Based on the proposed new layout the remaining period for sale of new sites would range from 16 to 23 years with an average of 20 years.***

##### **Current layout**

- Assuming a higher than average number of new sales per year, the sale of new sites could be expected to have a remaining life of  $460/100 = 4.6$  years.
- Assuming the average number of new sales per year is maintained, the sale of new sites can be expected to have a remaining life of  $460/69 = 7$  years.

***Based on the current layout the remaining period for sale of new sites for burials would range from 4.6 years to 7 years with an average of 6 years.***

#### **6.5 Niches for Placement of Ashes**

In 1963 the Vatican lifted the ban on cremation for Catholics, and since that time it began to overtake burials as the first choice for the majority of people. Statistics for the cremation rate of Northern Beaches residents are not freely available to Council. However, the death rate in the Pittwater area is currently around 400 deaths per year. Considering the current cremation rate is approaching 70%, there may be up to 280 cremations held for former Pittwater residents each year. Although there is a growing trend to scatter ashes, this does not satisfy an important human need to memorialise for posterity. There is no public record of where ash remains are scattered, and the memory of where it occurred fades over time.



Although there is very limited choice, Council continues to attract a number of ashes placements each year. The two nearest crematoria are located at Northern Suburbs and Macquarie Park. Frenchs Forest Bushland Cemetery also caters for the placement of ashes, both in gardens and wall niches and this number is expected to increase with the provision of improved facilities (estimated 150 per annum). The average number of garden niches sold at Mona Vale over the past five years is 38 per annum. The release of an extension to one of the memorial gardens in February 2011 has resulted in sales to date of 54 new niches. Sales of the wall niches are low as the few remaining positions are along the relatively undesirable bottom row. Last financial year Council re-purchased some additional positions and a total of seven were sold.

The layout of the cemetery for the (i) current and (ii) proposed Masterplan cemetery expansion and (iii) proposed Stage 2 development is set out in Table 6.4 - Capacity for Niches for Ash Remains.

## 6.6 Cemetery capacity (years) - Summary

The proposed new layout of the existing cemetery land has the potential to provide additional burial sites potentially providing 2200 adult burial positions. The proposed extension into Stage 2 (discussed in Appendix A) caters for memorial gardens for niche interments with the possibility of a small number of burial sites.

The cemetery based on the proposed new Masterplan layout and including the Stage 2 Lands has the capacity for:

- Capacity for inground burials - 64 to 83 years (average 74 years)
- Capacity for sale of new burial sites - 16 to 23 years depending on take up rate and burial plot usage (average 20 years)
- Capacity for sale of niches – 160 years plus

**Table 6.4 - Capacity in Memorial Niches for Ash Remains**

Garden Niches	Number of sites	Remaining capacity	Niche Positions Proposed
Reserved Niches (pre-purchased but not yet used for ashes placement)	233	233	
Occupied Niches	321	nil	
Available Niches	418	418	
<b>SUB TOTAL</b>	<b>972</b>	<b>651</b>	
<b>Wall Niches</b>			
Reserved Niches (pre-purchased but not yet used for ashes placement)	265	265	
Occupied Niches	816	Nil	
Available Niches	15	15	
<b>SUB TOTAL</b>	<b>1,096</b>	<b>280</b>	
<b>TOTAL CURRENT REMAINING NICHES</b>		<b>931</b>	

## Masterplan - Proposed expansion existing Cemetery

Niches for Ash Remains			
Additional garden and bushland memorial niches for ash remains			6,000
Additional lawn niches for ash remains			700
Additional wall niches for ash remains			3,220
Additional 'Family Rock' garden estates for ash remains 65 estates x 10 niches per estate			650
<b>SUB TOTAL</b>			<b>10,570</b>
Stage 2 Concept Plan			
Bushland or garden niches			11,250
Wall niches			1,540
<b>SUB TOTAL</b>			<b>12,790</b>
<b>OVERALL TOTAL</b>			<b>24,291</b>

The total number of niche provided by the proposed cemetery expansion (existing and Stage 2) as well as the remaining capacity in existing niche positions totals 24,291.

Based on a future anticipated take up of sales of niches, currently at an estimated 150 per annum the remaining capacity in years for the existing cemetery layout is  $(931/150)$  6 years and for the overall proposed Masterplan layout including Stage 2 is  $(24291/150)$  162 years to  $(24291/38)$  639 years. Note that the death rate in Pittwater and Warringah at present averages 1400 deaths per year and if 70% are cremated there would be potentially 980 families who may be interested in acquiring a site for the ash remains.

## **6.7 Expansion opportunities**

Even if all the recommendations of this PoM are adopted, the cemetery will still be facing a shortage of burial sites within 20 years. For this reason it is important that the need for multi-generational planning is recognised as the normal time-frame for a plan of management is five years. One of the most obvious measures to increase capacity is to obtain more land.

Council has approached Energy Australia (EA) in the past about their interest in selling land on the western side of the substation to the cemetery trust. The answer was “no”. Earlier this year Council approached EA with a proposal to lease a small area of the substation adjacent to Fazzolari Avenue for overflow cemetery parking. EA has given in-principle agreement to this plan. The site chosen is on the eastern side of the substation buildings consisting of 27 parking spaces. It is hoped that this initial step may create the opportunity to explore the eventual purchase of some or all of the EA land for the future expansion of the cemetery. This land has been identified as part the Crown Lands Division’s strategy to address the shortage of burial space in the Sydney Metropolitan Area. Crown Lands Division have indicated that they will work with both Energy Australia and the cemetery trust to pursue this option.

The State Government, through their Crown Lands Advisory Committee and public forum on Sustainable Burials, have been looking at other ways to extend cemetery capacity and these generally focus on different ways to manage the burial licence or rights rather than simply provide more land in remote areas. It is important to note that the purchaser of a grave does not actually secure the title to the land but the right or licence to use the site. In New South Wales at present, the licence is usually granted on a perpetual basis, although there is some legal precedent that this could actually represent a time scale of around 80 years from the date of death. The licence can be ceded as part of an estate by a will or letters of administration and this extends the timeframe that the site may be held for.

A simple limit of two burial licences that can be sold to each person has been placed on all Crown Trust cemeteries including MVGC. This will discourage the practice of buying up multiple sites around the one to be used although of course other family members can still buy licences in different names.

One of the most straightforward ways to increase the burial capacity of a site is to increase the number of burials per site. Although some people may find this distasteful, it is used in many countries where land is at a premium and cemeteries are very old. The Health Act states that the top of a coffin must be 900mm under the ground, and as long as the first and second burials are at a sufficient depth, there is no reason why three burials could not occur in a site, apart from the need to make the site safe for those working in it. In very old sites, the first and second burial may have disintegrated so that there are little remains left, and this allows another burial to occur without fuss. Council is currently reviewing work practices to explore whether triple depth burials may be undertaken safely at the cemetery before introducing this practice as the standard.

Carrying on from the aforementioned is a method known as “lift and deepen”, which is currently being trialled in South Australia and Western Australia. This involves the excavation of the burial site to locate the remains and then transferring these to an ossuary which is then buried deeper in the ground. This allows the site to be used again by other family members. In effect it allows double or triple burials even if the site was only originally intended to be used once. At this stage it is proposed that the site would only be re-used by family members of the original licence holder (who can prove they have a claim to the licence), although unrelated burials may be allowed in sites where the original licence holder and/or deceased is unknown.

As a result of the pre-sale of burial sites, licences have been sold over the years that have been forgotten about or were unknown to the family of the deceased licence holder. In these cases the site will never be used and this represents a great deal of potentially wasted land. The Crown Lands (General Reserves) By-law has been amended to allow Council and Crown Trust cemeteries to revoke burial licences that have not been used after 50 years. There is a stipulated procedure that includes advertising on-site and in local and national newspapers and a dedicated effort must be made to contact the licence holder by mail or any other viable method. If there is no response, the trust may take back the licence and this then must be advertised in the Government Gazette. It is then acceptable to sell the licence to someone else. If the former licence holder subsequently comes forward (up to 6 years after the revocation) another site must be provided for them or a refund of half the current market price of a similar site must be given.

There are some 1800 reserved sites at the cemetery but only around 5% of these were sold more than 50 years ago. Council has not yet commenced a revocation program although it may be considered in the future. Council's Cemetery Regulations have been amended to reflect the changes to the Crown Lands (General Reserves) By-law and these now include a limit of two burial licences to be sold to each person as well as the procedure to revoke unused burial licences. The Cemetery Regulations can be found in the PoM Attachments page 156 or on Council's website.

