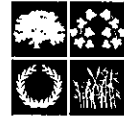


Our cemeteries:
Enfield Memorial Park
Cheltenham Cemetery
West Terrace Cemetery
Smithfield Memorial Park

Street Address
Browning Street
Clearview 5085
South Australia
Postal Address
PO Box 294
Enfield Plaza SA 5085

Telephone (08) 8139 7400
Facsimile (08) 8139 7444
enquiry@aca.sa.gov.au
www.aca.sa.gov.au
ABN 53 055 973 676

ADELAIDE
CEMETERIES
AUTHORITY



RECEIVED
ATTORNEY-GENERAL'S
OFFICE

15 September 2014

22 SEP 2014

The Hon John Rau MP
GPO Box 464
Adelaide SA 5001

PW0089/14

ATTORNEY-GENERAL'S OFFICE	
Rec'd	24/9/14
Req No.	14PW0707
File Copy ...	YES/NO
Ack ...	(YES) NO
Action	ME
C.C.	

Dear Deputy Premier

Re: Boards and Committees Reform Process

In July 2014, the Premier, the Hon Jay Weatherill MP wrote to me as the Chair of the Adelaide Cemeteries Authority's Heritage and Monument Committee advising of his intention to review and reform all State Government Boards and Committees. The Premier's review has provided the Committee with the opportunity to review how it operates and to assess what it value adds to the conservation and preservation of long-term, highly valued community assets.

In anticipation of a request for advice, the Adelaide Cemeteries Authority's Heritage and Monument Committee forwards the enclosed document on the value of the Committee for your review and consideration.

The Heritage and Monument Committee of the Adelaide Cemeteries Authority welcomes your comments on the enclosed document. I would be pleased to personally respond to any queries you may have regarding the establishment, operations and value of the Committee to the Adelaide Cemeteries Authority, a State Government entity that provides important and sensitive services to the community in a highly competitive and commercial business environment.

Yours sincerely

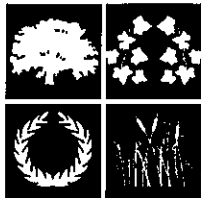
Councillor Susan Clearihan
Chair
Heritage and Monument Committee
Adelaide Cemeteries Authority

ATTORNEY-GENERAL'S DEPT.



AGD568000

ADELAIDE CEMETERIES AUTHORITY



**ADELAIDE CEMETERIES AUTHORITY
HERITAGE & MONUMENT COMMITTEE
SUBMISSION
to the
MINISTER FOR PLANNING, THE HON JOHN RAU MP
on the
STATE GOVERNMENT BOARDS & COMMITTEES
REFORM PROCESS**

20 August 2014
Adelaide Cemeteries Authority
PO Box 294
Enfield Plaza SA 5085
ABN 53 055 973 676
Telephone: (08) 8139 7400
Website: www.aca.sa.gov.au

INTRODUCTION

The Adelaide Cemeteries Authority's Heritage and Monument Committee (the Committee) acknowledges and commends the State Government on the Board and Committee Reform initiative. The Committee has now been in existence as a legislated sub-committee of the Adelaide Cemeteries Authority (the Authority) since 2001. The review of the value of the Committee contribution to the Authority and the South Australian Community is timely and has provided the opportunity to reflect upon our efficiency, effectiveness and achievements over the past thirteen years.

1. BACKGROUND TO THE HERITAGE & MONUMENT COMMITTEE

The *Adelaide Cemeteries Authority Act 2001* (the Act), mandates the establishment and membership of a Heritage and Monument Committee.

19—Adelaide Cemeteries Authority Heritage and Monument Committee

- (1) *The Minister will establish the Adelaide Cemeteries Authority Heritage and Monument Committee.*
- (2) *The Committee will consist of not less than three, nor more than five, members appointed by the Minister, of whom—*
 - (a) *one must be a director; and*
 - (b) *the remainder must include persons who together have, in the Minister's opinion, the abilities and experience required for the effective performance of the Committee's functions.*
- (3) *The members of the Committee will hold office on such terms and conditions as the Minister thinks fit.*
- (4) *The Committee has the following functions:*
 - (a) *to advise the Authority on heritage and historical matters relating to Authority cemeteries;*
 - (b) *to advise the Authority on activities associated with the heritage or historical significance of Authority cemeteries;*
 - (c) *to advise the Authority on the establishment and implementation of policies relating to monuments, headstones and memorials;*
 - (d) *any other function assigned to the Committee by or under this Act, or by the Minister or the Authority.....*

The requirement for this Committee in the Act can be linked to the Authority being established with the responsibility for the care and management of the State Heritage Listed West Terrace Cemetery. Since 1999, it is estimated that the Authority has provided over \$8M to fund the operating costs at West Terrace Cemetery. These costs were previously met by a State Government department.