The State Government will shortly be considering a policy of limited and renewable tenure burials. This process involves putting a time limit on the validity of the burial licence – typically 25 to 40 years. After this time, a renewal fee must be paid to extend the term of the licence. The key to success in this method relies on the maintenance of the address details of licence holders so that they can be contacted at the end of the term. Licence holders are notoriously lax in notifying cemetery administrators when they move house. The limited tenure method is being used at Waverly Cemetery in Sydney and has also been used for a number of years in South Australia and Western Australia, as well as overseas.

Unfortunately many of the early cemetery records are incomplete or do not include the full address details of the licence holder. It appears that the addresses of some past residents consisted solely of the street name and suburb, with no number. If the person has a common name, it is very difficult to track them down if they have since moved. There are a number of licence holders in the cemetery register who hold multiple sites and in many cases they have deceased, leaving their family the remaining sites. The transfer process can take many years while people sort out other things. Council will adopt a proactive approach to systematically write to all "reserved or pre-purchased" licence holders (where possible) to identify sites that may no longer be required.

Another way to extend capacity is through what is known as "cemetery renewal". This is usually carried out in older sections of a cemetery where visitors are infrequent or rare and licence owners have all deceased. The cemetery is able to remove monuments (or dismantle them for relocation) and then infill the area so that it is possible to bury on top of the old graves without disturbing the remains of the original deceased. The areas are effectively raised and retaining walls built around them if required. Old monuments such as war graves can be re-erected in the same position but higher up. These schemes require approval from the Minister for Lands and an extensive consultation process must be carried out before such approval is granted. Because of the potential consequences of the use of cemetery renewal techniques on the heritage values of cemeteries, the Crown Lands Division is working with the Heritage Office on guidelines for cemetery managers when considering cemetery renewal.

Vertical integration may not yield more space but it does contribute to the accumulation of funds in the cemetery reserve. Some trusts have branched into related businesses with great success. An example would be the crematorium at Macquarie Park Cemetery and the monument construction arm of the Rookwood Anglican Trust. Eastern Suburbs Memorial Park now have a Funeral Service business and other Trusts operate or lease space to florists, coffee shops, function rooms and catering. Clearly these cemeteries have high volumes and a large number of daily visitors that dwarf MVGC.

However, there are still ways to diversify and to that end Council now controls the supply of the bronze memorial plaques for the wall and garden memorial niches. The plaques are designed by Council staff using a dedicated website and then sent to the manufacturer. There may be further scope to offer grave maintenance or upgrade programs for individual sites or even equipment hire of marquees, chairs or PA systems.

In 2008, the then Department of Lands released a Discussion Paper on “Sustainable burials in the Sydney Greater Metropolitan Area”. This document can be found in the PoM Attachments page 111. The Crown Lands (General Reserves) By-law 2011 can be found on the NSW Government Legislation website at the following address: <http://www.legislation.nsw.gov.au>

## 7.0 LEGISLATION, POLICY AND MANAGEMENT PRINCIPLES

### 7.1 Introduction

The Plan of Management applies to two separate allotments of land consisting of Crown land owned by the Crown Lands Division of the Department of Primary Industries (CLD). Plans of Management for Crown land are prepared under the Crown Lands Act 1989 and must be managed within the broader context of all lands under Council's control.

### 7.2 Land to which this Plan of Management applies

The existing cemetery comprises of two parcels of land as outlined in Table 7.1 below.

**Table 7.1 - Existing Cemetery Land Details**

Description	Lot / DP	Gazettal / public purpose	Management
Crown Land - Mona Vale General Cemetery Reserve Zoned 5(a) Special Uses - Cemetery	Lot 2 / DP 1124862 107 Mona Vale Road, Mona Vale	18.10.1905 - "Turimetta General Cemetery" dedicated for the public purpose of general cemetery. 31.5.1929 Warringah Shire Council appointed Trustee but revoked at a later date 16.10.1956 Warringah Shire Council re-appointed Trustee for all but Roman Catholic portion of the "Turimetta General Cemetery". 3.8.1984 Warringah Council appointed Trustee for Roman Catholic portion of "area at Mona Vale, known as Turimetta General Cemetery". 16.7.04 "Mona Vale General Cemetery Reserve Trust (D500520)" name assigned. 16.7.04 Pittwater Council appointed Trust Manager for "Mona Vale General Cemetery Reserve Trust (5D500520)" to manage the affairs of the trust.	Mona Vale General Cemetery Reserve Trust (D500520) 'Care, control and management' is the responsibility of the trust. Pittwater Council manages the affairs of the trust.
Crown Land - Additional triangular land for cemetery purposes Zoned 1(a) Non- Urban	Lot 8 / DP1124862 4 Walana Crescent Mona Vale	Cemetery purposes	Transferred to the Crown on 22 January 2009 for addition to the Reserve Trust (D500520). Care, control and management are the responsibility of Pittwater Council.



## 7.3 The Crown Lands Act 1989

### 7.3.1 Introduction

The Crown Lands Act 1989 governs the planning, management and use of Crown land, including reservation or dedication for a range of public purposes, leasing and licensing. A definition of Crown land is included in the glossary.

Any proposed uses, developments and management practices on Crown land must conform to the public purpose for the reserve or dedicated land and any particular policies of the Crown Land Division regarding Crown reserves. The Minister may, by notification in the Government Gazette, reserve any Crown land from sale, lease or licence or for future public requirements or other public purpose (S.87 CLA 89).

- This Plan of Management has been prepared in accordance with the Crown Lands Act 1989 and in particular the Principles of Crown land management under Section 11 of the Act
- Existing and proposed uses, developments, leases and management practices must be consistent with the public purpose of the reservation
- The Plan of Management must address any matters required by the Minister responsible for the Crown Lands Act 1989, and
- The draft Plan of Management must be exhibited publicly and submissions must be referred to the Minister responsible for Crown land prior to adoption

Table 7.2 outlines the matters that should be addressed in the Plan of Management to comply with the Crown Lands Act 1989 and in accordance with the direction of the Minister as advised by letter from the Land and Property Management Authority (LPMA) dated 26 October 2009 (Attachment 1).

**Table 7.2 - How this plan satisfies the requirements of the Crown Lands Act 1989**

Crown Lands Act 1989 Section	Issue	How this plan addresses the issues
S 10	Objects of the Act	Item 7.3.2
S 11	Principles of Crown land management	Item 7.3.3
S 87	Power of the Minister to reserve land - the public purpose	Item 7.3.4
S 92 - 95	Reserve Trusts	Item 7.3.5
S 102	Consent of the Minister to sale, lease, easement, licence or mortgage	Not applicable
S 106	Proceeds/compensation for sale/loans etc	Appendix A – A4.6
S 112	Preparing a draft Plan of Management including an 'additional purpose' - Minister's consent required	Item 7.3
S 113	Referral of draft plans	Item 7.9
S 114	Adoption of the Plan	Item 7.9
S 108	Temporary licenses	Not applicable
S 122	Reports by Reserve Trusts clause 32 CL 98 Regulation 2006	Not applicable
Also	Crown Land Regulations	Item 7.8

### 7.3.2 Objects of the Crown Lands Act 1989 (S 10)

*'The Objects of this Act (Crown Lands Act 1989) are to ensure that Crown land is managed for the benefit of the people of New South Wales and in particular to provide for:*

- the proper assessment of Crown land;*
- the management of Crown land having regard to the principles of Crown land management contained in the Act;*
- the proper development and conservation of Crown land having regard to those principles;*
- the regulation of the conditions under which Crown land is permitted to be occupied, used, sold, leased, licensed or otherwise dealt with;*
- the reservation or dedication of Crown land for public purposes and the management and use of the reserved or dedicated land; and*
- the collection, recording and dissemination of information in relation to Crown land.'*

### 7.3.3 The Principles of Crown Land Management (S 11)

The Principles of Crown land management forms the basis for managing Crown land as set out in the Act as follows:

*'For the purposes of this Act, the principles of Crown land management are:*

- that environmental protection principles be observed in relation to the management and administration of Crown land;*
- that the natural resources of Crown land (including water, soil, flora, fauna and scenic quality) be conserved where possible;*
- that public use and enjoyment of Crown land be encouraged;*
- that, where appropriate, Crown land should be used and managed in such a way that both the land and its resources are sustained in perpetuity; and*
- that Crown land be occupied, used, sold, leased or licensed in the best interests of the State consistent with the above principles.'*

Table 7.3 below demonstrates how this Plan of Management is consistent with these principles.

**Table 7.3 – Demonstration of Principles**

Principle	How the plan is consistent with the principles
Observe environmental protection principles (management and administration)	The protection, enhancement and conservation of all natural values relating to open space and plantings underpin the PoM
Conserve natural resources including water, soil, flora, fauna and scenic quality (wherever possible)	The conservation of the Mona Vale General Cemetery and associated natural resources have been retained and enhanced in this PoM
Encourage public use and enjoyment of appropriate Crown land	Where appropriate and safe, unrestricted public use, access and enjoyment of the cemetery have been promoted in this PoM
Encourage multiple use of Crown land where appropriate	Multiple uses have been encouraged with consideration of cemetery values including funeral services, memorialisation, visitation, areas for reflection, heritage, education and filming
Use and manage the cemetery to sustain resources, in perpetuity where appropriate	Use and management of the cemetery is to be sustained as long as appropriate or safe. Environmental values are protected through ESD principles
Occupy, use, sell, lease, license or deal with Crown land in the best interest of the State, consistent with the principles of Crown land management	Council's responsibility is to administer and manage the cemetery in the best interests of the local community and the State of NSW

#### 7.3.4 Power of the Minister to reserve land under Crown Lands Act 1989 (S 87)

The Act states:

- ' 1. *The Minister, may by notification in the Gazette, reserve any Crown land from sale, lease or licence or for future public requirements or other public purposes.*
2. *The reservation takes effect on publication of the notification.* '

The proposal is that triangular land Lot 8 DP1124862 (0.133 ha) be amalgamated into the additional lands for expansion of the cemetery as set out in Appendix A and that the additional lands as a whole (0.899 ha) be amalgamated with the cemetery land to form a Cemetery Reserve of 4.769 ha.

The Minister has the power to exercise the reservation of these lands for future public requirements.

#### 7.3.5 Reserve Trust

The Minister by gazettal appointed Pittwater Council as the Trust Managers for the Mona Vale General Cemetery Reserve Trust (D500520) on 16 July 2004.

The Council acts as a corporate trust manager with the Council having all the functions under the Local Government Act 1993 in relation to public reserves except in relation to the reclassification of the Crown Reserve under the Local Government Act. As discussed in Section 1.6, the Council proposes as a recommendation of the Plan of Management to establish a Cemetery Reserve Trust Managers group to manage the long term business management of the cemetery.

#### 7.4 Pittwater Local Environmental Plan 1993

The current zonings applicable under the Pittwater Local Environmental Plan (LEP) are:

- Lot 2 DP1124862 - Cemetery (Crown Land) - Zoning 5(a) Special Uses cemetery
- Lot 8 DP1124862 - Additional triangular land (Crown land) - Zoning 1(a) Non-urban

Zone 5(a) Special Uses Cemetery - under this zoning, development consent is required for any cemetery related land uses.

Zone 1(a) Non Urban - under this zoning, cemeteries are an innominate use, that is, not defined in the LEP, however, this use is permissible as it is not specified in the land use table as a prohibited use. Under this zoning, development consent would be required for any cemetery related land use.

However, the triangular land, Lot 8 is not to be used for cemetery purposes in this initial stage other than for the location of temporary maintenance and storage facilities pending the amalgamation of the additional lands (including Lot 8) as a whole with the cemetery land to form an enlarged Cemetery Reserve.

The heritage provisions of the LEP apply and have been considered and are discussed in Section 2.0

#### 7.5 State Environmental Planning Policy (Infrastructure) 2007

The State Environmental Planning Policy (Infrastructure) 2007 (SEPP Infrastructure) commenced on 1 January 2008 and overrides the provisions of any inconsistent environmental planning instrument, including the Pittwater LEP.

The SEPP (Infrastructure) applies to development on Crown land within the meaning of Part 5 of the Crown Lands Act 1989 which includes both Lot 2 (cemetery) and Lot 8 (additional triangular land) being Crown land. The SEPP (Infrastructure) consolidates and updates 20 previous State planning instruments that included infrastructure provisions. It also includes specific planning provisions and development controls for 25 types of infrastructure works or facilities and has specific planning provisions and development controls for various types of development/infrastructure including education, hospitals, roads, railways, emergency services, water supply and electricity delivery.

The cemetery falls under Division 12 - Parks and other public reserves of the SEPP (Infrastructure)

65 Development permitted without consent, the SEPP (Infrastructure) states:

*65(2)(d) in the case of land that is a reserve within the meaning of Part 5 of the Crown Lands Act 1989, **by or on behalf of the Director-General of the Department of Lands**, a trustee of the reserve or (if appointed under the Act to manage the reserve) the Ministerial Corporation constituted under that Act or an administrator, if the development is for the purposes of implementing a plan of management adopted for the land under the Act referred to above in relation to the land.*

66 Development permitted as exempt development, the SEPP (Infrastructure) states:

*66(2) Development of a kind referred to in subclause (1) is exempt development if it is carried out on land referred to in clause 65(2) by or on behalf of the person specified in respect of that land in that subclause, if the development:*

- a. complies with clause 20, and*
- b. involves no greater disturbance of native vegetation than necessary, and*
- c. does not result in an increase in stormwater runoff or erosion, and*
- d. for the purposes of implementing a plan of management adopted for the land under the Act referred to in clause 65 (2) in relation to the land*

Development on Crown land for cemetery purposes is permitted without consent or as exempt development as determined through the implementation of a Plan of Management where directed by the Minister, adopted by the Minister and as set out in the Permissible Land Use and Activities Control Table.

## **7.6 Permissible Land Use and Activities Controls Table**

Complementary to the statutory controls applicable to the cemetery are a set of Land Use and Activities Controls. Activities may be permitted as development without consent and exempt development as set out in Table 7.4 - Development on Crown land - Permissible land use and activity controls.

Development and activities that will be considered at the cemetery will be those that are:

1. ancillary and supportive of the reservation purpose on a Crown reserve for cemetery purposes
2. consistent with the relevant zoning objectives, and
3. listed as permissible uses development without consent, exempt development and prohibited uses

**Table 7.4 - Development on Crown land for cemetery purposes - Permissible land use and activities controls**

Development without consent (Part 5 Assessment required)	Exempt Development
<p>Construction of permanent buildings</p> <ul style="list-style-type: none"> <li>• Cemetery office and administration facilities;</li> <li>• Function rooms;</li> <li>• Indoor/outdoor Chapel;</li> <li>• Kiosk;</li> <li>• Construction and maintenance of demountable cemetery works shed and/or shipping containers and compound with materials storage areas and stone masons work area on triangular land;</li> </ul>	<p>Some of the relevant classes of infrastructure development that may be carried out by or on behalf of council at the cemetery that is exempt development includes:</p> <ul style="list-style-type: none"> <li>• Burial activities including monumental or monumental lawn or lawn burials;</li> <li>• Activities relating to the placement of ash remains;</li> <li>• Construction of cemetery monumental structures including memorial walls;</li> <li>• Construction and maintenance of shelters and shade structures such as rotundas or pergolas;</li> <li>• Construction and maintenance of internal road works and footpaths, pedestrian access ways, vehicle entry and traffic management devices, car parking areas and overflow parking areas;</li> <li>• Construction and maintenance of fencing, walls and gates to cemetery perimeter;</li> <li>• Installation and maintenance of landscaping to memorial gardens and associated structures;</li> <li>• Landscaping work, paving, tree lopping and trimming, bush regeneration, land restoration works and the like;</li> <li>• Tree maintenance for public safety;</li> <li>• Filling (other than burial sites) to a maximum depth of 500mm, levelling, grading and top-dressing;</li> <li>• Compliance, directional, interpretive, identification and safety signage;</li> <li>• Lighting construction and maintenance;</li> <li>• Activities associated with the general maintenance of cemetery infrastructure;</li> <li>• Park furniture including bin enclosures, lighting, taps, bubblers, bollards and seating;</li> <li>• Temporary advertising;</li> <li>• Filming and photography;</li> <li>• Animal control and eradication;</li> <li>• Building external alteration including recladding roof and/or walls (non-enlargement or extension);</li> <li>• Building internal alterations (non-structural);</li> <li>• Flagpoles;</li> <li>• Rainwater and bore water tanks.</li> </ul>



## 7.7 Pittwater Development Control Plan - Pittwater 21 DCP

The Pittwater 21 DCP applies where a development application is lodged for works on the land. The following DCP controls apply:

- Lot 2 DP 1124862 - Cemetery Land
  - DCP Control B1.1 - Heritage Conservation - items and areas listed in Pittwater Local Environmental Plan 1993
  - DCP Control B1.4 - Aboriginal Heritage Significance
- Lot 8 DP 1124862 - Triangular land
  - DCP Control B1.2 - Heritage Conservation - items in the vicinity of a heritage item, heritage conservation areas, archaeological sites or potential archaeological sites

As any development envisaged on the site will be undertaken under the provisions of the SEPP (Infrastructure) and a Review of Environmental Factors prepared under Part 5 of the Environmental Planning and Assessment Act 1979, the provisions of Pittwater 21 DCP does not apply. However, the heritage considerations must be taken into consideration in the preparation of the Review of Environmental Factors (Part 5 Assessment) for work undertaken scheduled under the 'Development without consent' column of Table 7.4 - Development on Crown land - Permissible land use and activities controls.