While the Authority has provided the financial and human resources to fund the operations and maintenance of the West Terrace Cemetery, (the last operating cemetery in a CBD of an Australian capital city), it is the Committee who has led and guided important heritage and community based initiatives at this cemetery. These have been significant and highly valued improvements at what was formerly a sadly neglected community asset.

As a result of the work of this Committee and the Authority, West Terrace Cemetery has now been recognised as a tourism destination internationally.

2. ESSENTIAL PURPOSE

The core functions of the Committee are stated in Section 19(4) noted above.

The Committee has an essential role in reviewing and endorsing various policies as required in the five year Plans of Management for each cemetery. These responsibilities are defined in the Act.

20—Plans of management for Authority cemeteries

- (1) *The Authority must, in accordance with this section—*
 - (a) *prepare plans of management for each Authority cemetery; and*
 - (b) *present the plans at public meetings convened by the Authority.*

- (2) *Plans of management must be prepared and presented as follows:*
 - (a) *the first plan must cover a five year period and be prepared and presented within 18 months after the commencement of this section;*
 - (b) *subsequent plans must cover subsequent five year periods and each plan must be prepared and presented at least six months before it is to take effect.*

- (3) *A plan of management for a cemetery must take into account the heritage and historical significance of the cemetery and establish policies relating to the following matters:*
 - (a) *retention or removal of existing headstones;*
 - (b) *re-use of burial sites;*
 - (c) *the scale and character of new memorials or monuments;*
 - (d) *planting and nurturing of vegetation in the cemetery.*

- (4) *In preparing a plan of management for a cemetery, the Authority must consult with the relevant local government council, the administrative unit of the Public Service responsible for State heritage matters and other persons who, in the opinion of the Authority, have a particular interest in the management of the cemetery.*

Given this mandated role, since 2001, the Committee has taken a broader view and guided important conservation and interpretation work at all four cemeteries, including the recognition and preservation of significant sites, the adoption of various heritage related policies and community based programs, especially at the State Heritage listed West Terrace Cemetery.

Policies overseen by the Committee include but are not limited to;

- *Significant Places Policy;*
- *Re-use of Burial and Cremation Sites Policy;*
- *Monuments and Memorials Policy.*

The Committee has also drafted and endorsed the issuing of temporary permit systems to allow families and loved ones to repair and restore monuments where the tenure of the interment right has expired. This was not previously permitted. The adoption of this policy has seen more than 30 families repair ageing and deteriorating monuments on older grave sites.

Operating since March 2011, the Authority's own *Significant Places Policy* underpins the Authority's commitment to the heritage conservation of sites, structures and miscellaneous items that are deemed as being significant to the character, culture or history of every cemetery under its care and control. Since then, the Committee has identified, evaluated and adopted 24 sites at Cheltenham Cemetery, along with 15 sites, artefacts and documents at Enfield Memorial Park and 14 at Smithfield Memorial Park for permanent retention and

conservation. This work also acknowledges the heritage value of Cheltenham Cemetery, and in particular, the local maritime and union histories. The Heritage and Monument Committee's adoption of these sites for conservation was a 15 month process. By contrast, the City of Charles Sturt completed its own Local Council Heritage listing of 14 graves at Cheltenham Cemetery in late 2013, having commenced the process in 1992.

The Committee has also acknowledged that it is important to identify and conserve documents and sites now at the relatively young Enfield and Smithfield cemeteries. Over time, the list of sites and items on the Authority's own Significant Places List will be added to and become more valued by the community.

2. Efficiency

Committee members are appointed by the Governor as per Section 19 of the Act. All current members of the Board are Directors of the Adelaide Cemeteries Authority.

Committee members currently receive no sitting fees. There is no cost to the Government.

Each Committee member contributes an estimated minimum 50 hours of work per annum to their responsibilities, equating to over 150 hours of Committee work per annum.

The current Committee membership provides a blend of knowledge and experience in local government, educational, community, legal, heritage and cemetery disciplines.

Senior Authority staff attend all Committee meetings in an advisory capacity.

A Heritage Advisor, formally part funded by the State Government Heritage Unit also attends the Committee meetings to provide heritage and conservation advice. In 2012, the Heritage Unit's subsidy of the cemeteries Heritage Advisor ceased, but the Authority believed it was essential to have a Heritage Advisor and since then the Authority has met this cost in full. The Heritage Advisor has an important role at the heritage listed West Terrace Cemetery, as legislation requires the advisor's approval of any work undertaken at the cemetery, including monumentation, building, painting, signage, and vegetation management. The Authority currently provides annual funds of approximately \$30,000 to engage the Heritage Advisor.

In conjunction with the Heritage Advisor and the State Government Heritage Unit, the Committee has overseen the implementation of a procedure for approving monumental works at West Terrace. Authority staff are now able to evaluate and approve more straightforward monument applications which has sped up the application processing time and reduced Heritage Advisor costs. Applications for complex monumentation continue to be referred to the Heritage Advisor and the State Heritage Unit.

The Committee considers and approves operational heritage and conservation matters but refers recommended policies and major expenditure items to the Board for approval.