## 7.8 Other Legislation and Regulations

### 7.8.1 Crown Lands (General Reserves) By-Law 2006

This by-law provides for the regulation of use of reserves generally and also makes provisions for cemeteries and crematoriums in particular. The provisions of the by-law appoint reserve trusts to administer planning for future cemetery expansion, regulate conduct of users of the cemetery and to oversee maintenance for cemeteries. It also sets out the way that burial licences for the use of burial sites can be bought, sold, transferred or revoked and how compensation for such is to be paid. It defines in what situations a trust can allow a burial to take place without the permission of the burial licence owner.

### 7.8.2 Crown Lands (General Reserves) Amendment (Sustainable Burials) 2011

This amendment to the Crown Lands (General Reserves) By-Law 2006 has only recently been enacted. It will extend the application of the aforementioned by-law (7.8.1) to all reserve trust cemeteries (including those managed by local Councils). It will allow the renewal of old cemeteries and will reduce the timeframe for the revocation of burial licences from 60 years to 50 years. It also limits the granting of burial licenses to two burial sites per person.

### 7.8.3 Public Health Act 1991 and Public Health (Disposal of Bodies) Regulation 2002

The existing town planning and plan of management regimes are not the controls that regulate cemeteries. The management and running of a cemetery is also regulated by the various provisions of the Public Health Act 1991 and Public Health (Disposal of Bodies) Regulation 2002 which regulates the handling of bodies both by funeral industry professionals and by members of the public.

The Public Health Act Part 8 Miscellaneous Section 82 Regulations contains a number of provisions that relate to the management and operation of cemeteries and crematoria in New South Wales. Those relevant to the cemetery include the following:

*“(1) The Governor may make regulations, not inconsistent with this Act, for or with respect to any matter that by this Act is required or permitted to be prescribed, or that is necessary or convenient to be prescribed, for carrying out or giving effect to this Act.*

*(2) In particular, the regulations may make provision for or with respect to any of the following:  
the preparation rooms, equipment and apparatus in mortuaries, crematories and cemeteries, and any other matter relating to mortuaries, crematories and cemeteries that is for the protection of the health of the public;*

*(m) the records to be kept in relation to mortuaries, crematories and cemeteries, and the inspection of records (including the making of copies or extracts from such records by or for environmental health officers and the public), equipment and apparatus in mortuaries, crematories and cemeteries or premises that may reasonably be suspected of being mortuaries, crematories or cemeteries,*

*(r) the embalming, interment, disposal and exhumation of the bodies of deceased persons “*

The Public Health (Disposal of Bodies) Regulation details standards for the handling, disposal or burial of the deceased. This regulation makes no mention of the management or operation of cemeteries.

The regulations control:

- Premises and facilities for handling bodies;
- Waste disposal (i.e. human waste);
- Handling of bodies including embalming, viewing, the use of body bags and storage of bodies;
- The minimum depth of burials;
- Restriction of burials in certain areas;
- Interment or exhumations of the bodies of deceased persons;
- Crematories and cremations; and
- The keeping and maintenance of a register of burials.

**Other guidelines relevant to the funeral industry in general include:**

- “NSW Health Guidelines for the Funeral Industry” published in September 2004 that provides advice to the industry following the Public Health (Disposal of Bodies) Regulation 2002.
- Office of Fair Trading booklet “A Consumers Guide to Funerals” published in November 2004 to provide advice to consumers about organising a funeral.

**Other legislation governing burials, cremation and cemeteries etc. in New South Wales**

- Occupational Health and Safety Act 2000 and Occupational Health and Safety Regulation 2001.
- Workers Compensation Act 1987 and Workplace Injury Management and Workers Compensation Act 1998.
- Fair Trading Act 1987 and Fair Trading General Regulations 2002.
- Funeral Funds Act 1979 and Funeral Funds Regulation 2001.
- Local Government Act 1993, Local Government (Orders) Regulation 1999 and Local Government (Approvals) Regulation 1999.
- Environmental Planning and Assessment Act 1979 and Environmental Planning and Assessment Regulation 2000.
- Conversion of Cemeteries Act 1974.
- Crown Lands Act 1989 and Crown Lands (General Reserves) By-law 2001.
- Rookwood Necropolis Act and other Acts relating to individual cemeteries or crematoria in NSW.
- Coroners Act 1980.
- Births, Deaths and Marriages Registration Act 1995.

#### **Other legislation relevant to cemeteries federally**

- Environmental Protection and Biodiversity Conservation Act 1999
- Income Tax Assessment Act 1997
- Goods and Services Tax Act 1999
- Privacy Act 1988
- Privacy and Personal Information Regulation 1988
- Roman Catholic Church Communities Lands Act 1942

#### **7.9 Requirements for the implementation of the Plan of Management**

This Plan of Management including the Landscape Masterplan has been prepared by Council and funded through the Cemetery Reserve Account.

Funding for the Landscape Masterplan initiatives in the Plan of Management are to be funded through the Cemetery Reserve Account based on the accumulation of the annual cash flow surplus through a no debt arrangement.

The Plan of Management must address any matters required by the Minister under the Crown Lands Act (S 112). Council, as the Reserve Trust Manager may not allow any operations or development that are not permitted by the Plan of Management (S 114) noting that alterations are permitted under the Act (S 115).

To comply with the Crown Lands Act the approach being taken to the development of the Plan of Management is as follows:

- Step 1 Draft Plan of Management (PoM) prepared
- Step 2 Pittwater Council Senior Management Team to review and to agree on draft
- Step 3 Forward draft PoM to Crown Lands Division (CLD) for review and to agree on draft
- Step 4 Incorporating CLD comments undertaken in consultation with cemetery key users ie. funeral directors and religious groups
- Step 5 Incorporating key user comments (and if necessary in discussion with CLD) seeking Council resolution to place the PoM on public exhibition for a minimum of 28 days with notice of the PoM to be published in the Government Gazette in accordance with the Crown Lands Act
- Step 6 During public exhibition stage, undertake consultation with the wider community in accordance with the Pittwater public consultation guidelines
- Step 7 Incorporating all comments due to the public exhibition; seek Council adoption of the PoM
- Step 8 Adoption of the POM by the Council
- Step 9 Forward Council's adopted PoM to CLD seeking the Minister's adoption of the PoM
- Step 10 Adoption of the POM by the Minister

## 8.0 IMPLEMENTATION

This section contains the recommendations on the implementation of the Plan of Management to improve the amenity of the cemetery and through this improved amenity, extend the capacity for the cemetery into the foreseeable future.

The process involves the planning, design, implementation of works and management of the cemetery reserve.

### 8.1 Recommendations

The recommendations form part of a longer term planning process with works to be considered in stages and funded from the Cemetery's Reserve Account which quarantines funds derived from the cemetery operations.

A summary of the recommendations of the Landscape Masterplan to improve the amenity of the cemetery and provide additional burial sites and for the placement of cremation ashes, is provided in Table 8.1.

**Table 8.1 - Recommendations Summary**

Issue - objectives and performance targets	Action – means by which Council proposes to achieve objectives	Priority
Increase number of in-ground burial sites	Expand Anglican W into double head to head row using space created by the gradual removal of adjacent Cypress trees when the trees die (201 new burial sites)	High
	Create of monumental lawn section from Anglican A and Catholic O (244 new burial sites)	Medium
	Close internal access road leading from former Mona Vale Road entrance to office and fill with burial sites (266 new burial sites)	Medium
	Relocate existing office and amenities block to alternative site and fill vacated area with burial sites (190 new burial sites)	Medium
	Survey oldest areas of cemetery to locate vacant burial sites that could be sold with restrictions on scale and type of new monuments (approximately 25 new burial sites) [Undertaken in conjunction with heritage assessment]	Medium
Construct garden and wall niches	Construct in stages a range of memorial garden and wall niches in areas not suitable for in-ground burial sites,	High
Upgrade existing garden and wall niches (without disturbing in-situ ashes)	Refurbish Garden A including edging and planting	High
	Expand and refurbish Garden B	Medium
	Redevelop Garden C with formal pathways, screen plantings and noise buffer along Mona Vale Road boundary.	High

Issue - objectives and performance targets	Action – means by which Council proposes to achieve objectives	Priority
Improve the landscape character and visual quality of the cemetery	Plant avenue of trees along both entry and exit roads	High
	Plant extensively among “fragmented bushland” on site.	High
	Removal existing trees identified as diseased or dangerous in Aborist's Report (see Attachment 8)	High
	Plant additional trees, shrubs and groundcovers for screening, shade and privacy along boundaries	High
	Provide sculptural elements in key areas	Medium
Upgrade and standardise style of cemetery furniture	Establish consistent and distinctive colour scheme for signs, furniture, taps, bin enclosures and other cemetery furniture	Medium
Protect and enhance the natural processes and environment of the cemetery.	Plant local indigenous vegetation where appropriate.	Ongoing
	Sustainability - continue to update facilities in accordance with best practice for sustainable principles and designs.	Ongoing
Broaden range of uses for cemetery	Create sheltered area for outdoor chapel and family gatherings on former works compound site	Medium
	Investigate eventual amalgamation of new office and amenities block with chapel/function room at new cemetery entrance.	Medium
Improve facilities for visitors	Provide lighting in key areas such as main entry, toilets and information points	High
	Provide fixed rubbish collection points especially near wall niche.	High
	Provide tables and seating in key areas of the cemetery. Ensure some furniture is wheelchair accessible.	High
Be sympathetic to heritage values	Plant new avenue of trees along easement between Catholic Section H and Presbyterian Section K.	High
	Plant new avenue of trees along Eastern boundary entry road.	High
	Incorporate original sandstone gate posts into pedestrian access point with adjoining pine trees from bus stop on Mona Vale Road.	Medium
	Place restrictions on size and type of monumental work for any burial sites sold in designated historical areas	Medium
Refine access and circulation	Define new entry and exit points for the cemetery with custom gates, lighting and feature planting.	High
	Install new directional and informational signage.	Med
	Seal exit road along the electricity easement through centre of the cemetery between Catholic and Presbyterian rows.	High



Issue - objectives and performance targets	Action – means by which Council proposes to achieve objectives	Priority
Create designated parking areas	Formalise parking areas along new entry and exit roads and along shoulders of perimeter roads.	High
	Investigate lease over a section of the adjacent Energy Australia substation site for overspill parking during large funerals.	Medium
Risk mitigation and public safety	Provide lighting to office and amenities block and cemetery entrance to increase safety and surveillance	High
	Consider the use of appropriate signage based on a risk assessment and relevant guidelines.	High
	Increase safety signage to alert visitors of unstable cemetery monuments, broken glass and ceramics, and uneven ground.	Med
Establish an effective signage and interpretative system	Utilise frontage to Mona Vale Road for new location and promotional signage.	Ongoing
	Continue to integrate style of directional, safety and interpretative signage where required.	Ongoing
	Install detailed cemetery maps at Cemetery office.	High

## 8.2 Major works program

A projected Works Program for the cemetery is indicative only and is set out in Table 8.2. The works program is to be implemented according to priorities and budget allocations as a part of the annual review of the Cemetery Plan of Management.

**Table 8.2 - Major Works Program Priorities**

Major Item	Estimated Cost 2011 dollars	Priority
<b>Stage 1 - Existing Cemetery – landscaping and construction</b>		
Landscaping to eastern boundary and surrounds	120,285	H
Remediate former works compound site	20,735	H
Construction of exit road and surrounds (1600 garden niches)	171,974	H
Raise existing Garden Niche A	32,725	H
Construct outdoor chapel and surrounding wall & garden niches (1680 wall niches and 190 lawn niches)	1,017,500	M
Landscaping of mounds on Mona Vale Road incl. family niches (65 family rock niches)	158,950	M
Gum Tree Grove – Construct Columbarium Wall area (1540 wall niches and 500 lawn niches)	498,575	H
Gum Tree Grove – Paved Areas (2250 granite niches)	610,060	H
Gum Tree Grove – Bushland Memorial Gardens (860 niches along garden edges)	50,490	H
Gum Tree Grove - Decomposed granite parking areas	92,400	H

Major Item	Estimated Cost 2011 dollars	Priority
Signage and internal furniture	33,000	M
Refurbish and extend south west Garden Niche B (850 additional niches)	80,300	M
Landscaping along western boundary	11,385	M
Refurbish and extend south east Garden Niche C – south east corner (390 additional positions)	101,200	M
Extras – Construct kerb along exterior fence line on Wallaby Circuit	4,730	H
<b>SUB TOTAL</b>	<b>3,004,309</b>	
<b>Professional Services</b>		
Landscape Architectural Services	300,430.90	
Engineer for roadworks and walls	50,000	
Contingency	35,043.09	
<b>SUB TOTAL</b>	<b>385,473.99</b>	
<b>FINAL TOTAL STAGE 1</b>	<b>3,389,782.99</b>	

### 8.3 Income Cash Flow Projections

The cemetery reserve account is managed on the basis that annually the balance of the cemetery income minus cemetery operations, maintenance and specific upgrade works is allocated to the cemetery reserve account.

Current cemetery account balance at 30 March 2011	\$1,423,000
Less identified expenses – land purchase costs – Crown Lands Division	\$ 362,500
Balance	\$1,060,500
Annual income of cemetery over 10 years from sales	\$2,500,000
Funds available over a 10 year period for implementation of Stage 1 of the Plan of Management (2011 dollars)	\$3,560,500

### 8.4 Cemetery Upgrade Implementation

The implementation of the asset renewal/upgrade program for the cemetery would be considered on an annual basis and be subject to annual income to ensure that there is a positive balance in the Cemetery Reserve Account.

The projected income is sufficient to allow implementation of Stage 1 of the recommendations with refinement of the landscape masterplan and prudent project management.

## APPENDICES

Appendix A - Proposed Extension to the Cemetery - Stage 2

Appendix B – Landscape Masterplan

## APPENDIX A – PROPOSED EXTENSION TO THE CEMETERY (STAGE 2 LANDS)

### CONTENTS

A1.0	Introduction
A2.0	Land to which the proposed Stage 2 extension applies
A3.0	Current zoning and classification of the Stage 2 Lands
A4.0	Background to the development of the Stage 2 Lands
A5.0	Land use proposal
A6.0	Site analysis of the Stage 2 Lands
A7.0	Existing facilities and their condition
A8.0	Consolidation of utility services within Walana Crescent
A9.0	Landscape Masterplan
A10.0	Management objectives

## A1.0 Introduction

This section describes the proposed Stage 2 extension to the cemetery for the purposes of establishing niches for the placement of ashes in a bushland garden setting.

The additional lands are located west of the existing cemetery adjacent to Mona Vale Road.

## A2.0 Land to which the proposed Stage 2 applies

The area of the Stage 2 combined lots is 8988 square metres and consists of the Crown owned triangular land, closure of part of Walana Crescent, lands currently owned by Council and a parcel of land owned by the Department of Planning. The approval of the Minister for Lands to the above action and a range of other actions (discussed in A4.0) are set out in the Department of Lands letter to Council dated 10 September 2007 (Attachment 2). The lands within Stage 2 are set out in Table A1 and illustrated in Figure A1 (circled in red).

**Table A1 - Stage 2 Lands**

Reserve	Lot & DP	Area	Management
Crown	8/1124862	1325 sqm	Transferred to Crown 22 January 2009 and to be added to D500520
Local Road	Proposed Lot 100	3061.8 sqm	Pittwater Council - local road (Walana Crescent) to be closed and transferred to Crown then added to D500520
Pittwater Council – Gazettal of Crown Land in train	4/350940	1287.6 sqm	Pittwater Council - to be transferred to Crown and added to D500520
Pittwater Council – Gazettal of Crown Land in train	3/350940	1084.5 sqm	Pittwater Council - to be transferred to Crown and added to D500520
Pittwater Council	2/350940	941.8 sqm	Pittwater Council - to be transferred to Crown and added to D500520
Department of Planning	1/350940	1287.7 sqm	DoP - to be transferred to the Crown and added to D500520. Council has care, control and management
<b>Total proposed additional areas</b>		<b>8988.4 sqm 0.899 hectares</b>	
<b>Land area existing cemetery (Reserve D500520)</b>		<b>3.870 hectares</b>	
<b>Total Land Area combined for the proposed amalgamated cemetery</b>		<b>4.769 hectares</b>	



The Deposited Plans and draft Deposited Plans for the lands are provided in Attachment 12:

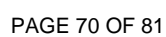
1. DP 1124862 - Lots 2 and 8
2. Draft Survey 'A' part of Walana Crescent creating Lot 100
3. Draft Survey 'B' redefinition of Lots 1,2,3 and 4 in DP 350940
4. Draft Survey 'C' consolidation of Lots 2 and 8 in DP 1124862. Lots 1,2,3 and 4 in DP (redefinition) and Lot 100 in DP (road closure)

### **A3.0 Current zoning and classification Stage 2 lands**

The current zoning and classification of the Stage 2 lands is set out in Table A2.