The Committee functions effectively in conjunction with the Board as it provides the forum for more detailed reporting and deeper consideration of, at times, complex heritage, conservation and risk matters. An example of this work is the current evaluation of monuments at risk at the West Terrace and Cheltenham cemeteries.

3. INDEPENDENCE

As the Committee meets separately from the Board, it is able to objectively set and effectively monitor the Authority's heritage and conservation activities whilst ensuring that they comply with legislation and with the State Heritage Unit's guidelines and policies.

As a legislated entity, the committee's decisions are transparent plus are aligned with the Authority's strategic and business goals.

4. COMMUNITY ENGAGEMENT AND DIRECT ACCESS

The unique and essential services provided by the Authority require sensitivity and responsiveness to diverse cultural and community needs. Like the Board of the Authority, the Committee is committed to engaging with the community regarding heritage and conservation values in its cemeteries.

The "Friends of West Terrace" provide over 1,000 hours per annum of voluntary service hosting cemetery tours, undertaking research and recording headstone details. The activities of the Friends group are also reported to the Heritage and Monument Committee. "About Time Festival" activities, formerly the State History Month, to which the Friends greatly contribute, are also monitored by the Committee.

A key milestone in the Authority's engagement with the community was as a result of the unfortunate vandalism that occurred at the West Terrace Cemetery in 2010. The Committee played a pivotal role in identifying the sites affected and the extent of the damage, plus in the Authority's response to the attacks. Thus, a group of cross community representatives was established to respond to the vandalism which has now evolved into a permanent Community Consultative Committee for the West Terrace Cemetery. This group has representatives from the Catholic Diocese, the Quakers, the Unitarian Druse Community, the Adelaide Hebrew Congregation, the Presbyterian Church, South Western City Community Centre, three local schools, the Monumental Masons Association and from the cemetery's supported volunteer group, the Friends of West Terrace Cemetery.

In 2013, based on the success and effectiveness of the above group, the Authority also established the Cheltenham Cemetery Community Consultative Committee and West Terrace Community Consultative Committee. With the Chief Executive Officer (as chairperson) and other Authority staff attending meetings of this group, their activities are also regularly reported to the Heritage and Monument Committee

The Community Consultative Committees meet on a quarterly basis and their activities are reported to the Heritage and Monument Committee meetings.

The Cheltenham Committee have recently identified some 80 sites at the cemetery which are being referred to the Heritage and Monument Committee for review and evaluation for permanent conservation. This important task is balanced with the ongoing provision of interment sites to the western Adelaide community via careful, programmed redevelopment of existing burial areas.

A highly successful community initiative driven by the Heritage and Monument Committee is the *Adopt-a-Grave Scheme* now in operation at the West Terrace and Cheltenham cemeteries. Students from Adelaide High School, St Mary's College and Le Fevre High School participate in annual grave care schemes which form part of their Year Nine curriculum work. This work has seen over 200 graves cared for by the students, and in addition connects the student with local history groups.

Industry engagement has occurred with two Monumental Masons Day events at West Terrace. These events resulted in another 40 monuments being repaired and restored.

The combined efforts of all these groups established by the Heritage and Monument Committee have seen many of the monuments that were damaged in the 2010 vandalism attacks repaired and restored.

Other successful, ongoing community initiatives initiated and/or overseen by the Committee include:

- Award winning cultural and heritage, interpretive tours and activities
- A favourable listing in the international tourist publication Lonely Planet
- A "Sounds of the Cemetery" concert involving Brighton High School, the German Liedertafel 1858 and the Adelaide Wind Band.
- The community based Remembrance Day commemoration service at West Terrace which includes students from Rostrevor College, St Ignatius College and Sturt Street Community School.

These initiatives have targeted community awareness of cemeteries and the Authority via non-funeral cemetery visitation.

5. MERGER or ALTERNATE WAY

It is recommended that the Government retains the Heritage and Monument Committee.

Appointment terms provide stability and continuity for the Board. The offsetting of Directors' terms of appointment ensures business stability and knowledge is retained on the Board.

The issue is whether or not the Committee needs to be mandated in legislation.

If a decision was made to abolish or amend legislation requiring the Adelaide Cemeteries Authority to have a Heritage and Monument Committee, the Board of the Authority would still retain this Committee in some form regardless.

The option of transferring the responsibility for cemetery heritage and conservation work to the State Heritage Unit is not cost effective. This would inevitably lead to long delays in the processing and approval of applications for monumental work at West Terrace Cemetery. This will foreseeably cause unnecessary distress to families and loved ones. Furthermore, the Authority is best placed to assess the validity of applications of Cemetery works, considering the cross referencing and validation of records undertaken, as it is in possession of information regarding interments, sites and families.

The retention of the Heritage and Monument Committee will continue to provide, at no cost to the Government, an experienced and committed forum that provides wise advice and makes efficient decisions on cemetery heritage matters.