**Table A2 - Current Zoning and Classification Stage 2 Lands**

Description	Zoning	Owner
Lot 8 DP 1124862 4 Walana Crescent, Mona Vale	Zoned 1(a) Non Urban	Crown
Part of Walana Crescent road reserve	unzoned	Pittwater Council
Lots 2,3 & 4, DP 350940 5, 3 & 1 Walana Crescent, Mona Vale	6(a) Existing Recreation	Pittwater Council
Lot 1 DP 350940 7 Walana Crescent, Mona Vale	6(a) Existing Recreation	Department of Planning

Mona Vale General Cemetery  
Plan of Management

## **A4.0 Background to the development of Stage 2 lands**

### **A4.1 References**

The background to the development of Stage 2 lands is referenced to the following correspondence found in Attachment 2.

- Department of Lands letter dated 17 December 2004
- Council letter to Department of Lands dated 11 July 2007
- Department of Lands letter dated 10 September 2007

### **A4.2 Fazzolari Avenue**

In 2007/2008 a portion of the northern boundary of the cemetery was used to construct an access road to the residential housing development to the west as well as to provide a new entrance and exit for the cemetery. The developer entered an agreement with Council, the former Department of Lands and Energy Australia to allow a portion of the cemetery's northern boundary (1669 sqm) to be used for the creation of a new public road consisting of Lots 4 and 5 DP 1124862 and now named Fazzolari Avenue.

### **A4.3 Lot 8 DP 1124862 (triangular land)**

As part of the land transfer arrangement the triangular land was transferred to the Crown for cemetery purposes. This had the effect of providing a wider frontage to the existing cemetery and a subsequent rectangular shaped configuration when combined with other lands.

### **A4.4 Walana Crescent Road Reserve (Lot 100 Draft DP)**

As part of the cemetery expansion proposal, a part of Walana Crescent is to be formally closed with an easement for both drainage and utilities created. Walana Crescent has a number of underground and overhead utility services as discussed in A8.0. The formal process to close part of Walana Crescent is proposed under this Plan. It is intended that, when closed, this part of Walana Crescent (the proposed Lot 100) will be transferred to the Crown Lands Division, Department of Primary Industries, for addition to the Mona Vale Cemetery.

### **A4.5 Lots 1 to 4 DP 350940**

These four lots are currently owned by Council (Lots 2, 3 & 4) and the Department of Planning (Lot 1). All four lots are currently zoned 6(a) Recreation and the ones owned by Council are classified as community land. It is proposed that Lots 2, 3 & 4 are transferred to the Crown Lands Division, Department of Primary Industries for addition to the Mona Vale Cemetery. These parcels of land to be added to the cemetery have been negotiated to provide additional operational land for the Cemetery, but are not expected to come into use within the expected life of this plan of management.

### **A4.6 Financial Consideration for Land Transfers**

The financial considerations are set out in the Department of Lands correspondence of 10 September 2007 (see Attachment 2) as directed by the Minister pursuant to S106 of the Crown Lands Act.

The Crown Lands Division and the Department of Planning will negotiate directly for the acquisition of Lot 1. The addition of Lots 1 and 2 to the cemetery reserve will be cost neutral.

For the sale of the area of land for Fazzolari Avenue and the granting of two electricity easements \$500,000 was transferred into the cemetery reserve account held by Council. Of this amount, it was stipulated that:

- \$300,000 to be used by the Trust to acquire the Walana Crescent Road Reserve and Lot 3 and 4 DP 350940
- \$50,000 to be paid into the Public Reserves Management Fund (PRMF)
- \$12,500 to be paid to Crown Lands Division to recover legal costs for defending the S.88K Conveyancing Act court action

- \$137,500 being the balance to be used by the Trust to refurbish cemetery buildings affected by the establishment of Fazzolari Avenue and for the establishment of a carpark adjacent to the cemetery buildings (works completed)

## **A5.0 Land Use Proposal - Stage 2**

The proposed long term land use proposal is illustrated on Figure A2 - Land use proposal Stage 2.

The proposed land use comprises:

- Access road/path and turning area, together with lawn garden over the 11 to 12 metre easement
- Proposed cemetery maintenance facility
- Approximately 4000 square metres bushland memorial gardens and walls for the purpose of memorial niches for the placement of ash remains with the possibility of a small area for in-ground burials to be considered in the future
- Landscape buffer zone to the perimeter of the area

The landscape proposal is discussed under Landscape Masterplan (Section A9.0)

To implement the long term land use proposal, the land must first be:

- Transferred to the Crown
- Uniform rezoning by the Crown across the consolidated additional lands in Stage 2
- Consolidated into the Cemetery Reserve
- Plan of Management prepared and adopted for the cemetery as a whole

It is not anticipated that this land will become operational for cemetery use within the expected life of this Plan of Management.

## **A6.0 Site Analysis - Stage 2 Lands**

The land in the proposed cemetery Stage 2 is consistent with that of the existing cemetery site in microclimate, topography and soils.

### **Hydrology and drainage**

The Stage 2 land is located mid-catchment, below Ingleside and Katandra Bushland Sanctuary. There are no permanent natural drainage lines. Seasonal water-logging is expected to occur as the area is situated on a foot slope.

The area slopes gently to the east with a fall from its highest point on the north-west corner over a length of 140 metres. The lowest point is the south-eastern corner adjacent to the detention basin and Mona Vale Road boundary. There is a drainage swale located along the eastern boundary of the Stage 2 Land as well as an artificial above-ground detention basin on the south-east edge of the site designed to collect run-off from properties in the adjacent residential development.

### **Vegetation**

The site consists of two distinctly different vegetation types.

**1 Zone A in the northern part of the site** (i.e. Walana Crescent and Lot 8) is highly disturbed since removal of the house that was on Lot 8, further development in the adjacent residential subdivision and the construction and use of Walana Crescent itself. These areas are now covered in exotic grasses, road base, building rubble and weeds with a few scattered trees. Landscaping of the boundary line along the fence adjoining Wallaby Circuit has been carried out to eventually provide screening of the cemetery for adjacent residents.

**2 Zone B, in the southern part of the site** (Lots 2, 3 and 4) has a native tree canopy dominated by Turpentine (*Syncarpia glomulifera*) and Sydney Peppermint (*Eucalyptus piperita*) with an understorey of exotic grasses and ferns. Formerly the area contained no ground-cover with a dense mid-storey of over 70% weeds. Bush regeneration work was undertaken in 2010 to remove this mid-storey of noxious weeds and to protect and preserve the retained native trees.

### **Tree Report and Impact Assessment**

A Tree Report was prepared in 2010 for the Stage 2 Lands which can be found in Attachment 10. The report recommends the removal of a number of dead and/or diseased trees and the pruning of other trees. A report is yet to be done on Lot 1, which is currently undisturbed.





### **Flora and Fauna Impact Assessment**

A Flora and Fauna Impact Assessment was prepared for Lots 2, 3 and 4 prior to the clearing work mentioned above. No endangered ecological community was found to exist on the site. Furthermore, no threatened flora or fauna species were found on the site during the survey. A copy of the assessment can be found in Attachment 11 of this document.

## A7.0 Existing facilities and their condition

The following table shows the largely undeveloped nature of the land on the Stage 2 site.

**Table A3 - Existing Facilities and Infrastructure - Stage 2 Lands**

Item	Description / Issues	Condition	Current Use
	Detention basin  <i>Requires vegetation maintenance to enhance appearance</i>	Good	Collection of stormwater from residential housing subdivision
	Easements for services along Walana Crescent road reserve – see Figure A3  <i>Council seeking to reduce width of easements to provide more usable land for cemetery services</i>	Fair	Not in use
	Powder coated steel fence and landscaped buffer zone  <i>Provision of a kerb and gutter on the edge of Wallaby Circuit would reduce possible vehicle damage to the fence</i>	New	Boundary fence with buffer of screening plants between residents along southern side of Wallaby Circuit
	Temporary site for works compound (currently on Lot 8 Walana Crescent - Crown Land)  <i>To be relocated to a permanent site closer to the western boundary of the Stage 2 Land</i>	New	2 shipping containers on an asphalt stand surrounded by a chain wire fence, mesh screen and extensive screen planting



## A8.0 Consolidation of Utility Services within Walana Crescent

There are a number of utility companies with infrastructure in the section of the Walana Crescent road reserve that has been closed. The road reserve is 20 metres wide and the easements for services extend to either side. These represent a major impediment to the use of the land for cemetery services. Utility services currently located in the road reserve consist of;

- *Electricity – 11KV and 450V aerials*
- *Telecommunications – Telstra and Optus aerials, Telstra underground*
- *Underground Gas*
- *Underground Sewer Rising Main*
- *Underground Water*

The only option is to retain services in the easement due to the high cost of relocation. However, Council is investigating the possible relocation of the Telstra aerial and Gas Main (estimated cost \$20,000 to \$40,000) to reduce the easement width to 11 to 12 metres, however, over time services maybe adjusted for upgrade reasons by the respective utility authorities. The following diagram (Figure A3) depicts the location of the various services within the road reserve. The easement would occupy approximately 1100m<sup>2</sup> of otherwise usable land. Note that there is now no “House” on the site as depicted below.

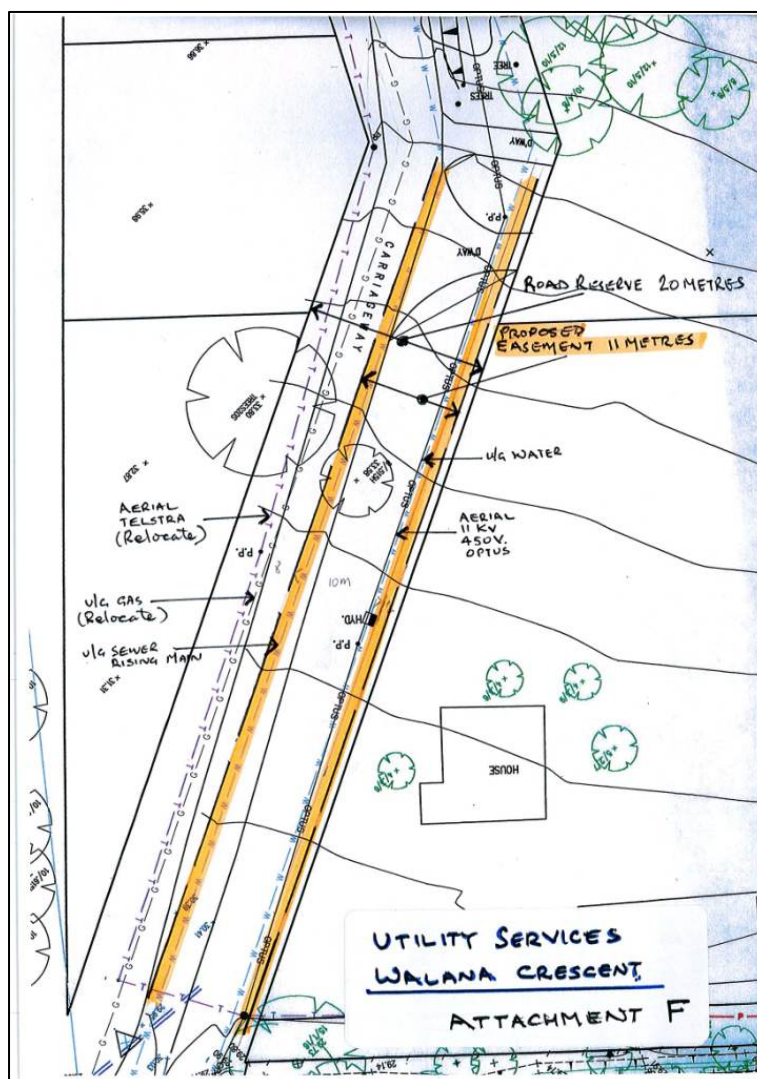


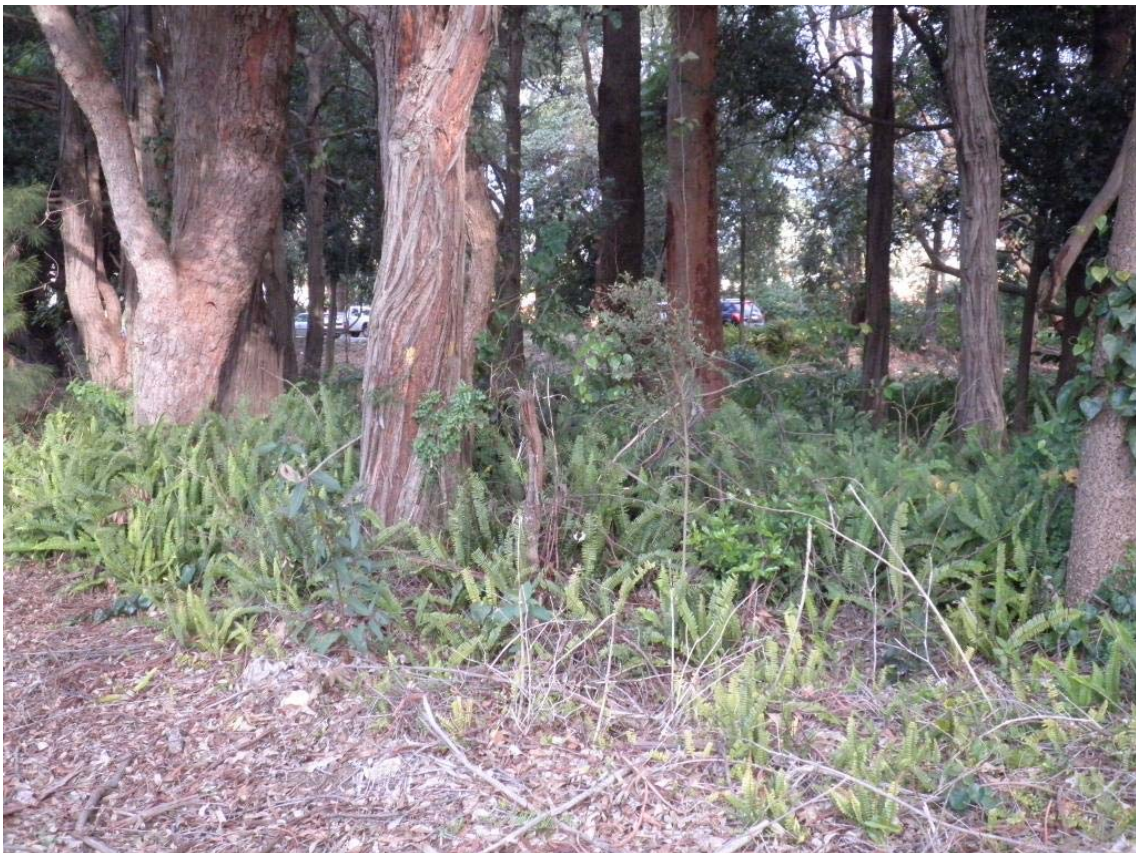
Figure A3 - Utility services in Walana Crescent road reserve

## **A9.0 Landscape Masterplan**

The Stage 2 lands have been incorporated into the overall Landscape Master Plan as a design concept and this is described in Section 5.0. The Landscape Masterplan for the Stage 2 Lands includes:

- Conceptual design of the landscape treatment for bushland memorial garden niches under the existing tree canopy on the land;
- Provision of traffic noise buffer walls along the southern boundary with Mona Vale Road;
- Design of the boundary landscape and fence treatment for the Crown Land component of the Stage 2 lands – (a portion has already been installed); and
- Conceptual design of the landscape treatment for a terraced area comprising landscaped memorial gardens for the placement of ash remains.

The land is shown in Figure A4 - View looking south towards tree canopy and Mona Vale Road



**Figure A4 - View looking south towards tree canopy and Mona Vale Road**

## **A10.0 Management Objectives**

Although it is not envisaged that the cemetery will extend to the Stage 2 land for a period of at least ten years, the site requires ongoing attention to maintain the land area in good condition. Fencing and a landscape buffer treatment to sections of the perimeter as well as an access road linking the existing cemetery site to Stage 2 land has already been carried out. The bushland understorey has been cleared of weeds on Lots 2, 3 & 4 and the remaining native trees will be retained in the proposed future design for the land. Lot 1 is undisturbed.

The temporary maintenance facilities have been established on the existing Crown Land portion of the Stage 2 lands with the proposal to eventually relocate the facilities to the far western border of the site.

For the time being the vegetation and landscaping on site is to be maintained until the adoption of the Plan of Management has taken place and the land is needed.

## APPENDIX B – LANDSCAPE MASTERPLAN

The following page shows the overall proposed Landscape Masterplan for the existing cemetery lands. The subsequent two pages focus on the treatment of the memorial wall and garden areas with examples of different styles found in other cemetery memorial areas.



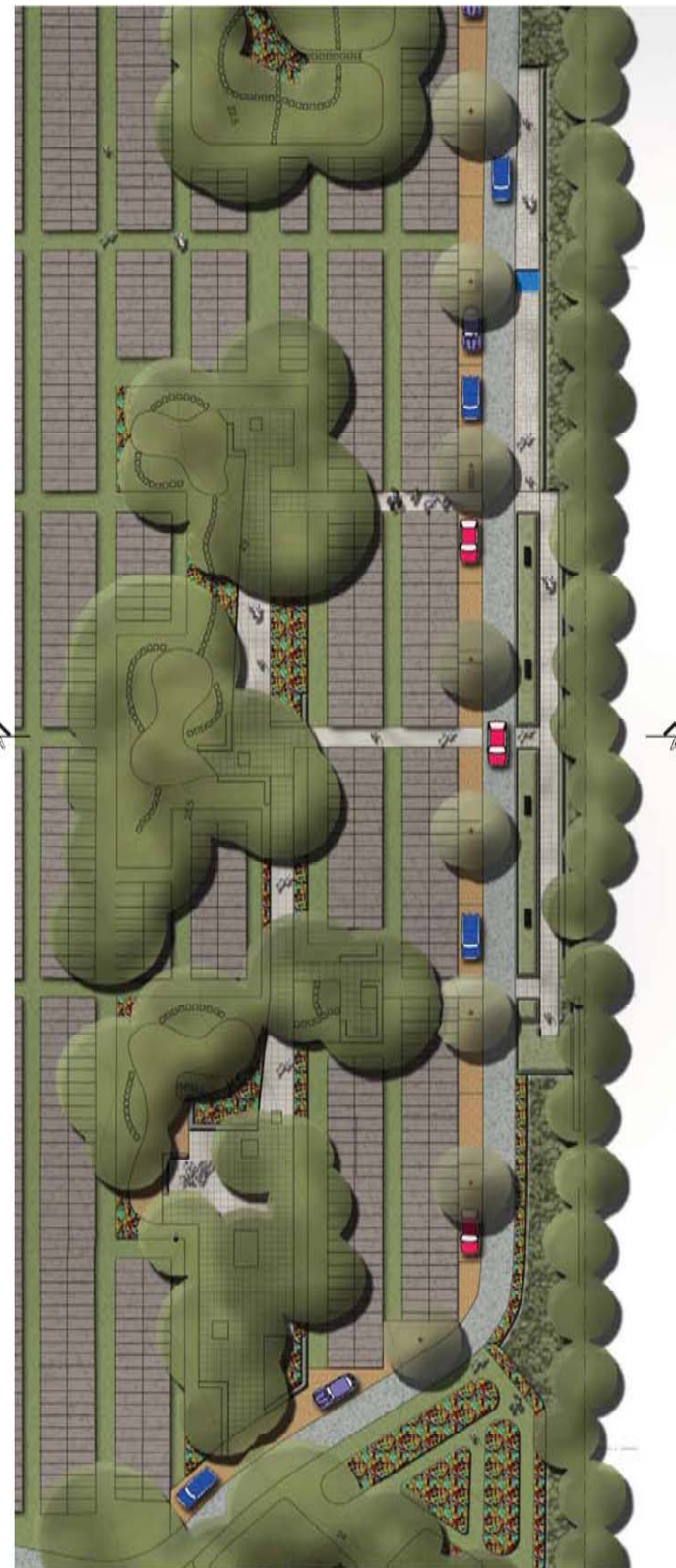
# Masterplan





# Precincts

## Gum Tree Grove



## Columbarium Walls & Entry Avenue



### Columbarium Wall & Entry Avenue

Two columbarium walls constructed adjacent to the eastern boundary will form a series of continuous linear spaces, reinforcing the view of the avenue from the entrance and complemented by trees planted along the western side of the entry road. The walls will be broken up allowing glimpses of the screen planting behind and will provide focal points to paths linked to the adjacent paved garden niche areas. Informal parking areas using decomposed granite will be provided along the western side of the road in-between the planted trees.

An aquaculture pond with a glass top and a stainless steel encased living wall will break the length of the first wall. Water pumped from the pond will feed the plants and will provide the soothing sound of falling water.

A large sculpture set on a raised lawn plinth at the end of the first wall will form a focal point to this linear space. The second wall will be set back from the first to break the length and to allow room for lawn niches along the edge of the road. More walls may be constructed in the future (depending on demand).

### Gum Tree Grove

These gardens have been designed to complement the natural bushland setting of the cemetery and utilise the existing grove of large native gum trees on the eastern side. The use of contemporary building materials, feature plantings and sculpture will tie the different areas together to form one large but cohesive garden.

Three main garden types have been developed including a formal paved area, the bushland garden niche areas and the wall columbarium, offering a wide range of memorialisation opportunities.

The paved area will form the central axis of the gardens with existing trees and sculptures used to break the space and provide focal points. The area will be divided into 'garden rooms' linked by linear footpaths drawing the visitor from one 'room' to another. Informal bushland garden niches will be located off the main paved area. The gardens will link to the wall columbarium on the other side of the main entry road via pedestrian paths with focal points at the end of each path.



## Memorial Gardens



### Formal Paved Gardens & Bushland Memorial Gardens

The gardens will comprise a formal paved area surrounded by free style bushland gardens. The edges of the paved areas will be lined with granite to accommodate memorial plaques. Contemporary low walls will be placed throughout framing the entrances to the bushland garden niche areas and providing seating for visitors.

The bushland niches will branch off the main paved areas and will be characterised by decomposed granite pathways, large bush rocks and sculptural feature planting with stepping stones meandering through the gardens. They will provide a variety of memorial opportunities, including garden estates, family estates and rock headstones.



MONNA VALE GENERAL CEMETERY

MONNA VALE ROAD, MONNA VALE

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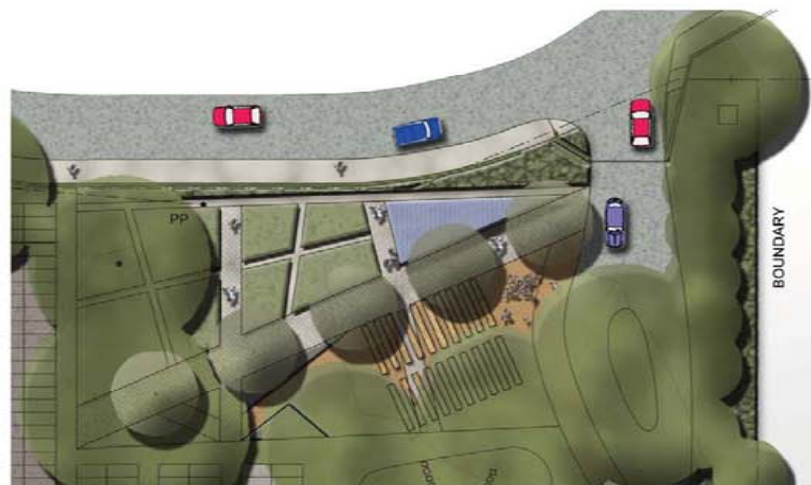
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PITTWATER COUNCIL



## Entry Gates & Chapel



**Entry Gates & Chapel**  
Feature walls and gates, custom signage and targeted lighting will form a striking entry feature to the cemetery. The interior view south will be of an avenue of trees and walls, with the split road at the entry narrowing to become one-way. The narrow width of the road will give it a pedestrian feel and add to the parkland feel of the cemetery.

Initially an outdoor chapel will be constructed just inside the entry gates. The chapel will provide a place for services or family gatherings with permanent seating and shelter from the weather. Eventually the cemetery office and amenities may be amalgamated on this site.

The area surrounding the chapel will have a range of wall and lawn niches offering memorial opportunities for ash remains.



## Bushland Memorial Gardens & Family Estate Garden Niche Areas



**Bushland Memorial Gardens**  
The two existing bushland garden areas will be extended and redeveloped. The character of the bushland memorial garden C will be retained with stepping stones winding through native plantings using sandstone rock headstone memorials.

A sound barrier wall will be constructed to reduce traffic noise along the boundary with Mona Vale Road.

**Family Estate Garden Niches**  
The edges of the southern perimeter access road will be lined with a variety of garden niche styles including family estates and rock headstones. Screen planting along the cemetery boundary with Mona Vale Road will form a bushland background to these areas.



## South-West Memorial Gardens & Memorial Avenue



**South-west Memorial Gardens**  
The existing garden niche area B and its surrounds in the south-western corner of the cemetery will be redeveloped with a more formal garden character. This will expand the variety of niche garden styles available at the cemetery.

**Memorial Avenue**  
The cemetery exit road (along the electricity easement) will be sealed and planted with an avenue of trees. At the northern end the road will terminate with the focal point of the ornamental exit gates. The edges of the road will have informal decomposed granite parking areas on one side and raised garden niches along the opposite side.

